PEOPLE'S PERCEPTIONS OF GOVERNMENT IN TERMS OF THE ASSESSMENT AND FEASIBILITY OF DEVELOPMENT PROGRAMMES.

by

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ABSTRACT

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This study is about the perceptions, feelings, attitudes and knowledge of people towards government with regard to service delivery and participation with communities in order to accelerate social development. Government's enthusiasm to get things done often results in development not occurring at all. Entering into balanced partnerships with the private sector and communities needs to be explored a lot deeper. It must be borne in mind that people's attitudes, perceptions and feelings may differ according to the different strata of government. The study was undertaken to ascertain how people feel and thereby assess how effective government has been in the past seven years. This in turn will enable government to focus its efforts in the right direction.

The study took into account various theoretical issues regarding the role of the state in developing a nation, the importance of knowledge and the management thereof as well as the changing face of development over the years. The shift in paradigm of the study of development is discussed as a matter of importance with structural adjustment programmes often resulting in slowed development and negative economic growth. Often schools of thought in development try to impose their thinking, but what this paper proposes is that schools of thought are not of importance here but quality of life in terms of social development and empowerment are.

The study was conducted by means of three focus groups whereby each focus group had different characteristics. After the focus groups were conducted coding of the information gathered took place so as to facilitate analysis and interpretation.

The study found that people are generally happy with the efforts of national government but that the delivery of service by regional and local government does not meet their expectations. It is also clear that the private and NGO sector seem to concentrate on the big urban townships whilst ignoring the plight of rural areas. The road ahead seems to indicate that consultation must take place and be improved with the communities as well as with big business who wish to develop their social responsibility programmes.

It is recommended that local government be improved in terms of its effectiveness and responsiveness to its communities. Private sector must also re-assess its role in social development in the communities of its employees. The importance of this is then that government and private sector can work together in partnership in order to accelerate the pace of development.

The credibility of government amongst the people as well as the reinforcement of democracy is at stake and the development of impoverished areas by ways of innovative strategies can only benefit all the peoples of our country.

EKSERP

MENSE SE PERSEPSIES OOR DIE REGERING AANGAANDE DIE BEPALING EN UITVOERBAARHEID VAN ONTWIKKELINGSPROGRAMME

Deur

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Hierdie studie gaan oor die persepsies, gevoelens, houdings en kennis van mense teenoor die regering ten opsigte van dienslewering en deelname met gemeenskappe om sodoende die sosiale ontwikkeling te versnel. Die regering se entoesiasme om dinge gedoen te kry lei baie kere daartoe dat geen ontwikkeling plaasvind nie. Deelname aan 'n gebalanseerde vennootskap tussen die privaatsektor en gemeenskappe moet in meer diepte ondersoek word. Daar moet ook in ag geneem word dat mense se houdings, persepsies en gevoelens verskil afhangende van die verskillende "strata" in die regering. Die studie was gedoen om te bepaal hoe mense voel en daarvolgens te evalueer hoe effektief die regering was die afgelope sewe jaar. Daarvolgens, kan die regering hulle pogings in die regte rigting aanwend.

Die studie het verskeie teoretiese situasies in ag geneem aangaande die rol van die regering in die ontwikkeling van die land, die belangrikheid van kennis en die bestuur daarvan sowel as die verandering van die aard van ontwikkeling oor die jare. Die skuiwing in die paradigma van die studie van ontwikkeling is bespreek, as 'n geval van belang, met strukturele aanpassingsprogramme wat gereeld lei tot stadige ontwikkeling en negatiewe ekonomiese groei. Denkskole in ontwikkeling sal baie kere probeer om in te dring by hulle denke, maar wat hierdie dokument beoog is dat denkskole nie hier belangrik is nie, maar dat die gehalte van lewe in terme van sosiale ontwikkeling en bemagtiging wel belangrik is.

Die studie was gedoen deur middel van drie fokusgroepe, waar elke fokusgroep verskillende eienskappe gehad het. Nadat die fokusgroepe gedoen was, was al die inligting versamel sodat analise en interpretering kan plaasvind.

Die bevindings van die studie was dat mense oor die algemeen te vrede was met die pogings van die nasionale regering maar dat die lewering van diens in die streek en plaaslike regering nie aan hulle verwagtings voldoen het nie. Dit is ook duidelik dat dit lyk asof die privaat en NGO sektor meer konsentreer op die groot stedelike "townships" en die toestande van die landelike "townships" ignoreer. Die pad vorentoe dui daarop dat raadpleging moet plaasvind en dat raadpleging moet verbeter tussen die gemeenskappe sowel as die groot besighede wie se behoefte dit is om hulle sosiale verantwoorlikeheidsprogram te ontwikkel.

Dit word aanbeveel dat die plaaslike regering verbeter moet word ten opsigte van sy effektiwiteit en verantwoordelikheid teenoor sy gemeenskap. Die privaatsektor moet ook sy rol herevalueer in die sosiale ontwikkeling in die gemeenskap van sy werknemers. Die belangrikheid hiervan is dat die regering en privaatsektor saam kan werk in venootskap om so die pas van ontwikkeling te versnel.

Die geloofwaardigheid van die regering tussen die mense sowel as die versterking van demokrasie is in gedrang en die ontwikkeling van die verarmde areas, deur middel van innoverende strategiee, moet al die mense van ons land bevoordeel.

Search Terms:

Sociology

Development

Government

Community Development

Knowledge

Perceptions

Economic Development

Service Delivery

Political Awareness

Public-Private partnerships

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CHAPTER 1 BACKGROUND

1.1 Introduction

According to Stats SA between 1996 and 1997 in the non-agricultural sector of the economy, employment opportunities declined by 2,7%. This decline has been consistent over the previous eight years by an average of 1% p.a. A SAIRR survey estimated that in 1996 the unemployment rate stood at 24% of EAP. Stats SA, according to its expanded definition of unemployment calculated the unemployment rate at 29,3%

In the report "**Poverty and inequality in South Africa**", about 19 million people (about 50% of the population) could be considered poor. These people live below the poverty line of R353 per month. 72% of these people live in rural areas. The poverty gap (the amount needed to raise the poor to the poverty line) was about R28 billion. 76% of this would have to go to rural areas. Furthermore, 60% of children lived in poor households (SAIRR, 1998: 254-257, 409-411).

During the previous regime the general population was clearly segmented along racial lines resulting in the state providing essential services of a very high quality to only a small segment of the population. Other sections of the population, particularly the black, coloured and indian were marginalised in terms of the services that they received. By excluding people from full participation in the economy, providing them with third-rate services, by forcing them to settle in squalor conditions and by viciously repressing by means of a massive state machinery, people were constantly on the run and trying to survive and thus could not settle down and create economies of scale.

The repression of communities during the apartheid era was especially bad where communities were repressed by the apartheid regime and a homeland government. Many of the communities visited for the purpose of this study lie on the border of the former Bophuthatswana and it is a well known fact that the homeland's state

machinery focused it repressive efforts on the border towns as a way of consolidating the borders of this erstwhile bantustan.

1.2 **The Problem Statement**

The purpose of this study is to evaluate and ascertain whether government is performing the task that a particular community has expected of it to realize its potential in terms of economic development. It is a well established principle that development must occur in a well balanced environment where the social partners which are made up by government, business and the community must work with a common objective and goal in mind. At all times, of course, the community's needs and desires should be foremost in one's mind and development should be a multi-directional process with equal inputs from all sides. What must be avoided at all costs, is a prescriptive, top-down form of development where government or business or even NGO's prescribe or tell communities what kind of development programme is going to be run in their community. The reasoning for this is that, in line with many development theorists communities know themselves what is needed most and by exchanging ideas between aid providers and aid recipients the most equitable and beneficial solution is attained.

From my personal analysis of development issues in South Africa it is a critical issue that we know what people's concerns are and what makes them unhappy. For this purpose I would argue that people's attitudes of what government seems to be doing is important. The manner in which development is approached by government and its relationship with the people they serve is of crucial importance to the outcome of any such programme. Government in South Africa is very keen to try and uplift people's lives but at the end of the day government must realise that they can't do everything on their own and that a more balanced relationship with the social partners must be struck. Some perceptions are likely to be positive and others negative but it is important to determine why a certain perception is positive or negative, what it means in real terms and what can be done about it.

In approaching this paper, various questions regarding the involvement of government in development projects have to be addressed. Firstly, what are the

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perceptions of people regarding the level at which government consults with communities that are recipients of development aid, with regard to what their needs are and to what the community regards as most beneficial. Secondly, what the feelings as to why government embarks on these projects are. Is the government simply fulfilling its mandate to appease its electorate or does government in this era of international competitiveness really care about the economically disadvantaged? Thirdly, what the behaviour or reaction of the people in regard to government behaviour is. Are they willing to participate in it or do they see it as their right and as government's responsibility towards them? Fourthly, what is the perception or knowledge, the feelings and the behaviour or reaction towards other stakeholders in development such as foreign organisations, NGO's, trust foundations and business?

The aims of this paper will be to identify how people in disadvantaged communities perceive government's involvement in promoting development in their respective communities and to ascertain whether the people feel that this development is done with care and empathy or whether it is just done to fulfil a political mandate and to canvass votes from their electorate for the next elections. I feel that a balanced intervention from government is most desirable where current needs are weighed up against long term needs so that a more sustainable type of development may take place.

Firstly, I will be looking at the strength and direction of the perceptions of people in communities near Pretoria regarding the participation and consultation of government in development programmes, the inputs of government in community development and the degree of involvement and acceptance from the community. Secondly, the strength and direction of the feelings of people in communities near Pretoria regarding the levels of acceptance of government intervention, the degree of consultation before embarking upon any upliftment programme and the level of concern and empathy from government towards the community in terms of its political mandate. Thirdly, the strength and direction of the behaviour of people in Pretoria regarding the level of intervention from government, the realisation of expectations created by political figures and the way in which people's lives have changed as a result of such development programmes. Fourthly, the strength and direction of the perceptions, knowledge and behaviour towards other stakeholders in

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development of people in communities near Pretoria regarding acceptance of assistance from outside government structures as well as foreign organisations and the awareness of the existence of any interventions from foreign and non governmental bodies.

1.3 **Sub Problems**

Certain sub-problems need to be identified in terms of the needs and perceptions that communities have towards government. This has been done in order to operationalise the theme of this paper and to make it more clearly researchable.

The first one deals with *economic* factors. People have certain economic expectations and feel that government much provide for communities in terms of creating the right conditions for economic growth. The opportunities to create economies of scale must exist as well as the fact that these economies should be sustainable so that development in the area is sustainable too. The overriding factor as far as economic issues are concerned is money. Money is needed to survive and to fulfil certain needs and hence securing a consistent in flow of money is of importance.

Secondly, *empowerment* is an issue that is important to any development strategy. Development without empowerment is in all effects a futile exercise. People want to have the ability to influence their own decisions instead of having other people interfere in their decision-making. Adding to that, people want to have the financial power to provide for themselves and their families and above all else, to live comfortably by their own means and not have to rely on the assistance of others.

Thirdly, *involvement* is something that will be stressed very strongly throughout this study. Involvement is the cornerstone of co-operation between government and the communities at grass roots level. Involvement must occur between communities and government so that those individuals whose interests are at heart can be directly responsible for the success of any initiative from government. The opposite also applies whereby government must participate with the communities in the form of consulting with the community as to what the most crucial needs are and continually

keep the community informed as to what is happening with their community as far as any interventions are concerned.

Fourthly, the government has been seen as a ***development agency*** whereby the final outcome is one where people have the freedom to choose from a variety of services available such as schooling for their children, food and housing for the family and the like. Furthermore the government should ensure that any change is for the general good of the community and finally that people must be able to help themselves so that any type of development can be sustained and built upon.

The fifth and final sub-problem is that of ***political or social power***. Here the question is asked whether the votes given by the grass roots people to the politicians has been translated into any meaningful social power to the people themselves. In other words, what positive changes, if any have people felt as a result of the democratic process? Are people economically better off, do they sense more opportunities, are education and health services becoming more accessible and affordable? These questions are all key to the outcome of this study.

1.4 <u>**Research statements**</u>

The following research statements have been formulated in order to operationalise the previously mentioned sub-problems. The research statements entail the following:

Firstly, to determine whether the perceptions of the interventions by government are such that they may result in positive, economic benefits for the people at the grassroots. In this regard then, the study aims to see whether these government interventions to uplift poor communities result in economic growth, whether economies of scale are being created, if the development is sustainable over a long period and if money, which is very important, is flowing into the community.

Secondly, to determine whether peoples feelings and aspirations with regard to what they expect of government can result in greater empowerment for the community itself. In this way the study intends to see if people are able to develop the ability to

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influence their own decisions instead of having others influence decisions that affect them. Furthermore, it should be seen if these expectations can result in the power to provide for oneself, without relying on other and whether individuals can live independently.

Thirdly, this study wishes to examine the extent and level of involvement of government in upliftment programmes of communities as well as he involvement of people with government or any other organisation that attempts to uplift communities. This latter participation is naturally based upon trust in government's ability to act in the people's best interests. The study will thus aim to ascertain whether involvement takes place between government and people on the ground and to what extent that leads to real human development.

Fourthly, the status of government as a development agency will be examined. Government should in terms of real development theories and definitions give people real freedom from servitude, oppression and poverty. Furthermore, good opportunities need to be given to people to develop themselves and thereby people can clothe, educate, house and generally develop themselves for their improvement. This study therefore aims to see whether government as an agent of development has been able to deliver in terms of these criteria.

Fifthly, the question of social power is of importance. The question being asked is if the political power given to the ruling party by the people has been translated into economic and in more broader terms, social power to the people. The study thus needs to see if people have that social power to empower themselves, to keep themselves informed and to sustain their human development for as long as possible.

1.5 **Issues to consider with sub-problems**

An important distinction to make is between the different levels of government. People may have a perception, feeling or a behaviour towards one level of government which may be different to another level of government. For this reason a distinction must be made with regard to the different levels of government.

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Table 1: Landscape of possible perceptions

	Local	Regional	National
Knowledge	Negative	Neutral	Positive
Feelings	Negative	Positive	Positive
Behaviour	Negative	Neutral	Positive

The table above shows how the perceptions, feelings and behaviour towards different levels of government may differ. Should such drastic differences occur in the study, reasons for such variations will be looked into.

The possible findings of this paper may lead us to establish what exactly underprivileged people need and want and what contributes to their happiness. Furthermore, the expectations of people towards government can be established and a better bond between local and national government with their people in underprivileged communities can be forged. It is also imperative to determine the gap in perceptions between what is considered positive and what is negative. This can be done by looking at not only people's perceptions but their level of knowledge and their attitudes towards government as well. Furthermore, it will be of importance to notice what dynamic factors are at play in the political consciousness of the people in the communities concerned.

It is intended that the final findings of this paper will be disseminated amongst all interested parties in the development scene as well as to politically interested parties or individuals to whom the findings may be of interest in the light off this year's general elections and for the new government that will be formed following the abovementioned elections.

It is therefore important for people in these communities to have the appropriate information about political development in their communities, especially in as far as the governments ability to deliver the services that have been so sorely lacking for so many years. Information on why governments may or may not succeed are also necessary as well as the role of business in completing the dynamic relationship between the above mentioned social partners. The final product from the

community's viewpoint should always be the improvement or development of its people.

Todaro (1994: 670) describes development as, "the process of improving the quality of all human lives." He states that a distinction can be made between three aspects of development, namely:

- improving the standard of living of all people through the provision of food, housing, health services, schools, etc.
- establishing social, political and economic systems and institutions that promise human dignity and respect; and
- allowing people to choose from a variety of products and services.

In addition to the research questions mentioned above, further underlying research questions that we can add are what will determine the level of expectation of people. Will people in rural areas have more positive perceptions than urban ones as a result of lack of knowledge and information. To what extent are people's perceptions determined by their communal level of political consciousness and awareness?

Through my own experience in these communities, I feel that political awareness on the one hand and lack of opposition to the dominant political powers on the other have a big influence in people's perceptions not only to government but also to development of the community in general.

For the purpose of this study, no particular hypothesis will be stated as the research is exploratory in nature. The research is qualitative in nature and is based on the assumption that there is a relationship between attitudes towards government involvement in communities and the levels of political consciousness amongst the majority of the people and this in turn leads to people questioning the ability of government as well as the nature of its work in their area.

1.6 <u>Outline Of The Study</u>

The study comprises of the following sections:

- Introduction to this study (Chapter 1)

In this chapter the fundamentals of this study will be introduced which will include the background to the study, the problem statement as well the sub problems and research statements. The objective is to give the reader an idea what the rest of the study will be addressing.

- Theoretical orientation to issues addressed in this study (Chapter 2)

This chapter deals with a review of literature related to the study so that the reader has a theoretical background to the study.

- Discussion of the research methodology used in the study (Chapter 3)

This chapter outlines the methods used in the collection, analysis and interpretation of the data as well as explaining any theoretical considerations in terms of the methodology.

- An indication of the findings (Chapter 4)

A brief explanation of the findings of the study will be given here wherein all the relevant outcomes of the study will be given. This will serve as a basis for discussion in the following chapter.

- A discussion of the findings (Chapter 5)

In this chapter a discussion on the findings exposed in the previous chapter will be held. This discussion will try to put together the data with the research problems and the theoretical background.

- Overview and recommendations (Chapter 6)

This final chapter will put all the findings and thoughts of the study together and wrap up with some recommendations and personal comments regarding the study.

CHAPTER 2 LITERATURE REVIEW

2.1 Introduction

The purpose of this chapter is to give the reader an overview to the subject matter being discussed by referring to various writers who have contributed to the subject matter being discussed. A brief introduction to the issues of development and government policies will be given and then a few highlighted issues will be discussed in more detail.

It is a normal characteristic of nations around the world to strive for improvement in standards of living or of development in general. While past writers have looked at development as merely an economic phenomenon it is far more than that. Development must be seen as a multi-dimensional process involving the re-organisation and re-orientation of entire economic and social systems. Although development is usually referred to in a national context, its success depends to a degree on the international economic and social systems. (Todaro 1992: 98)

Development thought has progressed over the years until a more holistic school of thought had developed as explained in Chapter 1. The first school of thought was the stages of economic growth theory from the 1950's and 1960's. This theory focused on successive stages of development that had to be followed in order for economic growth to occur. It was seen as a necessary step that all third world countries had to go through just as current first world countries did. Hence, development meant the same as economic growth by means of savings and investments.

The next school of thought was the interdependence theories from the 1960's and 1970's. This approach saw underdevelopment in terms of international and domestic power relationships, institutional and structural economic rigidities and the resulting dual economies and dual societies where one finds a few economically well off people living along side people living in deep poverty. The structural constraints emphasised here include gross inequalities in land ownership, very unequal and imbalanced international trade relationships and control of important economic activities by a small group of local and global power elites. Policies should be

implemented to eradicate poverty and create job creation opportunities. These objectives can be achieved by increased economic growth, although, economic growth is not given the importance that it has in the linear stages model.

Finally during the 1980's and 1990's many western economists argued that more free markets and less state intervention is necessary is needed to simulate more competition and create more growth and development.

2.2 **Fundamentals of Development**

2.2.1 **Meaning of Development**

In economic terms development has traditionally been thought of as the capacity of a national economy which has been rather static to generate and more importantly, sustain an annual increase in its Gross National Product (GNP) at a rate of 5-7% p.a. These economic related measures go along with social factors such as literacy levels, schooling, health conditions and housing. However development in the wider picture was seen as an economic phenomenon whereby GNP growth gain would trickle down to the masses in form of jobs and other economic empowering opportunities or create conditions for the wider spreading of wealth and other social benefits of wealth. Associated problems such as income distribution, unemployment and poverty where of secondary importance to getting the growth job done (Todaro 1992: 99).

Nevertheless, many third world countries did reach United Nations (UN) growth targets but the standard of life of people did not change. As a result there had to be something wrong with the approach towards development. There was an opinion that growth should not be the all important factor but that issues such as poverty, income distribution and unemployment should be tackled head on. A common slogan at the time was "Redistribution through growth". It would be senseless to say a country has developed when the poverty, inequality and unemployment has deteriorated or stayed the same even if growth rates have doubled. Underdevelopment is therefore not only an economically defined phenomenon but a social one too. It can be said to be a state of deprivation made even worse when other societies overcome poverty and the technical and structural means for overcoming poverty do exist. It can therefore be

seen as a multi-dimensional process involving changes to structures, institutions as well as the previously mentioned factors of economic growth, poverty eradication and inequality reduction. Any development policy must therefore represent an effort to move away from what is perceived as undesirable to a state of being which is regarded as being materially and spiritually better (Todaro 1992:100).

2.2.2 **Core Values of Development**

One often hears of people striving for a better and more humane life, but what does this "better" constitute. Though the answer to this is something that is continually changing from generation to generation. However three basic components stand out as a conceptual basis and guideline for the deeper meaning of what development is. These are life sustenance, self-esteem, and freedom from servitude which represent goals sought by individuals in all societies. By life sustenance, we refer the ability to provide basic and human needs. These include things such as housing, education, sanitation, food and security to name a few. If one or more of these is absent or in short supply then we can say that a condition of absolute underdevelopment exists. Because people depend on the above services in order to improve their lives economic development and delivery of services go hand in hand and the one is dependent on the other. Eventually rising per capita incomes, elimination of poverty, employment opportunities and lessening of income inequalities can be tackled as important facets of development but not as the only conditions for development.

Self esteem deals with what it means to be a person. In this regard a person must have a sense of worth and self respect and as not being someone who can be used for other peoples' needs. With the expanding influence of the western world many cultures in the 3rd world find their sense of worth suffers from cultural confusion as a result of new technologies and economic systems from more developed countries. The reason for this is that any commodity associated with the western world takes on higher importance and high values and self esteem are thus conferred to countries that have economic wealth and technological power.

Freedom from servitude refers to the ability to choose. In this regard freedom refers to freedom from alienating material conditions of life and freedom of servitude to

nature, ignorance, other people, misery, institutions and dogmatic beliefs. Development assists these freedoms because economic growth does not only lead to more happiness but to more choices. With more money man can take control of his food supply but also of what he does in his leisure time and what material objects he wishes to obtain (Todaro 1992: 100-102).

2.2.3 **Objectives of development**

Development is, as has been described, a question of reality and of what is desired in one's mind through a combination of social, economic and institutional processes that secure a better life for its people. However as we approach this question of development, there are some objectives which must be borne in mind.

Firstly, to increase and widen the availability and distribution of essential needs and life sustaining goods to all members of society.

Secondly, to raise the levels of living not only through income but also through jobs, education and added attention to cultural and humanistic values. These not only add to improved living standards but also to greater individual and national self-esteem.

Thirdly, to expand the range of economic and social choice to individuals and nations by liberating them from servitude and dependency not only from other people and nations but from the ignorance of human misery (Todaro, 1992:102).

If we look at the three objectives described above and we ask ourselves as to whether they have been met then we can ascertain as to whether a country is developed or not. If all three have been met then we can surely say development has taken place. However, if only the first has taken place, in other words, only economic development has occurred then we can say that a country is economically developed. It would be proper to call the rich nations of the west economically developed then, one would however have to reserve judgement as to whether those countries have developed in a more thorough going social, political and cultural sense. After all, if a country has attained more life sustaining essential needs and services but the people

have a lower sense of self-esteem, dignity and respect and have had their freedom of choice restrained then it would be misleading to call the outcome, development.

2.3. **Knowledge in development**

Knowledge is a key aspect of development. Everything we do requires knowledge. Converting facts that we have learnt through experience or through education into fulfilling our basic needs takes knowledge. To improve health, education, housing or even the environment we have to use the resources at our disposal to get the maximum return and to do that needs knowledge and know how. The need for developing countries to increase their capacity to use knowledge can not be overstated. They need to gain more knowledge and gain it at a faster rate by investing in education, and taking advantage of new technologies for the advantage of the welfare of their people.

Three things have to be taken into account when trying to understand the relationship between knowledge and development. Firstly, the world economy is becoming more and more globalised and individual countries can no more influence the flow of international economy. Secondly, the proportion of high-technology industries has and is growing especially in the OECD countries. Therefore technical knowledge is imperative. Thirdly, information technologies are advancing at such an accelerated rate that it gives the opportunity for knowledge to be disseminated (World Bank 1999: 16-24).

It is common knowledge that education is the cornerstone of any country's efforts to succeed or not. It is also the key to receiving, disseminating and absorbing knowledge. Basic education helps us to learn and interpret information but higher and technical education prepares us for the labour force which sets in motion the forces necessary to improve the economy and people's lives. Education also has benefits such as that when a mother has access to better health care and nutrition as a result of the knowledge she has acquired. Farmers are able to implement new technologies so as to maximize their inputs. However, educational gains have been unequally spread and quality is often deficient to the degree that basic skills such as literacy, numeracy and analytical thinking skills are lacking in order to compete in

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competitive labour markets. Government is usually the main entity responsible for the provision of education and only through public action will the equitable distribution of education and its benefits be ensured.

Schooling can ensure agricultural innovation in the sense that farmers knowledgeable with latest technology are able to implement it for their benefit. It also allows us to relocate our resources in response to market or other fluctuations. People lacking this knowledge will find it more difficult to survive such a fluctuation. Schooling also allows us to use new technology in the home and evidence of this is the impact of education on a mother whereby infant mortality decreases and nutritional status rises with educated mothers. Education policy can assist failures in the market by empowering the users and suppliers of education, making available information about education so that informed decisions can be made, helping people pay for tertiary education so as increase the amount of knowledge in the market place and by continually updating curricula and technologies (World Bank 1999: 40-54).

When applying or spreading this knowledge in order to assist less developed communities it is important to bear in mind that listening to the impoverished is most important since the poor know best what the priorities for poor people are and often possess some information that outside bodies aren't aware of. This allows the poor to have a voice and for them to gain the trust, which is very important, of whoever is trying to help them.

Another way of helping the poor by the spread of information is by improving access to financial assistance and insurance. It is meaningless to disseminate the knowledge of new technology when poorer farmers don't have the capital or other necessary resources in order to implement them. Knowledge about these farmers circumstances is also limited so that lenders do not have the confidence to lend to them. This situation lends to poor farmers being stuck in a cycle of unending poverty whereby low risk and low return activities are undertaken. This cycle can be broken by innovative ideas which come from listening to the poor and adapting institutions accordingly. Such innovative ideas will not end poverty or enhance growth but they can be the beginning of an anti-poverty strategy (World Bank 1999: 117-128).

It is has been determined from the above that knowledge is essential for development and that it is there for the common good. Every experience in the development of countries adds to this source of knowledge, as to what strategies work and which ones do not. International organisations, donors and the development community are getting to realise that the need for such knowledge to be collated and kept in an orderly fashion is very important. These bodies can also fulfil the role then of determining what literature is relevant towards a certain community or case. Most knowledge is not necessarily the work of research from international organisations but from actions taken in underdeveloped countries. This concept of one country learning from another can have a very powerful effect, especially at regional level. If, for example, a poverty relief scheme or a skill training project has had successful results in Botswana then people in Zimbabwe or South Africa may be more than willing to try it out. Managing this knowledge has become imperative. It is a well known fact that knowledge is necessary to develop but what about sharing this knowledge? Spreading knowledge is difficult because we do not know what is important and what is not. Many companies are currently dedicating their efforts to this very thing. Whether we label them knowledge management, intellectual asset management or even intellectual capital management they do the same thing and have to bear in mind the importance of their job. Who to share with , what to share, how to share and even the decision to share knowledge are things that these consultants must bear in mind.

Since no one country can manage all this mass of knowledge it is really up to the international development community to help in collecting, distributing and managing this knowledge. Furthermore they can look at alternative methods of development and try them out in different conditions and settings. This will without doubt require the development agency to strike a partnership with the local communities. With the onset of the plummeting costs in information technology and the popularity of the World Wide Web these agencies are opening up their services to people all over the world. This will lead not only to a one way transfer of knowledge but also to two-way transfer once developing countries have their own knowledge management structures in place (World Bank, 1999: 130-143).

As far as government is concerned it is accepted that government should do what the private sector ca not do or is likely to do badly. This refers to in particular the distribution of such benefits of knowledge attained. Government can assist in three ways. Firstly, by narrowing the gaps in know-how that separate the developed nations from the developing ones. This can lead to economic growth and general improvement in the quality of life. Secondly, by dealing with information problems such as those mentioned earlier, for e.g. banks lack of knowledge of creditworthiness of a client and knowledge of goods by a consumer. Thirdly, governments can implement policies to narrow the two above mentioned problems. Such policies may include the following strategies. Gain new knowledge locally by working with foreign investors and stimulate local innovation amongst entrepreneurs and the academic community and perhaps attract back people who have studies or worked abroad. Openness to trade is imperative as this will sustain economic growth over a protracted period of time. Countries with more open trade policies are more likely to attract more outward oriented foreign investment as well as new technologies. Countries in the far East have befitted from that, however, sub-Saharan African countries can only account for 1% of this type of investment. Governments can encourage new research at home instead of relying for it from abroad through research and development at all sectors of society. Regarding the use of knowledge and education government could decentralise education to empower those with knowledge about educational needs, focusing resources to the most needy, give support to higher education and look at way of broadening access to education. When talking about spreading knowledge, information communication is important and government can assist in putting structures in place for competitive but regulated service providers for communication as well as taking communication services to outlying areas.

International organisations, public institutions and government have a duty to provide the public with information of their achievements and for this reason it is important that transparency and openness is assured so as to limit the possibility of corruption and incompetence. Ways of ensuring this is by involving the local communities in monitoring groups as well as enhancing competition. Another issue, is the way that government communicates with its people. An effort must be made to give poor people a voice and this includes an informal type of education for both

sides. Government must be seen to have a real concern for the welfare of poor people. By this, what is meant, is that an official of the local government must confer and make contact with representatives in the community in order to ascertain their needs. In this way not only do poor peoples interests get attended to but government and other institutions for that matter, get to learn about how poor people live and what means for survival they employ. At the end of the day, government must be able to offer usable solutions and alternatives to these people. In concluding this section on knowledge, it was often regarded that markets alone were sufficient to promote development. However, information constraints and lack of knowledge would hamper any such development. Policies therefore have to be implemented to account for this. In time when we look back at who has developed most successfully it will be seen that those with most knowledge and ability to share this information most efficiently will be the most developed (World Bank 1999: 144-156).

2.4 Role of the State in Development

Since the end of the Second World War, the limits and benefits of development by the government have been clear to all. Whereas vast improvements have been evident in health and education as well as in the reduction of inequalities there have also been examples of failure. Even so, those that have done a good job are feared not to be able to adapt to the changing globalised economic scenario. Four events have placed question marks next to the role of the state. Firstly, the collapse of command and control economies in the former Soviet Union and Central and Eastern Europe. Secondly, the fiscal crisis in welfare states in Western Europe and other industrialised countries. Thirdly, the role of the state in the so-called "miracle" economies of East Asia. Fourthly, the collapse of various governments and the surge of humanitarian emergencies around the world.

The reason for discussing the state's role in development is plainly that a good state is vital for the provision of goods and services. Without a good state any form of sustainable development is not possible. Though the same may have been said fifty years ago it was then meant to be understood that development had to be state provided whereas today the state is seen as a facilitator. The state has various functions which it has to firstly take care of before thinking of how to assist in

development of any type. The state must establish a foundation of law and order to maintain order in the country. Secondly, it must maintain a stable policy environment which would include a macro economic environment. Thirdly, it must invest in basic social services and provision of infrastructure and finally it must protect the vulnerable as well as the environment. Something that effects South Africa very much is high levels of crime and personal violence. This along with an unpredictable judiciary lead to mass lawlessness. Weak state institutions also lend to making the investment climate unfavourable by their inconsistent behaviour. These factors and many others squander the state's credibility and hurts market development.

Governments can improve the capability and effectiveness by creating more competition in delivery of services and other functions by contracting out such tasks to institutions from outside the government. Sound business practices have transformed many corrupt and bankrupt East Asian governments into well-oiled machines. The massive task of delivering services has resulted in a large administrative setup being necessary which tends to impede actual delivery from government. For this reason many NGO's and other extra-governmental organisations provide this delivery of service.

Governments can work better when they listen and work closer with the people they are serving. It is in co-operation between the state, business and the people (social partners) that effective policy can be implemented. When governments don't listen to the people it is usually the poor and minorities that are brushed aside since they are unable to make their voices heard in the corridors of power. The voice of people is something that is distributed as unequally as income tends to be. It is imperative that all sectors of society be given a chance to contribute to the decision making process. For all this to accrue, clearer information must be made available to the public and government must be seen to be transparent in order for people to trust and support this government. Naturally, the most popular and widespread form of popular participation is the ballot box and in this day and age many more countries are assuming the democratic form of government, especially in Africa and Asia. However, making a cross every four or five years does not guarantee state responsiveness. Getting organisations to represent people on decision making forums is a starting point for poor people's voices to be heard.

Decentralisation in this regard is a current buzz word. It can improve the quality of governments as well as the representation of business and local organisations' interests. However there are three major obstacles that any decentralisation process should bare in mind. Firstly, the gaps between regions can widen and especially in South Africa where certain provinces need more centralist intervention than others, whereas the provinces with higher levels of development are able to pursue a decentralised path. Secondly, macroeconomic instability can occur as a result of when the central state has to bail out regional governments when fiscal indiscipline occurs in these regions. Thirdly, there is always a danger that local governments may fall under the influence of powerful interest groups which may lead to abuse of resources as well as the coercive power of the state.

Building a more responsive state is something that is easier said than done though. However, openness, transparency and a positive perception of representativity enhance incentives for participation in public affairs and lessen the distance between government officials and the citizenry whom it serves. Four main ways of achieving this can be considered by policy makers. Firstly, ensure broad based public discussions of policy direction and priorities. Secondly, encourage direct participation by users of services, the planning, implementation and monitoring of such services. Thirdly, where and when decentralization is considered it should be carefully implemented in a stage or sectoral approach in priority areas. Fourthly, at local levels, emphasis should be placed at horizontal co-operation whereby the government improves relations with communities. In the same breath, bringing government closer to the people and making it more open and transparent may result in, as has been mentioned, powerful interest groups influencing the state but also in alienating others from it in the process. Equally so, lack of incentives to promote accountability and transparency may result in this culture being spread from central government to the provincial and local governments (World Bank 1997: 1-15).

Reform is something that may take time because of the unique and complex nature of each individual case. However people living with ineffective states have for a long time suffered the consequence of postponed growth and development. A more critical cost however, is the possibility of social and political unrest and even the disintegration of the state as a result of the lack of growth and development. This

may result in a preventative course of action but what must be borne in mind here is that there are no shortcuts from the abovementioned predicament. Even the smallest improvements in the capabilities of the state can make a difference to the quality of people's lives because these reforms tend to produce their own virtuous circles. Similarly, the opposite can also be found in that vicious cycles of poverty and low levels of growth and development occur in countries where the ineffectiveness of the state is rife. These cycles lead to unrest, crime, corruption and instability, all of which do not lead to the states ability to support development. (World Bank 1997: 15)

It is a wonder that after fifty years of development effort, enormous disparities exist in the quality of people's lives. As a matter of fact, the gap between rich and poor has widened. Reasons for this anomaly has changed over the years. Initially, it was thought that access to natural resources such as land and minerals was what set developed countries aside from less developed ones. For this reason the process of colonisation took place. Eventually, the thinking changed and physical capital, such as machines and equipment was considered more important. After the industrial revolution the term "industrialised" became synonymous with developed. However economists realised that machines could not make a nation developed on its own but that people with knowledge about these machines and technology were responsible. They could however not explain why some country's technology developed faster than that of others. Studies have been undertaken regarding the accumulation of not only physical but human capital. Since the 1980's explanations have been sought as to why some countries accelerate in this area faster than others. This led the question the quality of a country's institutions. What institutional arrangements allow markets best to flourish? What role does the state play as a direct agent and as a shaper of the institutional context in which markets function? How do policies and institutions interact in development. The answers to these questions and many others reveal to us the reasons for the differences in development outcomes. This can also explain why for example economic activity has revived far quicker in some East European countries than in others following the fall of the communist states. It can also explain why Africa and Latin America have yet to see an improvement in the quality of life. The state has plenty to do, as to whether countries adopt the institutional

arrangements necessary for markets to flourish since the state sets the rules and also shapes the environment for economic activity through its various economic policies.

The quality of institutions will hence be discussed as a means of bringing them into the mainstream of development thought. This notion is supported by three findings. Firstly, that policies and institutional capabilities do matter with regard to economic growth and other developmental indicators. Secondly, institutional capability has a major effect on growth and development and thirdly, that institutional capability not only sets the tone for the business environment but also for the setting for a country's development.

The state does not only set the rules for the economic game but it also engages in investments, purchases goods and negotiates contracts. All these activities have a significant effect on economic activity and outcomes. If the state performs badly, economic stagnation can occur to the extent that economic and social disintegration may occur. Examples of improvement of quality of life are many. One can refer to the water and sanitation system of ancient Rome or any of the various vaccination programmes to prevent disease. The state can thus assist development by providing an adequate micro and macroeconomic policy which sets the right incentives for economic activity. It can help by providing the institutional infrastructure such as property rights, peace, law and order and laws that encourage long term investments. Finally it can provide basic services such as education, health as well as the physical infrastructure for economic life and for protecting the environment. On the other hand, the state could set legislation which can paralyse an economy by over valuing the currency or penalising farmers by taxing them instead of encouraging them. Many third world governments also have large bureaucracies which encourage bribery and corruption. The biggest danger the state can induce is by changing the rules regularly since this gives an indication of uncertainty and a low level of trust and confidence in the country's economy.

By looking closer to institutions we can see that development is a lot more than choosing between the markets and the state. As the literature above shows, the two are very closely linked. The markets allow the economy to grow but it can not grow without a proper institutional backing. Any reform must bare this in mind in

developing countries. Weak governments fuel uncertainty and keep markets weak and underdeveloped. Countries with a weak institutional set up risk postponing economic growth and development which will lead to dissatisfaction at the ballot boxes and beyond, which will undermine the economy even more. In essence the state ability to deliver collective goods effectively is central to providing a viable institutional framework for development (World Bank, 1997: 29-39).

The reason why governments engage in development is to improve the levels of living of the people, but it is these very people that by nature are different. They are different in the amount of power they have and the resources available to different individuals. The state however has to represent to the interests of all its people in an effective manner. It is a known thing, that needs and desires of the wealthy class are represented in the official policies of the day and that the poor and other marginalised groups struggle to get their voices heard in the corridors of power. Very often therefore it is these marginalised groups whose needs are often not met in official policy and service delivery when they should be the ones to benefit most. A state that ignores a large proportion of its population is an ineffective state. Even if it has the best strategies to combat its problems, it is unlikely to succeed if it distances itself from its citizens. What is being recommended here is that government must be brought closer to the people by allowing them to participate in decision making either on an individual basis or by having organisations from civil society represent them. By keeping the public informed and responding to the citizens the state is opening itself to a greater level of transparency. However, it is important to bare in mind that in the same light, by bringing the government closer to some, one may be distancing the government from others. Some authorities may reach out to civil society who represent people's interest but it must be very careful of what people's interests these sectors of civil society represent and more importantly what part thereof they don't represent. As mentioned earlier, decentralisation in this regard is a very key word and properly implemented can do exactly what is needed to bring the state closer to the people, but it has certain loopholes which must be guarded against. Central government can lose control of the macro-economy. Local governments can be influenced by powerful interest groups where abuse of power and weakened accountability are the consequences. The only solution is that any government

approach to the people must be part of an effort to improve the state capabilities. (World Bank, 1997:110)

There are three major ways in which increased participation and opportunity to express one's voice can improve the state's capability. Firstly, when the people are able to voice their concerns and opinions in a formal or informal way within the limits of the law, then the state gains a degree of credibility in the way it governs. States can then be more flexible in the setting up of policy and can involve citizens into the process far easier. This obviously does not confine the above to western style democracies because even in Far East countries the values of trust in public institutions, effective ground level debate and respect of rule of law result in effective state intervention. Secondly, where services have gone wrong or are simply not available, popular participation can bring that to the attention of the authorities concerned. Thirdly, no state authority, albeit a very dedicated and enthusiastic one can anticipate all the needs that have to be met. For this reason the work of private organisations and NGO's must be valued. They should not be seen as being in competition to government but rather as partners to government in the delivery of services. The other advantage is that they are able to represent the people's voice in order to exert pressure on government in order to accelerate delivery. There is nevertheless no formula or solution to the way in which these issues should be addressed. Everything depends on how capable state institutions are and how willing the citizenry is to involve itself with the process of delivery. Getting people to participate is however no easy task, but it has been found that where those people who participate are also the beneficiaries and the ones who pay for any services, the quality and effectiveness of public action is improved. States that are capable are usually those that strengthen and increase the efficiency of local organisations rather than replace them when it is evident that they are not fulfilling their role successfully enough. Government can also assist indirectly by exerting influence on the enabling environment. The rule of law and the safety of people is imperative to any development strategy. It contributes to a healthy and vibrant civil society. Government can help by ensuring people have a secure right to information, to organize and to own assets. Some countries actually encourage assistance from NGO's to help in the delivery process. A credible legal setup enables NGO's to work in a transparent and incorruptible way. Without it, many illegal activities could be

committed by certain groups which would taint the image and the efforts of NGO's. (World Bank, 1997: 111-120)

It is therefore evident that improving the capabilities of the state has a lot to do with opening itself up to transparency, encouraging participation in public affairs and wherever appropriate, extend a hand or take the government closer to the communities and the people it is meant to serve. This will take time in any situation and care must be taken with regard to the pitfalls. Opening government to a broader array of interests will not improve effectiveness if in the process they exclude other groups, especially minority groups. There are however some starting points which have come to the fore. Firstly, broad based public discussion should be encouraged. This means the making available of necessary information and the formation of deliberation councils and citizen committees in order to represent the views of the people on the ground. Secondly, participation of users and beneficiaries of services should be encouraged in the design, implementation and supervision of development programmes. This will enhance and promote the openness, efficiency and capacity of local organisations. Thirdly, where decentralisation is considered a viable option, states should consider a sectoral approach beginning in priority areas such as health and education. Monitoring systems should also be designed to en sure that intergovernmental rules are adhered to in order to prevent abuse of power at local or regional level. At local level, the state must try and promote openness and competition in the service delivery industry. If governments are unaccountable to the public and to the central government then correcting this will be a first step to achieving better state capability.

Dangers or risks do exist. Increased opportunities for expression of the people's voice places more pressure and demands on government. Finally, if no rules are set for the ethical behaviour and performance related monitoring of local governments and no incentives are present for being accountable then the crisis that afflicts many central governments will be spread to local governments too. Communication with regard to how the government intends to reform itself to the people as well as the business community is of vital importance. This will not only allow the government to be seen as open but the government itself will have a better idea of where it is going (World Bank, 1997:128-130).

2.5 <u>Problems with development and how the paradigm shift influences development.</u>

In the past the modernisation paradigm has been the dominant school of thought. Modernisation sums up development according to four basic phenomena. Firstly, capital investment which would lead to increases in productivity; secondly, the application of knowledge towards technology and delivery of services; thirdly, the emergence of nation states which would lead to the establishment of large scale political and economic organisations and finally, urbanisation.

This modernisation approach has failed in that it has not been inclusive. The occupationally, ethnically or geographically marginalised have remained so. Women have been excluded from the economic pie or have been absorbed into the household which was meant to work on altruistic principles. The intangibles of development such as autonomy, freedom, dignity and peace which were discussed at the beginning of this chapter, had been omitted. The two major developments in the 1980's and 1990's which will be discussed are the imposition of structural adjustment programmes (SAP's) and the moves towards trade liberalisation.

2.5.1 <u>Structural Adjustment</u>

SAP's have briefly, tried to stabilise inflationary economies with deflationary measures. These measures include devaluation of the currency, reducing public expenditure, shifting the balance between private and public sector to the private sector and increasing exports and reducing imports. At the end of the day, SAP's do not deliver much in terms of services and much of its benefit is enjoyed by the urban population. The debate rages on as to how much SAP's actually do. Their results in general are very disappointing since they do not create any growth nor do they deal with poverty. The only positive aspect of it is the promotion of export goods and reduction of trade deficits. It is also agreed by many economic experts that SAP's can't transform Africa's gloomy economic predicament (Stewart in Shepherd, 1998:4). Furthermore, SAP's have been criticised in that they harm the interests of the rural and urban poor as well as women in particular. The degree to which SAP's

failures can be elucidated is the fact that rural life is pretty much untouched by SAP's. What proponents of these programmes do not bear in mind, is that there are many aspects of human development not related to economic growth which are crucially important to poverty. An example of this lies in the field of health and nutrition, whereby SAP's policy of increasing export crops would benefit men mostly and would therefore take away economic control from the women who have to spend money on health, nutrition and education for their children.

SAP's have only one principal aim in mind and that is the removal of mostly macro economic obstacles to further economic growth. Perhaps the approach is too economically theoretical and not very practical in terms of how people on the ground experience change. SAP's can be said to be growth obsessed instead of looking at the quality of growth. Even though it is clearly contrary to the principles of the new paradigm discussed briefly earlier on, there is room for positive change within a SAP framework and within the parameters of the new paradigm. This new paradigm is not anti growth as such. It focuses on the quality of growth not only on a distributional level but also on an environmental level. Another point of focus is as to who directs the process of growth and development as it is considered very important to involve the rural poor in these processes. A SAP on the other hand, would rather let a private enterprise be the answer to an overdeveloped state.

What I am trying to propose in this paper is that a balanced intervention be established whereby state and private sector put their heads together for the benefit of those most in need. Privatisation is something that has been touted as a possible way of improving service delivery. It is important however, that the feelings and concerns of the recipients and those most in need be taken into account. Many rural poor see limited benefits in the process of privatisation. The economic benefits of developing an electrification project for example, would be more beneficial in non-rural areas. What must be done is that the necessary institutions at local level be developed, including infrastructure, services and governance. Civil society plays an important role here in standing up as the voice of the poor without which big business would be able to bulldoze over local interests as they please. The state should therefore play a protective role and promote organisations of civil society. (Shepherd, 1998: 3-8)

The globalisation of the world economic scene has meant that products must be made more competitive in terms of quality and pricing. The new deal struck in the GATT Uruguay round of international trade negotiations has benefited agricultural products, especially those coming from developing countries. In any country, gaining income from exports is far more desirable than having to spend capital on imports. For this reason, countries willing to diversify their exports away from the traditional or usual ones will have a better chance of competing internationally.

2.5.2 **The paradigm shift**

The new paradigm in development practice, especially rural development shows a shift from an industrial approach to a technological development approach which will be organic or holistic in its approach. Sustainable development will replace profit as a major objective. It will also change from being a process driven by exclusive decision makers to a participatory and inclusive approach. Another major shift will be in the line of resources whereby the shift will occur from resources controlled by big business to those managed by local authorities.

As far as agriculture goes, the new paradigm celebrates indigenous knowledge as well as agricultural science but also respects farmers' points of view and perceptions. This is important especially when taking into account that many farmers are women and that their perceptions may be very different. It looks not to rely on outside help where possible, it looks for ways conserving energy in farming systems, it is aware of the environment and incorporates conservation in its production mechanisms. In poor countries, this type of sustainable agriculture is an economic as well as environmental necessity. One can not afford the sophisticated technologies where waste and luxurious excess accounts for much of your production costs if your capital resources are limited. A poor farmer will want environmentally friendly technologies which do not cost too much and whereby their returns will be high (Shepherd, 1998:11-12).

A second area where the paradigm shift has an impact is in institutional development. The "old" paradigm did not even take this into account since they were trying to rush the establishment of modern institutions found in more developed

countries such as co-operatives and legal frameworks. What is being proposed in terms of the new paradigm is a policy of subsidiarity. This entails leaving decisions up to the smallest group possible where co-operation is not required, but only used where necessary and even then being very flexible about the form it will take. There is still a high level of naivety in Africa and amongst NGO personnel regarding idealised levels at which community participation can occur and the incentives which are offered in lieu of that.

Finally, the very important step of including women in development strategies is evident in this shift. Previously women were ignored and their input was lost out. The new paradigm tries to include them by means of women's groups and other groups organised by women. Once women are included into the process and power relationships are determined between men and women it is then easier to try and include other marginalised groups. This inclusion of women puts to rest some economic theories of the old paradigm such as the altruistic household theory which targets developmental strategies at the male head of the household. Another way is in the notion of poverty whereby men and women tend to experience poverty differently and at different levels. A further advancement is that this gender perspective introduces the notion of human rights into the developmental equation. Human Rights abuses can't be tolerated anymore in the name of development and it is also an education in this subject matter for the people who have been hit hardest by such abuses (Shepherd, 1998: 13-15).

At an institutional level, there is also a shift in the professionals involved in rural development from economists and planners to social scientists and management specialists. However, the biggest institutional change is that people are closer to the decision-making processes in the development process. The World Bank, who has been at the forefront of development strategies in many third world countries is now making an effort to involve NGO's in these programmes so that they can promote popular participation more successfully than what government are able to do.

Where does this new paradigm however fit in regarding development theories? The new paradigm is clearly distanced from the universalistic theories which prefer universalistic solutions. They result in state run development strategies and services

with equal treatment for different people. On the other hand, the new paradigm lies with the substantive tradition of the social sciences. This tradition is more in favour of experience of development and variety of strategies as well as the need to search for appropriate and relevant solutions to specific scenarios. Its theoretical perspective is not global in the sense that it has applications for any possible scenario but relies more on meta-theories applicable in certain situations. Its theoretical perspective can be said to lie upon three principles, namely territorialism, cultural pluralism and ecological sustainability. Territorialism refers to the fact that the development strategy we are working with deals with a particular space and with a particular community occupying that space. The aim is to try and improve the conditions of this community and not to try and improve GNP or any other economic indicator.

Cultural pluralism refers to the fact that various ethnic or cultural groups may co-exist in a particular community with different values systems which gives rise to the concept of ethnodevelopment. This concept reinforces separate ethnic identity rather than incorporating it into one national identity. Whereas the concept of national identity is desirable, perhaps for the purposes of development, the maintainment of one's own identity may be a favourable thing. Thereafter self determination may be the next step in allowing communities or ethnic groups to take control of certain affairs up to a certain degree. Ecological sustainability refers to development patterns which are sustainable in certain places. Success in a certain strategy can therefore only be measured by its impact in that community and not according to certain prescribed economic and developmental targets.

In summing up this debate on the new paradigm it can be said that this new paradigm is challenging the old one on an approach based on values of justice as well as environmental and institutional capability. This new paradigm is not inconsistent with macro-economic policies of structural adjustment and trade liberalisation but extends their ideas to try and accommodate poorer producers as well as institutional development beyond the private sector. States in the past have not been very supportive of poor rural communities and in many cases have not aided their predicament. However, the state is there to fulfil a role which if done properly can see the state giving the rural poor the protection which they need. The state must also promote and regulate the market because the market can be just as exploitative. The

market should flourish but at the same time serve the people whom it is benefiting from. Hence, institutional and physical development in the ground are equally important to development and equal in terms of priorities for the state. Once this is done inclusive participation is necessary between community organisations and urban-based business and other structures which are able to supply capital assistance. If this occurs then any growth that occurs will be high quality growth which would only lead to the credibility of the state (Shepherd, 1998: 16-20).

2.6 Sociological Approach to Sustainable Development

It is a common point of view that if the economic side of a problem can be fixed that everything else will fall into place. This view is needless to say very one sided. The social components of a sustainable development plan are just as important as the economic or environmental side of such a plan. The need to "put people first" is therefore a very feasible and important point of view. This is because it puts the social actors in a position of priority as well as the social institutions necessary for sustainable development. The social construction of sustainability must be done socially, economically and environmentally – simultaneously.

A sociological approach contributes to sustainable development by firstly helping to explain social actions in terms of the complex relations between people, institutional arrangements as well as factors which affect their behaviour such as culture and values. Secondly, it allows for coordinated social action to take place, for associations to be moulded, alternative social arrangements to be initiated and for social capital to be developed (Cernea, M.M, 1994: 7).

It is important from the sociological point of view to determine which social building blocks are most important for a sustainable development programme. When and if these building blocks are identified they should be used and implemented. If they are ignored this can lead the wrecking of expensive programmes and curtailing of any hopes of sustainability. A look back at various World Bank projects showed that those projects that were not sustainable were so because of the neglect of sociological factors and those that were sustainable and successful were deemed because purposive institutional building. The goal in this endeavour should always

be to build on or improve the institutional setup. One of the burning questions related to what role the resource users should play in resource and environment management.

There are those who are against users being entrusted with management fearing abuse and then there are those who favour the state taking control of management. It is however found that this latter strategy is met with more failure than success. The best solution is usually found in a balance whereby users make use of institutions by interacting with them as a group whereby cultural diversity is turned to its advantage to allow the group to be cohesive so as to manage, perform and enforce decisions in terms of any development programme along sustainable lines. (Cernea M.M,1994: 8)

With regard to technology, it can not be used to its full potential unless it is part of a greater social organisation. Therefore enhancing these social structures in an intense manner and involving the users of any such new technology is no small achievement. If all the above advantages of social organisational infrastructure can be seen to be evident then it is clear that the building up of these structures is an effective way to enhance the endurance and impact of development gains.

Creating new organisations is equivalent to creating social capital. Organisation accumulate and incorporate human experience and knowledge which falls under social capital. Such social capital is vital and indispensable for any such sustainable development programme. We can thus look at this approach and deduce that promoting group formation and creating organisations is not an easy feat to accomplish, but are key for putting people first, as was said at the beginning of this section, and for designing strategies for improvement or development around people who need that assistance most. The returns from this enhanced social organisation infrastructure are sustainable welfare and sustainability in development programmes as well as better environmental management which will lead to real people-centred development which will still be evident and which will bare further fruits after the first ten years. Any programme failing this, will not have succeeded in being sustainable and will have made no real impact on a community (Cernea M.M, 1994:9).

2.7 <u>African Economic Development</u>

President Thabo Mbeki has characterised his presidency and policy with the catch phrase of an African Renaissance and of the next millennium being the "African Millennium". It is however clear to anyone that a cultural and social revival is not possible in a vicious cycle of poverty and underdevelopment. Hence for this renaissance to occur this poverty and underdevelopment must be tackled first.

Krueger has mentioned that improvements in living conditions, life expectancy and economic growth are one of the marvels of the post-war years in developing countries. These developments however, do not show the wide disparity between developing countries and developing regions and only emphasise the marginalisation of Africa in the world economy. The 1980's was not only a decade of poor growth for Africa but also Latin America. Maizels indicates that the economic crisis in these regions equates to the Great Depression of the 1930's. In most African countries this poor economic growth continued into the 1990's despite the various structural adjustment programmes that were designed to turn around Africa's economic fortunes. To show the dire situation in which Sub-Saharan Africa find itself it can be seen that of the 48 countries listed by United Nations Conference on Trade and Development (UNCTAD) as least developed thirty three are from Sub Saharan Africa. Although agriculture dominates most African economies this dominance does not translate into dominance in the world economic market. In 1992 – 1994 African's share of the world agricultural market was only 3.4%. A further characteristic is the dependence on strong African economies. South Africa contributed 40.1% and Nigeria 16.4% of African export trade (McCarthy CL 421-425).

To find a solution to this economic quagmire, one needs to look for the causes of such a poor economic performance. This economic decline was neither inevitable or predictable but contingent since at the time of independence of many African countries, its economy was perhaps stronger than most less developed Asian countries. It is also generally accepted that weak infrastructure and education policies contributed strongly to this situation. The importance of human capital has been stressed previously in this paper, and the lack of a strong human capital base led to a lack of industrial development and the ability of Sub-Saharan Africa to produce

tradable goods competitively. Furthermore, this weak infrastructure coupled with poor human capital was exacerbated by trade and industrial policies which rewarded uncompetitiveness and a lack of export diversification.

Political stability always plays a role in consistent economic growth and the artificial nature of boundaries on the African continent did not contribute to any level of stability. Many boundaries were drawn up by the colonists and which resulted in multi ethnic states being formed, e.g. Rwanda, Burundi and the Great Lakes region. This was problematic in that the distribution of various ethnic groups in a given state caused conflict and often economic growth and development in a neighbouring state would have a profound effect in one's own state (McCarthy, CL: 426- 429).

When looking at how South African can contribute to sparking any growth in the region its essential to dispel three fallacies about South Africa. Firstly, South Africa does not have the infrastructure to save Africa from its economic woes and from being economically marginalised. It has a population that is marginalised from economic life that it must deal with first. Secondly, Sub-Saharan Africa does not offer South Africa enough export oriented growth opportunities. The African market can only be considered important with respect to growth in manufactured exports. Thirdly, South Africa's fortunes are closely linked with that of the continent and it would not be of benefit to have an island of growth in a sea of poverty.

Two main factors can have a significant influence on economic development and its distribution through out the continent. They are intra-regional trading and cross border factor flows. Intra regional trading refers to the trade that occurs between countries in a sub-region of the continent, such as Southern Africa as an example. Cross border factor flows can refer to illegal unskilled workers which come to South Africa for work as well as a brain drain of skilled workers and academics from other African countries to South Africa. These cross border flows naturally take place within a political and economic context which can result in controversy or conflict. The fact that South African companies invest in neighbouring countries can be seen as contributing to the situation of poverty and unemployment in South Africa. Another difficulty arising from this point is the inflow of unskilled workers to South

Africa which contributes to the masses of unemployed people which can lead to political instability. (McCarthy: 442-447)

It is clear to see that an African Renaissance will become a dream or just a trendy catch phrase, unless Africa is able to improve its economic growth record and its contribution to the global economic scene. In order to create more goods that can be competitively traded, investment in human and physical capital will have to be prioritised. A further challenge to South Africa is to open its markets to other established African economies in the same way that South Africa would like the European Union to open its markets to African countries. It is appropriate that South Africa is approaching these challenges by getting its house in order first as well as by making demands that the developed world facilitate growth and development in the less developed world by using and legislating more accommodating economic policies. If South Africa can take on a role in the African economy which in the global economy is expected of the developed world, then an African economic revival can de manifested by African s themselves (McCarthy: 448-449).

2.8 Study on perception of happiness and service delivery.

Valerie Moller and Amanda Jackson undertook a study in 1997 for the Quality of Life and RDP monitoring unit at the Centre for Social and Development Studies of the University of Natal. In this study, they mention that monitoring projects such as the RDP is important. This is done by people in and outside of government who compile social indicators to chart service delivery in various regions. Two of these methods are looking at the amount of money set aside for such projects and the measurement of actual expenditure on such projects. The third approach which was the focus of attention in this paper and is of use to this study is the monitoring of people's perceptions of improvements in service delivery as a way of attaining subjective measures of evaluation. The rationale behind this is that these forms of evaluation measure the impact that development programmes have on the lives of the end-users of the services which are being made available or being improved.

Respondents were basically asked whether they felt happier than they did six months previous to the study and whether they felt that six chosen services had improved in

those six previous months. It is assumed that services have improved under the new dispensation and in general people in democratic societies are generally happier than people who live in other societies. Due to the impact of apartheid, South Africans are perhaps less happy than other persons in democratic societies, especially when we look at it from a racial point of view. By 1995 two projects had already been established. These were the so called "Mandela Sandwich" programme which looked to feed young children that went to school and the provision of free health care to pregnant women and children under the age of six. Many argued that these projects were launched in order to strengthen support in the ruling party so as to keep them in office for the next election. The question that was being asked here was thus, whether people feel happier if they see that their living conditions are improving and whether there was a link between the two.

At the end of the study, according to the nett results, South Africans on average saw an improvement in education and health care as well as electricity, access to water, transport and roads. Not surprisingly, whites indicated that services had deteriorated where as blacks and coloureds had thought they had improved for them. It was also found that the racial factor in determining happiness and satisfaction for services was greater than that of gender, education, income and rural/urban residence. It could thus be concluded that people who saw improvement were generally happier and these persons who saw improvements in more than just a few services were more likely to encounter personal well being (Moller, V & Jackson, A: 169 – 179).

What can, however, be learned from this study in terms of how perceptions can guide the development process? Perceptions of better service delivery were firstly directly related to feelings of happiness. These feelings cut across rich and poor as well as urban and rural residents and that the prospects for feeling happier were high for low income and rural blacks who were "suffering" from what was called happiness deficit. The first possible explanation for this is a bottom-up explanation. This indicates that positive perceptions lead to happiness and that there is a feeling that government is doing its job. The second explanation is a top-down explanation that feelings of happiness occurred independently of improved service and these feelings spilled over to other domains of people's lives. Most literature seems to support the top-down approach since happiness can be achieved by a variety of factors. The

rationale behind this study is that development programmes by government do not always attract popular support. This may be because of feelings of disillusionment, increased expectation, loss of hope. One of the major problems with service provision has been payment for services. In the apartheid era, this payment was boycotted and unfortunately people got used to this culture of non-payment. As a result the Masakhane campaign was launched in order to encourage people to pay for their services. It thus stands to reason that a satisfied customer would be more willing to pay for services than an unwilling one and that therefore these perceptions of satisfaction with services are of importance.

It can thus be seen that fulfilment of needs leads to real quality of life and this should be an incentive for the development institutions and government to intensify their efforts to rebuild and improve services in the country. (Moller, V & Jackson, A: 183-184)

2.9 <u>Poverty and inequality in South Africa</u>

The Poverty and Inequality Report (PIR) is a result of proposals by the World Bank and the UNDP to conduct a post apartheid survey on this issue which is at the cutting edge of government policy and as such is of importance to this paper. Many conventional methods of relieving poverty by opening up the markets and abolishing state control and intervention usually have little impact on the poor. Agreement however has been reached on the need for employment guarantees to be made, public works programmes, food distribution and micro-enterprise credit to be made available. Though this study is not directed necessarily at poverty as such, poverty alleviation in one or other form is something that governments look to do. It is a sad reality that with South Africa being a middle income country, that many households experience high levels of poverty. The study by May defines poor as belonging to the poorest 40% of households and ultra poor as being the poorest 20%. It is of significant note that 72% of the poor live in rural areas. The consequences of poverty are not only the obvious, that being lack of money, but that children are exposed to public and domestic violence, malnutrition and inconsistent parenting and schooling.

Households by women were also found to be more likely (60%) to be poor than those headed by men (31%). The Gini co-efficient is a measure of inequality whereby 0 indicates perfect equality where every citizen has equal amounts of money and 1 is a score whereby perfect inequality exists, that being where one person has all the money in the country. South Africa has a very high Gini co-efficient of 0.58 one may be tempted to think that this measure is racially biased in the sense that blacks are poor and whites are wealthy but even among the black population a Gini co-efficient of 0.54 exists. (May, J.1998: 53-55)

Various causes of poverty could be highlighted. Apartheid still has a devastating impact on the economic structure of the country as well as in the social institutions which were undermined through violence and destabilisation. Secondly, lack of economic resources led to over crowding, environmental degradation, gender and racial discrimination as well as social isolation. Thirdly, a disabling state which didn't provide essential information regarding rights, roles and responsibilities and lack of accountability at all levels. Since 1994 when the current government took over, policy has been strongly directed to help the poor. Spending in social services has increased from 43% to 57% from 1985 to 1995/96. The government has also identified various projects and priorities which need to be tackled. This plethora of projects shows the commitment not only of government but of the people's communities. Unfortunately these policies and commitment have not been presented in a systematic plan of action indicating priorities and sequencing. Furthermore macroeconomic implications for this are still being debated while the microeconomic impact is still unclear. Various programmes have encountered problems in their implementation due to various reasons such as lack of financial resources and lack of planning and targeting. (May, J. 1998:55-56)

It is thus evident, that in as far as policy formulation is concerned, the government has performed rather well but in the somewhat more important aspect of implementation it has been shockingly absent and has certainly not met with the expectations of the poor or those who formulated the policy.

2.10   Anatomy of expectations: A study of people's political perceptions.

In moving to a more political slant in this debate, people's expectation need to be taken into account when considering what they want and what they expect. Black people expect policies which will offer more equality, white people expect their standard of living to carry on. In the end however, dealing with poverty, unemployment and homelessness are priorities which any government needs to consider and that raising expectations in one way or the other only leads to further unhappiness.

In a study by Schlemmer of the HSRC, he asked people from rural and urban areas around the country what they expected of the new government and then tabulated it according to race. Among black people it is interesting to note that previously ignored facilities were their first choice and not income. Income is generally considered the first focus of raised expectations because people feel that if they are getting more for their work that this increase in income could become a regular occurrence. Whites, on the other hand who have enjoyed the benefits of services such as electricity, housing and education placed more emphasis on recreation and reducing crime. Another very fascinating observation is that among the African respondents, greater expectations are not found among the poor or the youth but among the more affluent nouveau riche blacks. What this tells us in terms of this study is that needs vary from community to community vary and one should not take for granted that whatever is considered an universal need is necessarily a need in one particular community. (Schlemmer. 1994)

In essence most black's expectations revolve around unsatisfactory services which are considered essential. These backlogs will take lots of money and time and will place pressure on the governments dealing with this. There was no evidence in Schlemmer's study that there is a desire for retribution or anything of that nature which some whites may have feared. What most people want is perhaps what should have been done long ago and what any government anywhere would do if it were to expect to be re-elected in a following election and if it wanted to maintain credibility in the face of its people (Schlemmer . 1994).

2.11 **Further considerations**

This study of personifies one of the key aspects of development. It has been mentioned previously that it is not economic growth alone which leads to increased development, but other factors such as distribution of income which leads to an overall type of economic, social as well as personal development. Kuznets, in his study looks at the relationship between GNP growth rate and the growth rate of the income of the poorest 40% in 13 different countries. No strong relationship is found to show that increase in GNP leads to an increase in distribution of income. Some countries with high GNP growth rates have improved or unchanged income distribution (Taiwan, Korea) whereas other countries show a deterioration in income distribution (Mexico, Panama). In countries with low Gross National Product (GNP) growth rates the same applies. Some countries in this category show improved income distribution (Colombia, Costa Rica) whereas others show a deterioration (Peru, India). It is therefore clear that GNP growth does not lead to improved standards of living but rather the character of economic growth which may include, how growth is achieved, who participates in it, which sectors receive priority, and what institutional arrangements have been designed. Hence it is not rapid growth or growth in itself which determines overall development (Todaro, M.P. 1992:160-161). It is therefore very important to attain the ideal and best balanced economic structure in order to translate economic growth into more equal income distribution.

Bearing in mind all the above theoretical considerations, I wish to propose a very elementary model, for the purpose of this study, that will describe development in its fullest sense. The concepts of community-based development are the core of this model. It is crucial that any developer consult and be in touch with the priorities and needs of communities and not to set one's own agenda. Very often developers are misled by the national media's perceptions of needs and priorities. A further tenet of this model is the role of government and business in relation to the community. Government has a mandate to improve the standards of living of the people in most need. Policy and political rhetoric are not enough because at the end of the day, policy and votes for politicians do not feed families. It is the successful implementation thereof which the people desire. To do this, strategic planning and scheduling of the implementation process must be made. High levels of co-operation

must be formed between national, provincial and local government in order for policies and resources to be properly channelled to those in need. However, government can not act on its own and should not do so. Assistance from business, the international community and NGO's is essential and co-operation between these and government must be initiated, with the interests and needs of the relevant community being the bottom line. This may involve the making available of finance in terms of liquid cash or perhaps even loans for individuals to spark off and develop their entrepreneurial spirit. Knowledge has been highlighted as crucial in the development process and this model therefore places high priority on the availability and access of information to all. It is only when individuals have information that they can make proper decisions and they can be aware of the various choices available to them.

After considering all the above information, the different roles of the state and of NGO related organisations becomes more evident. The state, besides being a policy maker and implementer is usually considered as a benefactor. It is expected that if infrastructure, finance or any other precondition is lacking then the state must fulfil that need. To do that the state usually needs a strong tax base which many third world countries lack and these countries thus have to turn to the international community for assistance. In essence, the state with the resources it does have available must support development in whichever way it can. Capacity building and developing institutions to respond to the country's needs are two key duties that the state can apply itself to. Monaheng states that the state has four major functions and those are firstly, to supplement local resources and distribute resources from richer to poorer regions, secondly, to co-ordinate various community efforts so as to achieve a national goal, thirdly, to supervise local organisation so that transparency is ensured and that corruption is minimised and fourthly to provide training to these local organisations in terms of technical and organisational skills. These functions are however subject to the state being transparent and free of corruption itself as well as recognising the autonomy and the self-empowering aspect of local organisations by not appointing political or traditional leaders to run them or interfere in them. (Swanepoel & de Beer, 1997:61-63)

NGO's as well as international organisations can either compliment the state, oppose it or change it. In cases where government is unable to perform its duty of delivering services use of NGO's should be encouraged. It is imperative not only that NGO's be drawn into the development scene but that government should not be seen to supervise or interfere in its activities. In no way should NGO's try to replace the role of government and vice-versa but rather the two should try and compliment and assist each other. The ability of government and NGO's to bring in big business and help in the development scene by executing their social responsibility projects is a prime example of how NGO/international organisations and government can co-operate together in order to benefit those most in need in our country.

It is the writer's view that a general type of model for people-centred human development be put forward. Throughout this study the relationship between the government, in most cases local government, and the people on the ground is discussed. Therefore the model I propose discusses that very relationship and how it should function so that an optimal level of human development can occur.

Government as has been discussed in this chapter should provide the necessary and most investor friendly climate, by defining a macro economic policy that promotes growth, stability and is able to create economies of scale in the smallest of communities. Most importantly it should allow for a greater flow of money through the growth of small businesses and the investments of private companies as well as projects that are run by government. Plenty has been said about South Africa's macro-economic policy called Growth, Employment and Redistribution, better known as GEAR. It is a policy that still needs time to see how effective it is. For now, business supports and believes it can contribute to investments from foreign companies provided certain conditions are fulfilled. Trade unions on the other hand, oppose it saying that it encourages neither growth nor redistribution and simply entrenches the economic divisions that apartheid has caused. Once this pre-condition has been met, then the climate for growth and economic prosperity will have been enhanced.

Empowerment is another issue that must be addressed in this model. Human development must occur in such a way that it allows people to feel that their life

world has changed. This change must enable them to make their own decisions, to be able to provide for themselves while not depending on others and to have alternatives in life while being able to sustain their families.

This empowerment however, does not just happen like clockwork. Involvement and participation with and from government must occur in a structured method. Government needs to consult with the people in order to determine their needs and build up a relationship of trust with the community. The community needs to be responsible and participate with government in order to make those needs of theirs realisable. By participating with government in projects or sub-projects people are taught to be responsible and to take responsibility for their actions and in so doing they feel like they are part of the process.

It can thus be seen that government is seen to act as a development agency whereby in return for votes by the people, it is expected of government to create the conditions and to deliver the necessary services for people to clothe, educate and house their families as well as to give people their dignity by allowing them to have choices.

The final dimension to this model is that of social power being given back to the people. The process of voting for a political party or a candidate would be futile if it didn't mean that some sort of social power would go back to the people on the ground. The process of this exchange of votes for social power should be such that in exchange for voting for a candidate, this candidate deliver services of a high quality which will enable people to live comfortably and to perform their economic duties. Conditions should also be set in place so that people can participate in an economic activity which will allow for a flow of money in the community, enable people to feed themselves, educate their children, live in relative safety and security and basically enjoy the services and amenities that most people in urban areas take for granted.

Another important determinant in making this study come together is the concept that government and business must jointly approach human development as a social responsibility, in other words, they must be social partners with impoverished

communities. Performing piecemeal tasks independently of each other is not worth the effort. A more desirable outcome however, should be one where combined efforts to reach a joint goal are executed and where duplication of activities are avoided by properly planning such activities.

As far as my own framework for this study is concerned, its main feature is the relationship of government with the people, whereby people vote for individuals and get involved in developing their communities. Individuals in government are represented by political parties who then setup a government. This government offers essential services which the voters need and the people offer government the votes needed for it to carry out its mandate. On the other side of the equation, government also influences the economy by making the market attractive and appealing for foreign investors, which in turn will bring much needed foreign currency and jobs into the country. Government also acts as a development agency that empowers individuals to develop themselves by taking a proactive stance in developing their communities. All this feeds back to the people on the ground because through a responsive, service delivery centred government which creates a favourable economic climate, people will have more opportunities to empower themselves and so that eventually they will enjoy a greater social power.

2.12 <u>Concluding remarks</u>

The purpose of this chapter was to give the reader an overview of the theoretical background to the study so as to familiarise himself with the concepts that will be discussed. The next chapter aims to discuss the methodology employed in the execution of this study and how the choice of methodology impacted on the study.

CHAPTER 3 DISCUSSION OF THE RESEARCH METHODOLOGY USED IN THE STUDY

3.1 Introduction

The main purpose of this study is to get to understand and identify the underlying dynamic relationship that people in rural areas have with government with regards to development intervention as well as such intervention from a non governmental source. For this reason, the methodology used to gain information for the above purpose is one of a qualitative nature. This chapter will include discussions on the methodology, data collection, coding and data interpretation. The main way of gathering data would be through focus groups. It is the intention of the researcher that through these focus groups, trust and confidence between the two parties be established. A more detailed analysis of the methodology will now be discussed.

3.2 Methodology

The research methodology will be qualitative in nature. The reasons for this are as given above; to try and understand the complex and dynamic forces at work in the communities in as far as feelings towards government in their efforts to develop these communities are concerned. This research is also exploratory in nature and there will be no hypothesis to be proven since feelings of people can not be anticipated in advance of the research itself. Qualitative analysis does not tend to highlight any generalisation because every experience observed is subjective and unique to the process of trying to get a deeper and more meaningful understanding into the phenomenon being studied (Neuman, 1997: 421).

Qualitative research is very valuable, perhaps more so that quantitative research in a study of this nature whereby the context of the findings must be borne in mind in order to get any meaning from such an observation. Another important feature of the qualitative methodology which contributed to choosing this methodology is the level

of depth that the researcher goes into when studying his subject. It is of importance in this study not to make abstraction or deductions from the focus groups but to gain a deep and proper understanding of the theme of the study as well as the views given to you by the people one has approached (Neuman, 1997: 331-332).

The method employed in doing this research is to use focus groups in discussing various issues related to the theme being researched, namely, feelings of people in terms of development strategies by government in their community. This method was chosen over the one on one interview because it was felt that by including up to 8 to 10 persons in a discussion, people's feelings could be understood far better. In a one on one situation the interviewee might feel intimidated or scared to say something to a total stranger and with a language problem such is the case here, the focus group was thought to be more desirable. From the focus groups it will be attempted to draw out any relationships at work in the community regarding the political dynamics at work.

3.3 **Population, sampling frame and sample**

For the purpose of this study the population is the area that is being studied. In this case it can be described as Soshanguve Block HH or else as the individual village that is being approached such as Temba, etc. The sampling framework is one of a convenience cluster random sample since people are not chosen in a systematic way but rather by means of a pre determined personal characteristics and according to which part of the village they live in.

On 12 August 2000, Block HH of Soshanguve was visited at the home of Eunice Sibanda. Eunice was a temporary worker at my place of employment and volunteered to host the focus groups. Eunice also assisted me in getting people to participate from her local community, more specifically, people living in block HH. In cases where people were unable to communicate in English with me, Eunice also acted as my interpreter.

In terms of the methodology discussed in Chapter 2 a peri-urban community was needed for this study. Although Soshanguve is known to be a very urban settlement,

some areas, such as Block HH were established only as recently as 10 years ago. Block HH lies on the northern boundary of Soshanguve itself, and as such does not enjoy the services and amenities that other Blocks do. By just looking at what is around you, it is clear that this a very poor area and that the people who live in it are mostly unemployed. Its proximity to Hammanskraal puts it in a situation that neither the Soshanguve or Hammanskraal authorities want to take total responsibility, for this area, thought it is clearly within the boundaries of Soshanguve. Hence, for the purpose of this study, Block HH will fall within the conditions set in the methodology with regards to its status as a peri urban community.

3.4 **Focus Groups**

This study was conducted by conducting three focus groups. The first group, which was perhaps the most responsive and participative, was made up of recent school leavers, hence people aged from about 18 to 22. The second group was a mixed group of people from various backgrounds with a fairly homogenous age structure and equal gender mix. The third and final group was a smaller group of business or entrepreneurial persons, all of which came from the same area. The first two groups consisted of 10 persons and the third group only consisted of 5 persons.

Respondents were told that anonymity was a key feature of this study and that their names would not even be asked. For this reason no reference will be made to people by name but rather as a person belonging to a specific group. As is the case with most focus groups, no questionnaire was set up but rather a schedule of questions from which discussions took place. Questions were grouped into analytical themes and these themes will be discussed individually in this chapter and then similarities, differences and possible linkages will be drawn in the following chapter.

An interesting feature of these focus groups was the last question whereby the participants were asked what would they want to say to cabinet, given the chance. The answers to this are given under the question named "Last Word".

Before I begin to go into detail with the three groups, I wish to clarify a point I made earlier in this chapter. The responses from the first group were more responsive and

the group was generally more participative. I think this can be attributed to the fact that as young school leavers the members of the group are perhaps very aware of the circumstances and of how things happen in their community. It also stands to reason that it is their future interests that are being discussed. The fact that they recently completed school also means that their English is somewhat better than perhaps the other groups, although this wasn't tested. This allows the group to express themselves more freely in a common language.

The first group, made up of recently matriculated students had 10 persons, 4 of which were female. Two persons in particular were very clued up as to the workings of government and as how to approach the major issues. People were generally very happy to speak their mind which was most encouraging even if they disagreed with each other.

The second group was a group made of 10 people of mixed characteristics, a fairly homogenous age structure and equal distribution in terms of gender. This group had an insight into the practical problems and needs of the community and were able to point out what problems existed and why.

The third group, made of 5 business people were persons with small businesses such as cleaning services, bottle stores and informal trading enterprises as well as spaza shops. This group's strength lay in that they knew what was needed to make business grow which is of course a major component of rural empowerment and development.

3.5 **Data Collection**

The data recording instrument was a Pearlcorder 5801 dictaphone recorder. Once the focus group was completed the task of transcribing the responses into writing began. This was done so that answers could be seen and comparisons and interpretations could be made. The research began by approaching a gatekeeper, an authority who is acknowledged and respected by the community, who will legitimise the request for people to take part in focus groups. Once the request for focus groups has been approved and the appropriate people are chosen a meeting is arranged to meet them. These persons are preferably young adults to adults, and are people who are not

afraid to express their opinion but at the same time are not too idealistic such as a young high school person may be. In short, a mature, stable and responsible person would be the ideal candidate.

A balance should be struck as well with regards to gender composition of such groups. Once the meeting had been arranged I arrived at the venue in good time and politely greeted each of the members of the group. When everyone had arrived, I introduced myself and set out to explain what the purpose of my study was. After that I told the people that since I don't know their names, and I wouldn't be needing to know their names, everything they said will remain anonymous and that from my side all information would be strictly confidential. Finally I let them know that I will be using a tape recorder for the purpose of recalling their answers. Then the process of starting the discussion began. I came equipped with certain themes and discussion-provoking questions. During the course of the focus groups I tried to let all persons have a chance to elaborate at length their points of view. I tried not to let one or a few people dominate the discussion to such a length that anyone wanting to disagree or make a point contrary to the dominant one would feel sceptical about making such a point. Once the discussion was over I thanked each person for their participation and co-operation.

3.6 **Coding**

The next phase in the methodological process is that of coding. In qualitative research careful consideration must be given to the way in which the data is coded so as to facilitate interpretation and analysis. With qualitative data the researcher first identifies hermeneutic units or conceptual categories and creates themes or concepts which can be further discussed. In qualitative research the coding is guided by the research question and leads to further questions. Open coding is done at a first review and here as mentioned the conceptual categories are identified. Thereafter, axial coding involves the forming of relationships between the categories identified during open coding. Here the focus is not only on what has been identified earlier, but on new information and new questions which need to be addressed. The final type of coding is selective coding. We may want to see how the feelings of men differ from women or how one rural community may have different dynamic factors at work

from another community. In these cases, we review and re-code our open coded data so as to look specifically at gender or location as indicated in this example above. The emphasis here is not to make final decisive statements but to make generalisable statements which will be able to open the debate on the issues being discussed. In the case of this study many forms and combinations were used but the predominant method was that of axial coding. The reason for this being that the data was coded into broad themes which were used to do the analysis. In this way, themes and ideas are logically ordered in terms of the key concepts of analysis (Neuman 1997: 423).

3.7 **Data Interpretation**

Finally, in interpreting the data the generalisations mentioned above must be able to answer the research questions and perhaps even ask new questions which can serve as themes for newer research. The interpretation will also include my own explanation for the occurrence of the phenomena being investigated and answering the questions set out in the beginning. Recommendations can also be added for the enhancement of relationships between communities and government on the one hand, as well as recommendations towards government on how to overcome their shortcomings, on the other. The method of interpretation used was that of successive approximation whereby the study began with research questions. Thereafter probing into the data was done and broad themes of discussion and analysis were identified. Additional evidence is then collected in order to complement the literature discussed earlier. (Neuman 1997: 427)

There may be some methodological limitations to this study. The findings of this study only apply to the community in question, however they may be applied in a broader sense to communities with a similar setup and dynamics. The timing of the study may have an impact since it was done four months before local elections, at a time when a lot of unhappiness in local government existed and when the future of traditional leaders was under threat by local government leaders that may be about to take over their authority and reduce them to symbolic figureheads. Further limitations to the study are discussed in Chapter 6.

3.8 <u>**Concluding remarks**</u>

This chapter dealt with the methodology of the study and how the data collection, interpretation and analysis took place. In the next chapter the results of the study are looked at by thematically grouping the data and looking at what some of the participants had to say.

CHAPTER 4 RESULTS

4.1 Introduction

In this chapter the results of this study are looked at by determining how the participants felt about certain themes that are of importance to the study and also by looking at what they had to say about these issues. The reporting of these findings will be done by themes which were determined according to the questions asked during the focus groups.

4.2 Thematic Reporting

4.2.1 Analysis Theme 1: Presence of development agents.

The first comment regarding approaches by government was that because often at election time people from various political parties would come to canvas for support and votes at election time. Once it was explained that the discussion was not referring to elections or contact with representatives of parties but rather with representatives of government the group was able to participate with more clarity to the issues at hand. The group of students proceeded to say that in most of the cases that there had been members of government that came to make unfulfilled promises especially just before election time. This can be illustrated by one who said,

> "People from government come to make promises before elections but nothing happens"

One of the participants of this group highlighted an important point that the flip side of the "promises" coin is participation and that participation and the will to make things happen must be there if these promises are to be transformed into reality. He said that,

"People don't participate in community work because outsiders are involved and therefore people don't want to mix with them."

Something that the participants of this group mentioned of concern is that the people involved in projects are outsiders and not members of the community. Nepotism is a form of corruption which was also identified by the group as being in existence. Finally, one rather disheartening thing that this group of students mentioned is that individual entrepreneurs are frowned upon as having an agenda of their own.

With regard to the mixed group and the group of business people there was little feedback of anyone from the government having visited them other than during election campaigning time.

None of the participants in either of the groups could ever recall an international organisation ever approaching the community to assist them while only the group of business people recall that the South Africa National Civics Organisation (SANCO) did once come to help with sewerage and other general problems.

Furthermore, none of the groups indicated that they were aware of any groups or individuals from outside the government that were working to uplift their area.

4.2.2 **Analysis Theme 2:** Political awareness

With regard to political tolerance and activity the student group felt that councillors were not visible enough. As far as political diversity goes it was evident that the African National Congress (ANC) is very dominant in the area. As a matter of fact it in the recent local government election in December, 2000 the ANC won all the wards in the Soshanguve area.

On the theme of elections, many people in the group did not see the use of them because nothing had changed in their view since the previous elections, for example, squatters still had no amenities. They felt that if they vote for other candidates in the recent local government election that things may change whereas others felt that it

was not worth the effort of going to vote because nothing would change in any case. As one person said,

"We don't want to vote because we voted in 1994 and then in 1999 but nothing has changed."

Another person in the group said,

"If we vote, we want to vote for people from here that we know, not a stranger"

thus indicating that people would vote for those people from the area because they would know what all the problems are and how to solve them. In finalising this discussion on elections one participant mentioned that local government was a forum of co-operation and negotiation and that the elections were a way of people talking to each other. Furthermore, it was added that some squatters chose to remain squatters because they didn't want to pay for services that they would get in a formal housing environment and as a result local government had a lack of money and were seen as doing nothing for squatters which wouldn't be entirely true.

Much of what the student group mentioned was echoed by the mixed and business group. The mixed group mentioned that generally speaking, people are fed up with politics, that they were disillusioned with the lies from the politicians and that they were not confident that their voting would make a significant difference to their lives. As one person clearly said,

"We are tired of the politicians and their lies and even if we vote for someone else, I don't think we can trust them as well."

 The business people were more personal in their approach to this matter. They felt that they didn't know the person that they would be voting for and didn't even know where he lived. They would feel more comfortable voting for someone they knew and someone they could approach at any time. They also indicated that most people

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were intolerant to other people's political views which may stem from the fact that the overwhelming majority support one party, that being the ANC.

The feelings of the important issue as to whether government has a responsibility to helping communities like the one in question was unequivocal. The group of students felt that the government has a responsibility because they are in a relationship based on mutual dependency. The people need help and in return, if this help is forthcoming, the government will get votes. One participant put in plainly,

"Yes, they must help us because we vote for them and pay taxes."

It was also mentioned that more attention must be given to outlying areas. As far as rural vs. urban attention goes it was felt that the government gives more attention to urban townships in comparison to rural ones.

The mixed group felt that as taxpayers, the government definitely had an obligation to assist them and besides that, they were voted in by these same people. This group also highlighted the fact that help from overseas concentrates their help in Johannesburg and Soweto and that business must get involved in helping rural communities. A suggestion to government was made as follows,

"Government must also help people in rural and semi-rural areas and not just big townships like Soweto and they must also help South Africans and not also the foreign countries."

In comparing rural vs. urban it was stated by one participant that services like policing and health are more available and better organised in cities than in rural or semi-urban areas where poorer people live. The group of business people also commented that this government which was voted in to serve the needs of the people of South Africa spends too much time on foreign issues.

4.2.3 **Analysis Theme 3:** Government interventions in meeting social needs.

As far as problem areas in the community go, the group of students highlighted education as a problem in that there were no recreational facilities for school children and that the skills that they did learn were not being used. The issue of education was elucidated in this way,

> "Schools must be improved because there is nowhere for children to play and no computers are available for the children to learn."

Furthermore the group felt that little help was offered by the government to people in Pretoria, but that all efforts was aimed at those in Johannesburg. Health clinics were a cause of concern as well. The problem of distance from the community was a problem as well as the fact that very often medicines were not available at these clinics. The lack of tar roads also caused an environmental hazard with all the dust making breathing difficult as well as water collecting in places after a heavy thunderstorm. The group also identified an unwillingness to participate as a problem that holds their development back. Finally, this group also mentioned that the football ground has no ablution facilities. This problem was highlighted by one saying,

> "People don't want to participate in community activities and this is a serious problem if we want our community to develop."

The mixed group highlighted lack of jobs as a major cause of corruption and crime and felt that with more jobs these problems would be more easily solved. HIV/AIDS education was also mentioned by this group as a priority. They felt that children at schools should be the recipients of such a campaign as well as the adults who stay at home.

The business group identified crime as a major problem because it hindered the growth of their businesses.

With regard to working with government in the community, the group of students felt that if a joint venture with government could be embarked upon, with community consultations as well as the raising the principles of a work ethic then progress could be made.

The mixed group felt that by government consulting with the communities it would act as a catalyst for people to work together towards a common aim. A problem which this group did mention was the lack of trust in local councillors. One person commented that,

> "We can work with government but the government must come to us and not the councillors because we don't trust them and also the provincial government must regulate and check up on these councillors."

As impossible as the task may seem, it is clear that the participants of this group felt that either provincial or even national government should come straight to the people because of this lack of trust. They also felt that provincial government must regulate and police local government officials so as to curb the abuse of power.

The group of business people felt that any contact by government must be through the community structures. This point of reference should be the local government leaders even though the people have little trust in them. An aspect where local government could try to improve and win the people's trust back is improving the time taken to deliver services which was considered as being too slow.

When discussing the execution of government initiatives it was felt that sometimes the decisions made by national government are not followed up and implemented by local and provincial government. This may often impact on how people on the ground perceive government's effectiveness and commitment to helping the poor.

The first group, that of the students, felt that the attitude of local government needs to be changed and on the counter side of that argument they felt that people need to understand the different policies which may affect them so that the community's approach can be more integrative with local government.

The mixed group felt that most of the money made available to local government for the improvement of conditions in underdeveloped areas ends up in the pockets of councillors and hence there are no services which can be delivered. As far as their feelings to the different levels of government go they feel that the work done by national government is good and they are happy with it, but provincial and local government fail in this regard and abuse public money.

For the recent local elections the group felt these leaders must be changed due to their failure to deliver but they didn't know if the new leaders could be trusted either. It was elucidated that this abuse stems from people having been so poor for so long that when they get into these positions of power and authority the temptation to abuse public funds and people's trust is too much to resist.

The group of business people felt that provincial and local government do not carry out directives and policies from national government but instead try to do things their own way. Attempts at uplifting have not been successful because amongst other reasons, service delivery once again was too slow.

One of the quotes from the participants that summed up the feelings of all the groups with regard to this issue was that,

> "The councillors eat our money and even if we vote new ones I don't think we will be able to trust them."

With regard to service delivery, there was consensus amongst the three groups who felt that the quality of the services is not satisfactory and that besides being slow the local government came across as being irresponsible. Provincial government, on the other hand, was seen to be concentrating their efforts in the cities. They felt above all else that people should be deployed in the areas that they live in.

4.2.4 **Analysis Theme 4:** Participation between government and people

The issue of working with government is a critical one. The groups were asked if they would work with government and if so, how should this working together occur.

The group of students felt that the community members must first volunteer to work for the benefit of the community and then perhaps look for remuneration for their work. Jobs could be created from their participation in projects. A few people did however express that there was a lack of knowledge about projects.

The group of mixed people were willing to help if compensation was offered but they felt that generally the community was prepared to help because it would be to their benefit and would take the youth from the streets and into the world of employment.

The business people were prepared to work with government but requested that someone look into opportunistic housing contractors in the area who would ask for sizeable deposits and then not deliver.

As a result of mixed feelings of hope and disillusionment in government, acceptance and the will to participate with government is critical. Perhaps people are so disillusioned that they want nothing to do with government and maybe they are willing to give them more of a chance to help them and improve their living conditions.

The group of students was very apprehensive as to how local government would conduct itself and would want to know what local government's plans were. The mixed group felt the same and added that they wanted to see delivery because the time may come when the mistrust towards them is so high that people will chase them away. As one individual put it,

> "If they come we may chase them away unless they show us what plans they have for us. We are tired of their empty promises."

The group of business people felt that though they would welcome and listen to local government they would rather work with provincial government who may get things done more effectively than local government.

4.2.5 **Analysis Theme 5:** Acceptance of outsiders

The group of students felt that any foreign group or group from outside government could contribute to the community in terms of money and jobs as long as they come legally and with good intention to help the community and not to benefit themselves by being seen as trying to help the poor as part of a social responsibility campaign. This attitude was reflected by one person when saying,

> "We welcome them if they can share knowledge with us and give us new ideas on how to do things."

Such groups should actually act as partners to government and try to help them to do the same job. As far as in what shape the help should come the group indicated that money alone was not important. Sharing of new ideas and knowledge that wasn't known would be appreciated. Breaking of stereotypes in promoting fresh initiatives. Sharing of skills by showing people how to do things was also something that this group felt could be done and finally also allowing foreign students to share their experiences with other fellow South African students.

The group of mixed people felt that they would be happy to receive such people but that their expertise must be spread throughout the country so that jobs can be created. In more practical terms this group also called for the financing of small businesses in order to help budding entrepreneurs get off the ground. The business group welcomed them too and looked forward to different approaches that they may get from such groups.

Finally, all three groups made it clear that if they felt they were going to benefit, then they would gladly welcome any such group. By working together a set of concrete ideas could emanate and in such a way, skills can be improved. Like one person told us,

> "Yes, if they can help us we will welcome them and work with them."

4.2.6 **"Last word"**

The group of students brought up many issues that they would like cabinet to be informed about. Firstly, they want to inform them of their situation, their living conditions and that they expect the government to respond to their needs. Education was also identified as an aspect needing serious upgrading.

"Education is very lacking in our area and we feel government must come and see what is happening in our schools."

They would like to see methods used in private schools, used in public ones. A participant mentioned that government must see for themselves what is happening at grass roots level and should ask people what it is they most need. As far as crime goes people felt it is caused by the lack of jobs and job opportunities. Many jobs go to women they feel, due to the affirmative action policies which are in place which results in men feeling demoralised because they either don't have a job or their wives/girlfriends are earning more than what they are thus resorting to crime to try and keep up with their partners.

"Sometimes this affirmative action causes men to commit crimes because all the jobs go to the women."

The mixed group wanted cabinet to know that more schools should be built with adequate recreational facilities in order to make education more accessible. Jobs need to be created as well which will then hopefully contribute to the alleviation of crime.

The theme of crime was highlighted as something that would be mentioned to cabinet because at no point in time has any official from the safety and security ministry visited the community in order to evaluate the level of criminality.

"This Steve Tshwete has never been here to see what is happening with the crime and taxi violence so that we can help them to do something about it."

Furthermore, any attempt to combat crime must be more visible to the community.

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Clinics also need to be made more efficient and client oriented in order to deliver a better service. AIDS needs to be tackled by raising awareness of the disease to those most at risk.

> "Children and adults must be made aware of AIDS and also be told of the importance of safe sex."

Transport was also identified as a problem, especially the taxi problems because this invariably also led to criminal activity. The idea of a triangular basis of co-operation between the social partners of business, government and people was accepted on the condition that such a partnership be beneficial to those in most need, the communities. Finally this group felt that the local government must remain faithful to the people who put them into office by delivering on their promises and facing the needs of the community.

The group of business people were best equipped to indicate that jobs need to be created in order to make the local economy grow and to diminish crime. Creating jobs will also empower people and allow people to send their children to school. With regard to schools, recreational facilities were considered to be lacking as well as security in schools.

> "At the schools our children have no where to play and to do activities after school. Also the roads by the schools are dusty which is not good for the health of the children."

Aids was a further issue that was raised. People need to be made more aware of AIDS, they also need to be taught about appropriate sexual behaviour in order to combat AIDS. In schools, children should be given guidance with regard to the disease and teacher's knowledge about the disease needs to be upgraded.

Finally, a very good point raised by this group was that local people should be used in projects such as building of roads, etc. because outsiders will not take pride in the work they do, whereas locals will because it will benefit them.

> "These people from outside they come work here for the money and do a bad job and then go. If we can help in the projects we will work hard and properly even for little money"

Finally, one quote that really summed up the need for better delivery and improved relationships between local government and the community was given by one participant.

> "South Africa is a beautiful country, let the government hear our voice and let them provide our needs."

This comment probably echoes the sentiment in every impoverished and underdeveloped household in South Africa

4.3 **Concluding remarks**

This chapter looked at the results of the study. This included the thematic division of certain crucial issues and seeing what participants had to say with respect to them. In essence, it served as the basis to the interpretation of the data which is covered in the next chapter. It looks at the data described in this chapter and expands on it within its thematic divisions.

CHAPTER 5 <u>INTERPRETATION AND ANALYSIS</u>

5.1 <u>Introduction</u>

The purpose of this chapter is to add some meaning to the results of the preceding chapter. This will be done by following the order of the analysis themes discussed and drawing on significant similarities and differences when they occur. Further analysis will then be provided on various issues discussed in the problem statement. A Final recommendation will not be given because it is felt that the issues regarding developing underdeveloped communities lie much deeper and that this paper only deals with a small portion of these issues, but this will be dealt with in Chapter 6.

The first point that should be clarified is the level of response that was received and experienced by each group. The first group having just passed their matric could be said to be the most educated group of the lot. Their responses were most insightful and provoked more questioning on the part of the interviewer. As has been mentioned in the previous chapter, the ability of this group to engage in meaningful debate while still disagreeing with each other where necessary was a welcome sight. The second group's grasp of English was not as proficient as the first's. This group did however give important input by giving the opinion of people who are well acquainted with the problems of the area. Their attitude was far more mature and less idealistic than the younger group. The group of business people had the worst command of English which perhaps tells us that the successful young people with a good command of English are making their living outside of the community. This group also showed the lowest levels of literacy and basically were people trying as hard as they could to do what they needed to in order to sustain their families and themselves. These differences are mentioned so that the reader may bare this in mind when the differences and/or similarities are discussed.

5.2 **Thematic Analysis**

5.2.1 **Analysis Theme 1:** Presence of aid in community

It is generally expected in rural or semi-urban areas that government are the ones to provide for such communities and that business, NGO's and such organisations concentrated their efforts in urban areas.

There seemed to be consensus amongst the three groups in that government did visit their areas but only in the period running up to election time. The issue of development projects was brought up time and time again by the students and they felt that more information was needed in terms of who was running them and what they were wanting to achieve so as to increase the participation level in them from the community.

With regards to private entrepreneurs, they were often regarded with suspicion because of having a private agenda. This vindicates the perception generally regarded as prevalent in areas like these. It is difficult to pinpoint why this prevails but one may reason that in the previous regime these rural and semi-urban areas were totally ignored and marginalised and with the advent of the new government these people cried out and almost entirely expected and relied on "their" government. Any help forthcoming from business or NGO's was then looked at with suspicion because the people would have liked to know where these people were when they needed them during the previous regime.

With regard to the impact of international and non-governmental assistance in the area, it is evidently clear that no such organisation has visited the area. Reasons for this may be that businesses choose to invest their money where it gives them the best returns, which is more often than not in the cities or amongst its own workers. Furthermore, it can be because government and business rarely work together to combat the developmental issues that need to be addressed. As far as NGO's go, in 1994 the RDP office took over all the roles of NGO's and as such a vacuum had been created that NGO's had to fulfil by re-inventing themselves.

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As far as the degree of involvement from organisations outside of government is concerned, it was evident that no such activity had taken place or that the three groups were not aware of such activity.

5.2.2 **Analysis Theme 2:** Political Awareness

Political activity and the creation of a tolerable climate are important factors in developing a democracy and in developing a community at a socio-political level. It was therefore important to see how tolerant people in the area were to one other's views. It was taken into account that the area was an indisputable ANC stronghold and that any opposition was miserly in any event. This discussion inevitably led to the local elections which, at the time were some three and a half months away and it became evident that the lack of visibility and of trust towards the local councillors was marked. A culture of payment for services needs to inculcated as not all people are keen or paying for services because they think somebody is pocketing the money they pay or because of inconsistent quality of service. There was consensus between the three groups on all of these major issues and basically all groups were also very fed up with the empty promises that politicians make. With regards to tolerance, this lack of interest in political activity may lead to a politically intolerant environment. People will rather not vote than vote for an opposition party of the ANC as was generally observed in the local government elections of December, 2000. Any approach by a member of an opposition party will thus be greeted with mistrust and antagonism by the members of the community.

The question of responsibility and mandate is always an important one when the question of where the assistance should come from rears its head. Another issue here was how was this developmental aid spread around the country. Were urban areas over assisted and rural ones set aside? The three groups were unanimous in their response that the government does have a mandate and a responsibility to help them because it is these same people who voted them into office and also these people who pay their taxes. The relationship should be a give and take type whereby assistance from government will be rewarded with votes in the next election. With regard to the spread of assistance it was felt by all three groups that too much effort is given to urban areas and little noise was made about people in rural or semi-urban areas like

the one in question. The group of business people felt that the government spent too much time on foreign issues which may be a common perception by impoverished people in areas like the one visited. This may be an area where knowledge management can come into place by spreading information about these issues to the people on the ground.

5.2.3 **Analysis Theme 3:** Government interventions in meeting social needs.

This theme aims to address the critical issues that government or anyone else for that matter needed to address. Jobs and education related problems were raised by two of the groups as being of key significance. The group of students' responses focused mostly on social issues such as the environment, health, participation and spread of developmental resources as key issues. It is relevant that this group did not mention anything about jobs because of perhaps their lack of awareness of how serious this can be to the sustenance of a family. It is clear by looking at the three group's responses where their priorities and focus lie.

It is very important to determine how people feel government is dealing with communities. There may always be the situation where government is active in the community but only to appease its electorate, so it is important to measure whether their role is useful and done in a mutually beneficial way. All three groups felt that any contact must be done through community structures. The mixed group did foresee the problem that local community leaders suffered a lack of confidence and trust within the community and thus any approach by government to these local leaders would be met with suspicion because they feel that the leaders would try and get some financial advantage for themselves before reporting back to the community. One of the ways whereby local leaders could win back some confidence, in the view of the business group, would be by improving the time of delivery which was regarded as being too slow.

One of the issues raised in the problem statement was that people's perception, attitudes and knowledge of government may vary for differing levels of government. It would appear that there appears to be a trend whereby there is a positive perception and attitude based on the knowledge available to members of the community

regarding the national government but a very negative one regarding local government and to a lesser degree provincial government. A point raised which is very valid is that more knowledge is needed on the different acts and policies which may affect people so that people know what and why government are doing. The mixed group also made its reservations about provincial and local government's lack of transparency and abuse of power and money. Even if these people were voted out of office, they said they would find it hard to even trust the new officials because of the temptation of all the benefits that such a position holds. This begs the question, what is going wrong between the decisions made by national government and the grass roots. A valid point raised by the mixed group is the issue of the temptation of officials to help themselves because of the fact of them being deprived from such positions for so long but other factors must also be looked at. There has been a lack of leadership experience within the ruling party because they have been in exile for most of their lives and so these leaders now wish to impose their personality and identity in order to secure a political future for themselves. This of course has an adverse effect on the development of impoverished areas and makes any growth difficult. To combat this the necessary structures must be in place in order to check that provincial, local and community leaders are doing what is required.

Delivery of service has been pointed in a few of the previous discussions as being crucial. This question therefore looks at this issue. There was total consensus on this issue. Local government's record of service delivery was very poor and their way of conducting themselves in their everyday activities was irresponsible. Provincial government on the other hand was seen to concentrate their efforts in urban areas. A possible solution would be to deploy people in the areas they are from. Many reasons exist for this. For one, the person will have more respect and co-operation from the community and the official will know the problems in the community and who could help with what. Especially in rural areas there can be nothing more unproductive than having a person in a responsible position who can not speak the language well with the community he/she is supposed to be serving. One of the schools in the area had a principal from the north-west province and the deputy principal was from the community. It appeared that the deputy principal seemed to get more things done and had a better rapport with the community than the principal because he was a responsible person known to the community. This is not to say that nobody can or

should work outside the area they come from because that would create a ridiculous situation. However if someone from another district or area can prove his/her credentials and perform his/her job then the place where that official comes from would be irrelevant.

The most important thing that has come out of this analysis is the needs that people have. It has become clear that jobs are imperative to the community. By getting jobs, people feel that criminal activity will decline and that standards of living will gradually increase. Parents will afford to send their children to school and an educated child will be able to provide for the family as well as inspire other children to do the same. On this theme, education was highly prioritised. The lack of schools and quality education was highlighted. Schools need to be built and recreational facilities need to be developed. Roads also need to be upgraded and improved because they posed an environmental hazard to the community, whether it be in dry or wet weather. As far as health was concerned, clinics needed to be placed in more accessible areas and there needed to be more of them that were fully equipped to deal with the type of problems that these communities encounter. AIDS is one such problem where awareness of the disease needs to increased. This must be done as has been mentioned, in the schools with the children and at home with adults who don't work. Mental health is something that was conspicuous by its absence in the needs of the participants. It is generally known that mental health illnesses are considered as taboo by African communities and although the groups weren't asked specific questions on it, they failed to mention it as part of their health needs.

As far as government intervention goes, the feeling exists that government is compelled to assist communities such as these because there is a linkage of responsibility between votes given to the ruling party in the election and deeds that must be done. This feeling is so strong that there is an attitude prevailing in this community that though they welcome assistance from organisations that are not from the public service, they accept them only on condition that their approach is legally done with good intention and that community participation be rewarded by remuneration. Though this has been discussed, I find it important to mention that some participants found that the government spends too much time on foreign issues and when it addresses local issues it tends to concentrate on urban areas. This is very

crucial in the development programme of South Africa, that government realise that a concerted effort must be made to reach out to the rural and semi-urban areas as well.

An important component of this study is of course, what the community thinks of the efforts of government. In this regard it was highlighted in Chapter 1 that different perceptions, attitudes or opinions may be attributed to national, provincial and local government/community structures. As it turned out, people have a lot of faith and confidence in national government with even increasingly less trust and confidence in provincial and local government. The perception exits that people in provincial and local government office as well as community leaders are abusing their position to enrich themselves. As a consequence, it is felt that some kind of policing of public money and of activities practiced by these people must be instituted. As far as participation goes, people are very willing to participate with national or provincial government because they know that leadership has more credibility there. With regards to local government and community structures they will work with them but they want to know what the plans are and what kind of delivery timetable these structures have. It is clear that the will of the people has to be taken seriously and that their trust is important in all this because development with out participation is futile.

With international organisations, NGO's and other extra-governmental bodies people are very willing to participate and learn from them on the proviso that their interest in helping the community is legitimate and genuine. These groups not only represent extra assistance, but also new ideas that can break down stereotypes, new opportunities and greater awareness of what it takes for a community to succeed.

5.2.4 **Analysis Theme 4:**Participation between Government and people.

The interactive behaviour between the people and government is very important, therefore this issue focused on how the people could help government and in what way this help from government should come. All three groups were prepared to help government by participating in any development project. Such an exercise would be beneficial because though participation could be initially voluntary, it would lead to

remuneration and further job prospects later on, especially for the youth. Knowledge of these projects seemed to be a problem. More information needs to be spread about these projects, who funds them and what they are intended to achieve so that participation can be enhanced and increased. Remuneration seems to be another problem. People are not willing to work for free. Government needs to perhaps find money to pay people or incentivate them to work on a timetable where a certain period will be voluntary and thereafter remuneration will take place. Reduced rates for a certain period can also be used as an incentive but either way participation must be encouraged so as to get people to improve their own lives.

It is evident that it is important to determine the level of approval of local government amongst the community and what the consequences of this level of approval may be. All three groups felt that they are willing to work with local government on various provisos. The student group wanted to see what plans local government had before doing anything and the mixed group wanted to be assured of quicker service delivery. The business persons group preferred to work with provincial government even though they were prepared to work with local government. It is very evident that local government and community structures need to do a lot to regain the confidence of the community itself. Without this, participation cannot occur and economies of scale can not be created. Like two of the groups mentioned, activities need to be well planned and delivery of essential services need to be accelerated. Once essential services have been provided and confidence in local structures has returned then the less essential services can be worked on.

5.2.5 **Analysis Theme 5:** Acceptance of outsiders.

This final theme of analysis looks at the perception, attitudes and feelings of people to receiving assistance from persons outside of government. It was interesting to note that the group of students would welcome such persons on the condition that their approach was done legally, hence indicating a little apprehension to persons outside of government. This may be because people expect such assistance or aid to come from their government and when others do so instead, questions are raised. It was felt, as described in the problem statement, that business should act as social partners

with government and community to build the previously marginalised parts of the country. The important thing in this regard is that business and government assist each other to reach the same aim and that replication doesn't occur. One thing that did come from the student group was that aid was not just wanted in terms of money but ideas and new knowledge that would help break stereotypes. It is very heartening to see that people are beginning to try and find alternative solutions to problems that affect them. It was only the business group who mentioned something slightly different in that they would like big business to finance and help create small business in the community so as to make people self sufficient.

A further issue worthy of discussion is to see how people would feel about working with non governmental people and perhaps compare it to how they feel about working with government people (theme 4) given the opportunity. It was encouraging to see that people did not differentiate in their desire to improve their living conditions when any such assistance came, be it from government or the private sector. Even by working together, the groups felt, business and government could combine to transfer knowledge of new skills and alternative approaches to problem resolution.

5.3 **Final Analysis**

In conclusion I wish to reflect back at the aims of the study and see what has been accomplished in that regard. The first aim was to measure the strength and direction of perception of participation and consultation of government in development programmes, the inputs of government and the degree of involvement and acceptance from the community. In the first instance, there seems to be a very negative perception regarding government consultation. Participants in the focus groups mentioned that no approaches had been made by government other than before election time which indicates a lack of application by local government or a total disregard for the plight of the people in this area. I have mentioned how this has reflected upon the participative aspect of developing the community and hence something must be done to bring the people back into working in and for their community. Information and knowledge is a major obstacle in this regard. Many participants mentioned that they would like to participate in development projects but

that they were not aware of when they were happening or where or who the contact person was. Clearly, the community needs to be kept informed of such activities.

The second aim was to measure the strength and direction of feelings of levels of acceptance of government intervention, the degree of consultation before any upliftment campaign and the level of concern and empathy of government in terms of its mandate. It has been mentioned that little to no consultation has occurred and little development activity itself has occurred. The feeling exists that these type of activities are occurring exclusively in urban townships and that the government is giving too much attention to matters that do not involve its own citizens. On the counter side it can be argued that there is a strong will of wanting to help from government and it is for this reason that national government enjoys such a high level of confidence. However, the government is one that has had little experience in governing since most of its leaders were in exile up to as recently as 10 years ago, therefore governing is a new experience which takes time in order for good leaders and governors to develop. As a new government, it is also important for it to establish itself in the international arena and hence it will inevitably spend a lot of time on foreign issues. Hence the tasks that face this government are huge and it must find the right balance between meeting the needs of all its citizens, not just the urban ones, and establishing itself as a respectable government nationally and internationally. The development of leaders for the government/s of tomorrow is also a priority.

The third aim was to measure the behaviour of people with regard to government intervention, expectations created and the way peoples lives have changed. People as has been mentioned, are very positive and enthusiastic about the future but they are fed up of all the political lies that they are fed every election. Delivery is what people want to see. Things are happening on the ground but they are happening very slowly. Stagnation of projects is very common, whereby financial irregularities occur and these must be sorted out before the project can continue. As far as changes in people's lives go, there have been improvements. The community in question has improved sewerage systems, there are a few more schools closer to the community and a general feeling of hope for the future, but this feeling needs to be converted into action. If government can not do this on its own, it must seek outside advice in

the form of creating public-private partnerships with the private sector. Such partnerships can assist to plan a two pronged approach to development whereby the expertise of both can be combined to meet the same aim. It is important that in this regard business and government don't compete with each other and duplicate each other's work but that they complement each other.

The final aim was to measure the perceptions, knowledge and behaviour towards other stakeholders such as international organisations regarding their acceptance and the awareness of the type of activities that they pursued. There has been a longstanding belief amongst people in rural or semi-urban areas that because the previous regime did not attend to their needs, that a democratically elected government, such as the ones voted in 1994 and 1999, certainly would. This perception has been extended to such a degree that companies who now have social responsibility programmes but who previously openly discriminated against impoverished people in rural or semi-urban areas are now viewed with suspicion. People in communities like these want to see that their approach is well intended and not just so that the image of the company be enhanced as one with a social conscience. Government also feels that its success will be measured by its ability to uplift these impoverished communities on their own which is why perhaps they will embark on projects without consultation, but merely for the sake of saying that something has been done. It has been mentioned numerous times before in this paper but the lack of experience in positions of leadership, especially in local government has led to people abusing power and money in order to enrich themselves because such opportunities were denied to them in the past.

It is clear to see that government has failed in terms of service delivery. The consolidation of democracy has been perhaps over emphasized at the expense of development of communities. Failure to address this will result in higher levels of illiteracy , poverty, malnutrition and rural decay. Not all however is doom and gloom in terms of governments efforts. The development infrastructure is there to make things work. It is simply a matter of planning things more effectively and using the help of the private, the NGO and the international sector to assist in the development at social, political and economic levels as has been discussed in this paper.

5.4 <u>**Concluding remarks**</u>

This chapter attempted to add meaning to the results of the previous chapter by expanding on the results that were described in the previous chapter. In the sixth and final chapter some final recommendations and closing thoughts are given as a means of concluding this study.

CHAPTER 6 OVERVIEW AND RECOMMENDATIONS

6.1 Introduction

This chapter presents an overview and gives recommendations to the study. It also mentions what the limitations of the study were and what possible resulting research from this study could be.

The vision of a future South Africa hence rests upon closer links between the private sector, government departments at national, provincial and local levels and the community. None of these three is any more important than the other and all three are interdependent on each other. Furthermore, government and private sector must realise that assisting urban areas alone is not beneficial in the long term. It may improve the bulk of the current workforce but people in rural and semi-urban areas, like the one studied in this paper, are also crying out for help and deserve to be treated equally. Knowledge was highlighted in the literature review in chapter 2, and it is important that people be informed and have the necessary knowledge regarding the state of their community and be aware of the choices available to them. The recent 2000 local government elections showed that the ANC swept through all the wards in this area although there was a nationwide pattern whereby up to 60% of ANC voters did not vote. This may be because they did not register or simply chose capriciously not to vote but it is more likely that they chose not to vote out of disillusionment with local government and community structures. It is clear then that local government, which has been strengthened and prioritised with much higher profile leaders, has now an opportunity to win back the trust, confidence and respect of the communities they serve. If this can be done and businesses can continue to help in ways that meet their objectives then the first step in reconstructing South Africa and restoring a dignity, that is so important to people in a developing world, will be achieved.

6.2 **Future research**

This study began as an attempt to find out what people in previously disadvantaged areas felt about the new political landscape and how it was working for them. It had been envisaged that by ascertaining this, that perhaps underlying links and reasons for dynamic political behaviour would be explained. It however became clear during the research that finding why people behave politically in the way that they do would need more detailed information than what this study accommodated for. It is interesting to note, that a study similar to this one has not been done before, at least not in the post-1994 South Africa, whose political climate had vastly changed from before 1994. It would therefore be a starting point for further studies that relationships between community and local government structures be investigated in order to determine what the reasons for people's political behaviour are.

It may be interesting to repeat the study in areas with different characteristics like in Kwa-Zulu Natal or the Western Cape where the ruling party at regional level differs to the ruling party at the national level.

6.3 **Limitations of the study**

It is also the intention of this paper to be as humble as possible with regard to the topic and therefore not to determine reasons for the underlying forces that constitute a community's dynamic political behaviour.

This paper has its limitations in that it is not generalisable to communities all around the country. The study took place in one section of Soshanguve and although many conditions in this area may be replicated elsewhere, the views of the people in other areas may not. It is however the writer's opinion that the results from this study can be applied broadly to address the questions that this paper set out to investigate.

6.4 **Recommendations**

This paper, though critical of government in part, was not intended to be such, but rather to complement current government policy in order to alleviate the cycle of

poverty that exists. In this light I do not wish to make any specific recommendations but rather suggest that policies be reviewed in terms of community participation and government involvement therein as well as looking at current programmes government may be involved in and how best to maximise their output by involving the community.

It is evident that a problem exists in local government and in the delivery of services and somewhere, something must be done to correct this situation. Reaching out to the private sector, international organisations, NGO sector and the community itself is a constructive starting point.

Private sector on the other hand, has a strong role to play. Having such a strong influence on the country's economy is a big responsibility to carry. Therefore the private sector has to re-assess its position in the environment in which it operates and ask itself what can it put back into the community for the community and not for itself. Community structures will make it clear that businesses wanting to glorify themselves through a social responsibility programme will not be welcomed or have the community's support. Private sector must try and become more people centred in its approach to social responsibility.

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8. Appendix A   **Focus group Question Schedule**

1. Has Government ever approached your community with the view to try and improve living conditions?

2. Has an international organisations or a non-political South African organisation ever approached your community?

3. What in your opinion are the major problems in your community that need attention and how could they be addressed? (e.g. Corruption, security, roads, education, health, jobs, transport, etc.)

4. Do you think there is a high level of political tolerance or are political discussions dominated and controlled by one group/party.

5. Would you be prepared to help Government in improving your living conditions?

6. How do you think Government would be able to help your community?

7. Do you think Government has a responsibility to helping communities like yours?

8. Do you know of anyone who is not from the South African Government who is working to improve your community

9. How do you feel about these outsiders presence in the community and what do you feel they can do for your community?

10. Would you, as a member of your community, be willing to co-operate with any such group? Would you welcome such a group into your community?

11. How do you feel about Government working in your community to improve living conditions? Are you in favour of this and how do you think they should approach the task of improving the living conditions in your community?

12. What do you think about Government's intervention in trying to uplift communities like yours? How does provincial and local Government implement the policy laid out by national Government?

13. How willing are you to participate with provincial and/or local Government with regard to improving the living conditions in your community? Do you accept their presence in your community?

14. Do you feel that the policies and promises set out by national Government are being kept and delivered by provincial and local Governments? I s their delivery satisfactory in your community?