The Developmental Role of Social Work in Local Government in the City of Tshwane Metropolitan Municipality (CTMM)

by

Siphiwe Martha Mahlangu

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

Master of Social Work (MSW)
Specialising in Social Development and Policy in the

Department of Social Work and Criminology
at the

UNIVERSITY OF PRETORIA

FACULTY OF HUMANITIES

SUPERVISOR:Prof. Dr. A. Lombard

July 2013

DECLARATION

Full name: Siphiwe Martha Mahlangu

Student number: 21233994

Degree: MSW (Social Development and Policy)

Supervisor: Prof. Dr. A. Lombard

I declare that this research report is my own work. It has not been submitted for any degree or examination neither at the University of Pretoria or any other University. All the sources used or cited have been indicated and acknowledged by means of a complete reference in accordance to the university requirements.

Siphiwe M. Mahlangu   Date: 22 July 2013

ACKNOWLEDGEMENTS

All the honour and glory for this achievement go to the Father, the Son and the Holy Spirit.

I would also like to thank the following people:

- Supervisor Prof. Dr. Lombard for her patience and guidance throughout this study.
- The CTMM management for allowing me to conduct the study in their organisation.
- All the respondents for the study who consented to participate in the study.
- My late grandparents for having motivated me to use all the opportunities to study and let the sky be the limit for me to have a better life to the one they had.
- My two lovely, beautiful and well-behaved daughters Nkateko and Rirhandzu Nkhwashu for their support both physically and emotionally.
- My parents, sisters, brothers, nephews and niece for their prayers and encouragement.
- My pastors and their wives for imparting the word of God that is the basis of my inspiration.
- Everybody who has contributed and supported me throughout this study.

ABSTRACT

The developmental role of social work in local government in the city of Tshwane Metropolitan Municipality (CTMM)

By

Full name: Siphiwe Martha Mahlangu

Student number: 21233994

Degree: MSW (Social Development and Policy)

Supervisor: Professor Dr. A. Lombard

The adoption in 1997 of the developmental approach to social welfare by the South African government has mandated a developmental role for social work in all sectors and fields, including that of local government. This approach is in line with the developmental role of municipalities. However, despite the mandate, the developmental role of social work has not yet been defined and has therefore not been widely recognised in the context of local governmental. The goal in conducting this study was to determine the developmental role of social work in the local government of the City of Tshwane Metropolitan Municipality as defined by the social workers themselves, and as also perceived by their co-workers. Social workers and their co-workers, who were from different professional categories, comprised the two groups of respondents in this study. Purposive sampling was used to select the two respective groups from one of the CTMM departments, the Department of Health and Social Development.

The goal of the study required applied research. The study itself was guided by the qualitative approach and employed a case study design. The data was collected during focus groups and one-on-one interviews, following a semi-structured schedule.

The findings indicated that there was a clear understanding of the developmental role of local government, but that there was a lack of clarity as to the social workers' developmental role. The study concluded that the confusion about the role had been caused by the lack of both appropriate training for social workers in this respect and a proper tool with which to monitor and evaluate the role, as well as the existing

discouraging environment, none of which were conducive to a satisfactory performance by social workers.

It is recommended that the job descriptions of social workers be revised to include their developmental role in the CTMM and that this be formalised in a policy. This would not only demarcate the role of social workers, but would also oblige the CTMM to create an enabling environment in which they could carry out this role. CTMM should, in collaboration with all stakeholders, explore, develop and implement a suitable monitoring and evaluating tool for the developmental role of social workers.

KEY CONCEPTS

City of Tshwane Metropolitan Municipality(CTMM)

Community development

Co-workers

Developmental local government

Developmental role

Municipality

Social development

Social workers

TABLE OF CONTENTS

x

LIST OF FIGURES

LIST OF TABLES

CHAPTER ONE

GENERAL INTRODUCTION AND ORIENTATION TO THE STUDY

1.1 INTRODUCTION

In 1994, when the South African democratic government came into power, it had to review its welfare system and policies and design a new, more relevant welfare policy in line with the transformation agenda (Lombard, 2008a). The White Paper for Social Welfare (Republic of South Africa [RSA], Ministry for Welfare and Population Development, 1997) forms part of the policies adopted in this country and promote the developmental approach to social welfare, which means a "more just, equitable, participatory and appropriate" welfare system for all South Africans (Patel, 2008:73). Within this context, the developmental approach formed the theoretical framework for this study.

The goal of the developmental approach is to create "a humane, peaceful, just and caring society which will uphold welfare rights, facilitate the meeting of basic needs, release people's creative energies, and help them achieve their aspirations, build human capacity and self reliance, and participate fully in all spheres of social, economic and political life" (RSA, 1997:2).

The 1995 Copenhagen Social Development Commitments and the Millennium Development Goals (MDGs), to which the South African government is a committed signatory, have been incorporated into the developmental approach to social welfare. This approach is facilitated through social development and is moulded by its theory (Gray, 2006:S53; Lombard, 1996:165).

The government is regarded as the primary promoter of social development (Midgley, 1995, in Lombard, 1996:165). As a strategy for fulfilling its social development mandate, the SA government devolved its service delivery responsibilities to local government, ordaining it as its frontier of service delivery (RSA, 2000). However, the former SA local government did not support democratic development (Nabe, 2000:2) and had to transform by adopting a developmental approach (RSA, 1996).

1

The White Paper on Local Government (RSA, 1998a) provides definition and the characteristics of developmental local government. Further, lists the three key developmental outcomes of local government (RSA, 1998a:15). The roles of developmental local government are legislated in Section 152(1a-e) of Chapter 7 of the Constitution (RSA, 1996). The definition, outcomes and roles of developmental local government will be discussed in chapter two. The achievement of developmental outcomes is dependent on changes in the way in which local government operates (RSA, 1998a).

The Department of Provincial and Local Government (DPLG) identified the Integrated Development Plan (IDP) as one of the three interrelated approaches and tools that can assist local government municipalities in becoming developmental (RSA, 2000). The IDP's processes are highlighted in the Municipal Systems Act 32 of 2000. One of the primary objectives of the IDP is to enhance service delivery (IDASA, 2005a:97). To achieve this objective, all stakeholders who reside in a municipal area and conduct business within it have to participate in the IDP process (Hofmeyer, 2007).

Stakeholders are internal and external persons who have a direct or indirect stake in local government because they can affect or be affected by its actions, objectives, and policies (Alexandrou, 2009). External stakeholders include the community, the private sector, NGOs and other government departments (and their agencies) and academic institutions (RSA, 2006), while the internal stakeholders include local government staff, ranging from senior executive to lower levels (Queensland Department of Infrastructure and Planning, 2008). Local government staff, including social workers, thus form part of the internal stakeholders.

Social work is a discipline and profession committed to the improvement of human conditions and to the enhancement of quality of life (*New World Encyclopaedia Contributors*, 2008). Social work promotes social change, problem-solving in human relationships and the empowerment of people and their liberation, thereby enhancing well-being (International Association of Schools of Social Workers (IASSW), 2001; International Federation of Social Workers (IFSW), 2001). Moreover, social work is concerned primarily with the vulnerable and the poor (Lombard, 2008b:122).

The adoption of a developmental social welfare policy in South Africa mandated a role for social work in human, social and economic development (Lombard, 2008b:123). However, despite the adoption of the White Paper for Social Welfare (1997), "the first decade of democracy has been overshadowed by doubts and questions [amongst social workers themselves with regard to] the profession's ability to contribute to, and deliver upon, social development goals" (McKendrick, 2001, cited by Lombard, 2008c:129). This resulted in the "sidelining of social workers as contributors to social development and nation-building, and leaving them feeling demoralised" (Gray, 2000, in Lombard, 2008c:129).

In the City of Tshwane Metropolitan Municipality (CTMM), social workers are not perceived by themselves, management or their co-workers to be skilled social development partners who are relevant in the execution of their developmental mandate within local government. This is evident in their outputs. For example, social workers in the CTMM do not facilitate community engagement in the Expanded Public Works Programme, which is one of government's range of programmes aimed at alleviating poverty.

The non-involvement of social workers in such major poverty-alleviation programmes is a further indication that neither management nor their co-workers expect them to be engaged in social development programmes of this nature. However, this does not mean that social workers are, overall, not involved in such programmes.

Sarah Modise (personal interview, November 2008), who is one of the Health and Social Development Department's Directors in the City of Tshwane Metropolitan Municipality , confirmed that social workers in the CTMM are involved in community development. However, this involvement is limited as far as a developmental focus on social work goes, so the developmental social work role in the CTMM is not optimally implemented.

In the interview with Sarah Modise (2008), the researcher learnt that social workers in the CTMM are still perceived as most relevant for their traditional focus on continuing care services, which include identification and registration of indigent households, counseling, and issuing food parcels and blankets whenever there is a community crisis. It is the premise of this research that the CTMM social workers'

3

perception and understanding of their developmental role determines their input, output and impact. This consequently influences the perceptions by other stakeholders in local government of the role of social work in social development.

Gray (1996:11-12) defines developmental social work as a type of social work which "affirms the social work profession's commitment to the eradication of poverty, recognises the link between welfare and economic development, and construes welfare as an investment in human capital rather than a drain on limited resources". Patel (2008:74) adds that the aim of developmental social work is to promote social change through a focus on both the person and the environment, plus the interaction between the two. This mandate is in line with the developmental role of local government, as outlined in Section B (1) of the White Paper on Local Government (RSA, 1998a:12), which emphasises participation by communities in their own development. Gray and Mubangizi (2009:2) argue that community development is the primary developmental role played by social workers in local government. The community development role deepens democracy, which the local government in turn upholds (De Visser, 2009:11). Community development is a strategy of social development (Midgley, 1995), which emphasises, according to Gray (1996:11), "the participation and involvement of local people, the importance of empowerment through education, capacity building and community organising".

Section 51 of Chapter 7 of the Local Government Municipal Systems Act 32 of 2000 requires the local government to provide an enabling environment for its staff component, and the related policy framework and principles are provided in the Act. An enabling environment provides a "participatory, equitable, fair, open and non-discriminatory working environment", and includes capacitating social workers to perform their developmental roles, involving them in management decisions and providing the necessary resources to execute their mandate (RSA, 2000).

In this study, the local government focus was on the City of Tshwane Metropolitan Municipality (CTMM). The CTMM was established on 5 December 2000, when various municipalities and councils that had previously served the greater Pretoria and surrounding areas were integrated (CTMM, 2006:1). Within the scope of this study, the researcher focused on one of the City of Tshwane Metropolitan Municipality Department, namely the Health and Social Development Department.

4

The department's main goal is to ensure that residents have access to an integrated and comprehensive system of social services, facilities and programmes (De Beer, 2008). This goal was pursued at the time of the study through its three divisions and one unit, Emergency Medical and Ambulance Services, Health Services, Integrated Community Development and the Multi-sector Aids Management Unit (De Beer, 2008).

The Integrated Community Development (ICD) division is comprised of social workers, so the other two divisions and the unit staff were, for purposes of this study, regarded as their co-workers. They included professional and para-professional health staff, including doctors, pharmacists, nurses and ambulance practitioners; educational training and development, i.e. teachers and principals; administration and operational support; and HIV/Aids operational and support staff. The ICD division is comprised of four units, the Policy, Research and Programme Management, Special Projects, Community Development and Empowerment and Indigent Policy Management (Mogotsi, 2008).

The development role of social work is not generally recognised in the City of Tshwane, so the profession is not adequately linked to social development. As a result, most of the social development programmes, including major poverty alleviation programmes, are driven and run by professionals and non-professionals who are not social workers. In clarifying the role of social work in local government, this becomes important.

The job descriptions of social workers should be revised to include the developmental role of social workers in the CTMM and formalised in a policy.The necessity for clarifying the developmental role of social work in local government in the City of Tshwane Metropolitan Municipality not only sprang from the researcher's perspective and from literature (cf. Patel, 2005), but was also confirmed by Sarah Modise (personal interview, November 2008) and Dr Prince Molefe (personal interview, April 2009). Dr Molefe is a social worker by profession and a community stakeholder of the City of Tshwane Metropolitan Municipality local government.

This study intended to identify and clarify the developmental role of social work in the City of Tshwane Metropolitan Municipality and hence in local government. It is

5

envisaged that the study will benefit both the social workers and their co-workers. Clarity as to the developmental role of social work amongst social workers will in turn facilitate clarification of their developmental role in local government amongst co-workers and management, including the division line managers, the departmental management and members of the mayoral committee (MMCs). Further, clarity will facilitate the formulation of a policy framework, which, in turn, will serve as a tool for creating an enabling environment in which social workers can execute their developmental role in local government.

1.2 PROBLEM FORMULATION

Chapter 7 of the Constitution (RSA, 1996), promotes the notion of the decentralisation of developmental welfare functions and hence social development to bring the functions to local government level. Social workers are key role players in local government and have a mandate to contribute to social development, which they can do through community development (Lombard, 2006:13). Despite the clear mandate for developmental social work outlined in the White Paper for Social Welfare (RSA, 1997), no welfare policy has yet been developed that defines the developmental role of social work in local government (Patel, 2008:72). Subsequently, the developmental role of social workers in the partnership and in coordinating services and programmes in local government is not yet fully recognised, as is the case with the City of Tshwane Metropolitan Municipality. Patel (2008:74) says the role of developmental social work breaks with the "social treatment approach, with its sole focus on remediation, social pathology and individual clinical practice". However, in the City of Tshwane Metropolitan Municipality there is an over-emphasis on the traditional role of curative and micro intervention(s), which focus on counselling, protection and continuing care services, as opposed to promoting social development through interventions such as community development, capacity building and empowerment practice.

Reasons for this can be attributed to social workers' own uncertainty of their role in social development, which in turn creates uncertainty amongst other role players in local government. Lombard (2008a:167) maintains that in order for social workers to master their developmental role they should: "[c]learly define their developmental

6

role, understand the socio-economic political context in which they operate, [and] ensure that the intervention programmes and funding proposals should reflect the social development commitments of the Copenhagen Declaration and the Millennium Goals". Hence, the development role of social work depends on a clear perception of the profession's role in social development. Understanding their developmental roles in local government would not only impact positively on the interventions and programmes in which social workers engage, but would also position them in relation to the other role players' respective roles and contributions in local government with regard to social development. This in turn would bring about a better understanding of the developmental role of social workers by their co-workers and managers and would acknowledge and recognise social workers as key role players in local government. However, the developmental role of social workers should be formalised in a policy to demarcate their role and to oblige the CTMM to create an enabling environment in which social workers could execute their developmental role. Brinkerhoff (2004:2) maintains that an enabling environment can be seen as "the latest version of concern for sustainability and effectiveness which enables employees to deliver a higher standard of service".

In summary, social workers have a mandate to play a role in local government in promoting social development. This role is not sufficiently recognised by other role players in local government, especially internal stakeholders. This is mainly on account of social workers' own perspectives on the developmental role of social work in local government as well as those by their co-workers and management.

This study intended to determine the role of developmental social work in local government based on literature and the perspectives by social workers, their co-workers and their managers within the Health and Social Development Department of CTMM. Role clarification could contribute in raising awareness and initiating a process of establishing the developmental role of social work in local government.

1.3 THE GOAL AND OBJECTIVES OF THE RESEARCH STUDY

The goal and the objectives of the study were as follows:

1.1 1.3.1 Goal of the study

The goal of the study was to determine the developmental role of social work in the local government of the City of Tshwane Metropolitan Municipality.

1.3.2 Objectives

- To identify and conceptualise the developmental role of social work in local government within the theoretical framework of developmental social welfare;
- To determine the understanding and view of social workers and their co-workers on various levels ranging from junior to management levels, on the developmental role of social work in local government in the City of Tshwane Metropolitan Municipality;
- Based on the research findings and conclusions, to propose ways for raising awareness and initiating a process of establishing the developmental role of social work in local government.

1.4 RESEARCH QUESTION

In accordance with the qualitative nature of this study (Fouché, 2005a:116), the following research question guided the research:

> *What are the views of social workers and their co-workers regarding the developmental role of social work in local government within the City of Tshwane Metropolitan Municipality (CTMM)?*

1.5 RESEARCH METHODOLOGY

The study utilised a qualitative research approach and adhered to the ethical principles. A comprehensive discussion of the research methodology and the ethical considerations will be provided in Chapter Three.

The study utilised a qualitative research approach to gain an understanding of the views of social workers and their co-workers of the developmental role of social work in local government within the City of Tshwane Metropolitan Municipality. This choice was in line with the qualitative research approach which identifies more with the

interpretation of observations for the purpose of discovering underlying meanings and patterns of relationships (Babbie, 2008).

This study had an applied research goal. It intended to find a solution to the problem experienced in practice (Fouché, 2002:108), namely that the developmental role of social work is not clearly defined and thus recognised in local government for its contribution to social development. The research design was a case study (Babbie, 2008:326) and in particular an instrumental case study which was an appropriate choice because the researcher wanted to gain knowledge and an understanding of the development role of social workers in the City of Tshwane Metropolitan Municipality (Fouchè, 2005b:272).

The population for this study was all the social workers and their co-workers within the Health and Social Development Department of the City of Tshwane Metropolitan Municipality from which the researcher wanted to draw conclusions (Babbie, 2008:121). The method used to select the sample for the two respondent groups was purposive sampling which is based on the judgment of the researcher (Strydom 2005a:202) and the purpose of the study (Babbie, 2008:204). The social workers' sample constituted thirteen (13) participants. The co-workers sample comprised ten (10) participants from different professional categories. In accordance with the predominant mode of data collection in qualitative research (Greeff, 2005:286), the researcher conducted focus groups and one-on-one interviews. A semi-structured interview schedule was utilised for the interviews to ensure flexibility in the data-gathering process (Greeff, 2005:292, 296). The researcher used Creswell's (2007) five steps analytical spiral to analyse the collected data.

1.6. DEFINITION OF CONCEPTS

The key concepts of the study are defined as follows:

1.6.1 Local government

The researcher conforms with the definition in the Constitution (RSA, 1996) of local government as a distinctive sphere of government, interdependent and interrelated with national and provincial spheres of government.

1.6.2 Developmental Social Work

Patel (2005:206) defines developmental social work as "the practical and appropriate application of knowledge, skills and values to enhance the well-being of individuals, families, groups, organisations and communities in their social context". Gray (2006:S54), defines developmental social work as "the type of social work said to be relevant to, and practised within the new developmental social welfare system". Gray (2006:S53) delineates developmental social welfare as the name given to South Africa's transformed welfare system shaped by the theory of social development as embodied in the White Paper for Social Welfare (RSA,1997).

2   For purposes of this study, developmental social work refers to the community and social development role of social work in a local government that has embraced the developmental approach.

3

1.6.3 City of Tshwane Metropolitan Municipality

In order to conceptualise the concept 'City of Tshwane Metropolitan Municipality', the term metropolitan municipality, will be defined.

-   Metropolitan municipality

Section 151(1-3) of the Constitution (RSA,1996) defines 'municipality' as a component of local government which has the right to govern, on its own initiative, the local governmental affairs of its community, subject to national and provincial legislation, as provided for in the Constitution. The Local Government Municipal Structures Act 117 of 1998 defines 'metropolitan municipality' as a municipality that has exclusive executive and legislative authority in its area, which is described in section 155(1) of the Constitution (RSA, 1996) as a category A municipality. Section 155(a) of the Constitution (RSA, 1996) defines category A as a municipality that has exclusive municipal executive and legislative authority in its area.

-   City of Tshwane Metropolitan Municipality

The City of Tshwane Metropolitan Municipality (CTMM) is a municipality established in terms of Chapter 7 of the Constitution (RSA, 1996). The City of Tshwane Metropolitan Municipality covers an extensive municipal area of 3 200 square kilometres, with boundaries stretching for 50 kilometres east-west and 65 kilometres north-south (City of Tshwane Metropolitan

Municipality (CTMM), 2008:11). The CTMM is located in the Gauteng Province and incorporates the following areas: Pretoria, Centurion, Akasia, Soshanguve, Mabopane, Atteridgeville, Ga-Rankuwa, Winterveld, Hammanskraal, Temba, Pienaarsrivier, Crocodile River and Mamelodi. The area is inhabited by approximately 2, 2 million people (City of Tshwane Metropolitan Municipality (CTMM), 2006:1).

1.7 LIMITATIONS TO THE STUDY

For reasons beyond the researcher's control the intended six comprised participants for each of the two social workers' focus groups was not realised. Creswell (2007:126) cautions that sampling can change during the study and advises the researcher to plan ahead for such cases. The researcher had over-recruited by 20% for the three focus groups respectively to cover for no shows (Greeff, 2005:305). For the two social work groups seven respondents were recruited respectively and from the co-workers group twelve. Only five participated from the social work category at supervisory and managerial levels and only two participated from the social work group at junior level. The others withdrew because of work related commitments and could not be replaced immediately given the short notice. The same was applicable for the co-workers' group, out of nine only five participated. According to De Vaus (2002:240) sampling is less structured and less strictly applied in qualitative research. Patton (2002:244) maintains that there are no rules for sample size in qualitative research whereas Sarantakos (2000:156) states that sampling is based on data saturation and not on representation. Greeff (2005:305) states that the minimum acceptable size of a focus group is four (4). The two focus groups namely social workers at supervisory and managerial level and the co-workers were in line with theory. However, the junior social workers one was not and hence one on one interviews in a joint session set-up as per their consent were held with the two juniors. The researcher continued with the scheduled interviews because the available samples were in a position to provide useful information on the subject at hand and the researcher did not want to waste the available time and resources (Strydom & Delport, 2005a:328).

1.8 CONTENTS OF THE RESEARCH REPORT

The contents of this research report have been divided into four chapters. The outline of these chapters is as follows:

CHAPTER ONE constitutes the general introduction and the orientation to the study.

CHAPTER TWO focuses on the developmental approach as the theoretical framework for the study. Furthermore, it discusses social welfare and social work, the role of local government within a developmental context, and the role of developmental social work role within local government.

CHAPTER THREE **presents the research methodology, the ethical aspects of the**

study, the findings and the discussion of the findings.

CHAPTER FOUR presents the key findings of the study, the conclusions and recommendations from the study.

CHAPTER TWO

12

THE ROLE OF SOCIAL WORK IN COMMUNITY DEVELOPMENT IN LOCAL GOVERNMENT

2.1 INTRODUCTION

Social workers have always been regarded as the chief providers of social welfare services, so the adoption of the developmental social welfare approach has had a profound effect on their role in service delivery (Gray & Lombard, 2008:132). They are crucial role players in the country's adopted reconstruction, development and redistribution process to address the challenge of achieving integrated social and economic development within the broader macro-economic, growth-orientated framework (Lombard, 2008d:25). In the developmental approach, community development is promoted as a strategy for achieving social development goals (Midgley, 1995; Midgley, 2010:4). In this context, community development forms the theoretical framework for this chapter.

However, if community development is to be effective, communities have to exercise their right to participate (Patel, 2005:105). Community participation does not just happen (Mubangizi, 2008a:281), nor does it take place in a vacuum (Tshabalala & Lombard, 2009:397). Local government is an arena in which citizens can exercise their right to participate, so it is therefore a key role player in the execution of community development at the local level (African National Congress (ANC), Reconstruction and Development Programme (RDP), 1994; RSA, 1998a:42). The developmental role of local government, which promotes community development, is outlined in the Constitution of the Republic of South Africa, 1996. The formal imperative for a community development role in local government is expressed through the legislative and policy framework governing this tier of government (see 2.5 for further discussion). Despite this mandate, Gray and Mubangizi (2009:4) argue that community development facilitation in the country has as yet been overwhelmed by limitations. This poses an enormous challenge to local governments in achieving social development goals.

A key component in the promotion of community development within local government is its human resources, particularly social workers. Gray and Mubangizi

13

(2009:2) affirm community development as a developmental role for social workers in local government. Gray and Lombard (2008:141) assert that community development has long been accepted as a role in social work. Patel (2008:72) argues that the role has been re-emphasised in the mandate by the White Paper for Social Welfare. However, the role of social workers in community development does not negate their traditional one (Lombard, 1996:163), which is concerned with micro level rehabilitation, counselling, protection and continuing care services (Lombard, 2008a:158). Social workers have an important role to play in community development in the context of social development (Lombard, 2008a:165). However, the role of social work in community and social development has not yet been clarified as far as the local government arena is concerned (Patel, 2008:72). This is also the case for the City of Tshwane Metropolitan Municipality (CTMM). Social workers in the CTMM have always successfully executed their traditional role when it comes to individuals and families. However, their community development role in the CTMM has been neglected (Modise, 2008). Specific clarity is therefore needed on the role of social workers in community development in local government with a view to acknowledging the profession for the role it plays in integrated social and economic development.

This chapter will focus on the theoretical debates on what the community development role means for social workers in local government in the context of social development. The discussion will include the legislative and policy frameworks that mandate community development in local government. As a point of departure, the chapter will look into the effect of the local government transformation process on the social workers in CTMM, particularly when it comes to defining their community development role.

2.2 TRANSFORMATION AND SOCIAL WORKERS' ROLE IN CTMM

According to Bhattacharyya (2004:6), the importance of social workers defining their role in community development within their organisations is that of preventing other disciplines from doing it on their behalf. Gray and Lombard (2008:141) concur that the responsibility of defining and shaping social workers' professional identity and role in community development lies with social workers and not with other disciplines

14

and politicians. Unfortunately, the social workers' role in community development has already been defined by others in such a way that it disadvantages them (Bhattacharyya, 2004:6). As indicated by Bhattacharyya (2004), this has been to the disadvantage of social workers in local government and consequently the CTMM.

In 2001, when the CTMM started to implement the adopted local government development approach, social workers were placed at a disadvantage when they were stripped of their professional identity. This was done by converting their title from 'social worker' to 'development worker'. The title change threatened social workers' identity, dignity and integrity (Lombard, 2008c:130). The CTMM's Health and Social Development departmental management, who at the time agreed to this name change, included the mayor, his mayoral committee member [politician] and senior management, which included a social worker. However, the senior management for social workers, who were involved in this decision, failed to consult on the matter with subordinate social workers. According to Modise (2008), when the news was divulged to the social workers, they tried in vain to challenge the decision taken by their senior management as a form of collective resistance. Simultaneously with the title conversion resolution, a decision was taken by the same management that social workers should focus solely on community development and abandon their traditional role (Modise, 2008). The decision was in contrast with the caution by Gray and Lombard (2008:141) that, if social work were to embrace its community development role, this should not be pursued at the expense of the traditional role. Social workers passively obliged. However, at the same time, they were unclear about what their mandated community development role entailed. The abandonment of the traditional role had a profound effect on social workers' function when it came to service delivery and hence the CTMM's communities. This is understandable because of the integrated nature of micro and macro practice, especially with a developmental social welfare approach (Patel, 2005). Communities complained to the mayor, Dr Gwen Ramokgopa, who came to office five years later in 2006 that the local government did not offer social services and case work to individuals and families as had always been done in the past. At that stage, individuals and families took their social problems to the social workers in the CTMM and they would intervene. However, that was no longer taking place. The service from social workers

15

shifted to assessment and referral to non-government organisations, including NGOs, CBOs and FBOs, who also failed to assist them owing to lack of resources.

The mayor could not understand the rationale of discarding the social work traditional role. According to Modise (2008), the mayor was well versed in the role of social workers. She had gained her knowledge from having served for seven years as the Member of the Executive Committee (MEC) for Health in the Gauteng Government and from having chaired the Provincial Social Development Committee before coming to CTMM. After investigating the matter, the mayor instructed social workers to resume their traditional role and to integrate it with their community development role (Modise, 2008). Furthermore, she instructed them to revert to their 'social work' title (Modise, 2008). However, the review of the role by the mayor included an instruction to continue excluding statutory work, arguing that it was not one of the competencies of social workers working at the local government level, but was a function at the provincial level (Modise, 2008). As indicated in the introduction (see 2.1), statutory services form an aspect of the social work profession's traditional role.

Lombard and Kleijn (2006:216) assert that, in the integrated developmental context, statutory social work services are incorporated under protection services. Statutory social work services (Kleijn, 2004:22) transcend merely going to court, as three phases are involved, prevention and early intervention services, the statutory intervention and the reunification services. Statutory social work services can therefore be integrated into the social workers' community development role (Landman, 2004:42; Landman & Lombard, 2006:3). When it comes to statutory work, social workers in local government do not open and proceed with court cases. This, in itself, is not a problem, because it focuses social workers' contribution to addressing challenges of poverty and inequality, thus promoting development on the local level.

The then mayor, Dr Gwen Ramokgopa, who resigned at the end of October 2010, has laid a foundation for the recognition of CTMM social workers' professional mandate. She paved the way for social workers to take up their responsibility to build on this foundation by taking on an active role in defining and clarifying their role in

community development in local government. One of the mechanisms for defining and clarifying the role is to have a clear job description. Riley (2012) defines a job description as a written statement that describes the purpose of a job, where the job fits into the organisation structure, the main accountabilities and responsibilities of the job and the key tasks to be performed. In 2008 when the researcher interviewed Ms Sarah Modise, the process of compiling the job descriptions was underway, carried out by social workers. The procedure of compiling the job descriptions was completed in 2012. However, the job descriptions for all levels namely junior, senior and deputy director have not provided clarity on the social workers' community development role in local government.

Unless the community development role of social workers is clarified within the context of local government's development approach, their community development facilitation at the local level will continue to be overwhelmed by limitations (Community Development Foundation, 2006:3; Modise, 2008). Social workers' community development role is conceptualised within the context of developmental social welfare.

2.3 DEVELOPMENTAL SOCIAL WELFARE

Gray (2006:S53) defines developmental social welfare as "… the name given to South Africa's new welfare system". Patel (2005:98) captures developmental social welfare in five key themes:

- The rights-based approach;
- Inter-relations between social and economic development with a view to defeating the distorted and uneven nature and form of development of the past inherited injustices;
- Democracy and participation in development;
- Social welfare pluralism with particular reference to the role of the state and civil society in social development;
- Reconciling the micro-macro divide in developmental social welfare theory and practice.

According to Gray (2006:S53), the developmental social welfare system's uniqueness lies in the fact that it is 'moulded' by the theory of social development as embodied in the White Paper for Social Welfare (RSA, Ministry for Social Welfare and Population Development, 1997). Social development supports the goal and themes of developmental social welfare by promoting, inter alia, that the poor and those who have been socially, economically and politically excluded be placed at the core of welfare interventions (Patel, 2005:110). Further, it advocates that welfare services and programmes should be developed to solve the problems connected with the unmet needs of communities (Patel, 2005:156). However, the term social development should not be confused with that of developmental social welfare (Lombard, 2008a:159). This study supports the view that social development is an approach to social welfare (Midgley, 1995:25) as will next be discussed.

2.4 SOCIAL DEVELOPMENT APPROACH

The social development approach is aligned with the United Nations Social Development Declaration signed by heads of state, including South Africa, at the 1995 Copenhagen Summit (Midgley, 2001:272). It also underpins the Millennium Development Goals (MDGs) (Lombard, 2008a:157).

The ultimate goal of social development is the achievement of 'human' well-being through social change efforts (Patel, 2005:29; Payne, 2005:219). O'Brien (2001:66) defined social change efforts as "Actions that contribute to the advancement of society and advocate for equal access to resources for marginalised or less fortunate individuals in society". The link between 'social change' and 'well-being' is captured by Lombard (1996:165), who indicates that social development promotes well-being through coordinated social change which aims at improving the population's health, education, housing, employment, living standards, and safety, and focuses on outcomes to bring about change. The country's long term goals on social development and on how to achieve them are captured in the National Development Plan (NDP) 2030 (RSA, 2011a).

Midgley (1995:25) defines social development as "A process of planned social change designed to promote the well-being of the population as a whole in conjunction with a dynamic process of economic development". It can therefore be

18

deduced from the definition that the economic and social processes are equally important components of the development process. Gray (2006:S53) posits that the social development approach combines social and economic goals for combating poverty. Social development cannot take place without economic development, and economic development is meaningless if it fails to bring about significant improvement in the well-being of communities (Midgley & Tang, 2001:246). It is therefore very important for social workers to acquire an understanding of economic issues and how to integrate economic development strategies and social service interventions processes into their community development role (Patel, 2005:110). Patel (2005:30) asserts that the connection between social and economic development can best be achieved by means of macro-economic policies that promote employment. However, such policies should promote the social inclusion of people in the developmental process through employment and self-employment and should promote human well-being (Patel, 2005:30). The social development approach seeks to promote people's active engagement in their own welfare through the creation of community-based and participatory programmes, through increased self-reliance and through greater social investments that enhance people's capacity to participate in the productive economy (Midgley, 2001:272; Patel, 2005:30). In social development practice, participation is regarded as integral to the achievement of human development (Patel, 2005:30). Equally so, social development aims at bringing about social progress, the desirability of change and the prospect of social improvement (Midgley & Tang, 2001:244) all of which are relevant social development goals for local government.

Local government is the sphere of government that interacts most closely with communities (RSA, 1998a:Foreword). This is one of the reasons why the government has devolved its community development responsibility to the local government level (Gray & Mubangizi, 2009:5). The developmental mandate requires that local government should exercise its powers and functions so that it has a maximum impact on the social development of communities, particularly when it comes to meeting the basic needs of the poor and the growth of the economy (RSA, 1998a:12). In the municipal context, social development, seen from a human rights perspective, is performed by providing social safety nets to the poor and vulnerable as well as services like non-contributory social grants, social welfare services and

development support programmes (Nkuna, 2011:631). In order to enhance the execution of its developmental role, local government was restructured, capacitated and strengthened (Asmah-Andoh, 2009:101). As part of support for local government in executing this responsibility, the government promulgated progressive legislation and policies that frame the community development role in local government which is the focus of the next discussion.

2.5 LEGISLATIVE AND POLICY FRAMEWORK FOR COMMUNITY DEVELOPMENT IN LOCAL GOVERNMENT

The following discussion on the legislation and policies that frame the developmental role in local government include the Constitution of the Republic of South Africa, 1996, the Reconstruction and Development Programme (RDP) (ANC, 1994), the White Paper for Social Welfare (RSA, 1997), the Municipal Systems Act 32 of 2000 and the White Paper on Local Government (RSA, 1998a).

2.5.1 The Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa, 1996, sets out the values, principles and rules according to which the country must be governed (Davids, 2006:9). It entrenches the Bill of Rights, which enshrines the rights of the citizenry and affirms the democratic values of human dignity, equality and freedom (Lombard, 2008a:156). The social and economic rights are also provided for in the Bill of Rights (Mubangizi, 2009:438). The Constitution makes provision for the three spheres of government, which are 'distinctive, interdependent and interrelated', these being the national, provincial and local government. Furthermore, it provides the values, principles, roles and rules by which the three spheres should operate. According to Patel (2005:112), social development is relevant within these spheres of government. Within the context of social development, the Constitution of the Republic of South Africa, 1996, provides the legal framework which grants the local government the status of a decentralised sphere of government, positioning it as a critical social and economic development agent by listing and formalising the constitutional objectives of the municipal sector (Tshishonga & Mafema, 2008:362). The objectives of local government are legislated in Chapter 7 of the Constitution of

the Republic of South Africa, 1996, and include the provision of a democratic and accountable government for local communities; provision of services to communities in a sustainable manner; promotion of socio-economic development; promotion of a safe and healthy environment and community involvement. Looking at the objectives, they advocate for social change in everything affecting people's lives, with the intention of bringing about improvement in their well-being, to which Midgley (2010:4) refers as a developmental function. Mubangizi (2009:438) asserts that the objectives relate directly to the concepts of holism, diversity and the sustainability principles of community development from an ecological perspective (for further discussion, see 2.6.2.1.1). Mubangizi's view links the developmental mandate of local government to community development. Within the stipulated developmental mandate, local government is responsible for meeting the basic needs of communities through community development (RSA, 1996). It can therefore be concluded that the Constitution of the Republic of South Africa, 1996 upholds the idea of meeting the community's needs from a human rights perspectives and mandates community development as a developmental role of local government. The developmental role means that "the municipalities in this country are no longer purely instruments of service delivery, but are also assigned a role as agents of social and economic development" (Vyas-Doorgapersad, 2010:44).

As part of fostering the developmental local government environment, the Constitution of the Republic of South Africa, 1996 classified three categories:

- Category A: A municipality that has exclusive municipal executive and legislative authority in its area;
- Category B: A municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls;
- Category C: A municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

The relevance of categorising municipalities according to capacity is captured by Carter, Pahwa, Bester and Pieterse (2005:63), who maintain that it highlights government's commitment to devising a range of support measures for different municipalities in executing their community development role.

2.5.2 The Reconstruction and Development Programme (RDP) (ANC, 1994)

The Reconstruction and Development Programme (RDP) (ANC, 1994) served as a basis for policy-making across a wide spectrum, including social welfare (Lombard, 2008b:156). The policy states that the new South African government is committed to an integrated and sustained process of development, which would be driven by the people themselves to provide security and peace, deepen democracy and build the nation (Midgley, 2001:269). To achieve its goals, the RDP identified and recognised the important role of local government in achieving social development goals through community development. According to the RDP, local authorities are key institutions for delivering basic services, extending local control, managing local economic development and redistributing public resources. Hence, the RDP mandates local authorities to work closely with community-based organisations and non-governmental organisations (NGOs) to establish minimum conditions of good governance and to implement effective development projects with a view to improving human well-being at the community level. It can therefore, be concluded that the RDP links community development with local government and hence provides the policy framework which mandates a community development role in local government from the perspective of reconstruction and development.

2.5.3 The White Paper for Social Welfare (RSA, Ministry for Social Welfare and Population Development, 1997)

As already indicated (see 2.1), the White Paper for Social Welfare (RSA, 1997) is the core welfare policy adopted in South Africa, which articulates a shift to the developmental approach to social welfare. According to the White Paper for Social Welfare the developmental social welfare model follows the social development approach to achieving integrated social and economic development (RSA, 1997:14). The White Paper for Social Welfare is embedded in a rights-based approach, which acknowledges the right of communities to socio-economic development (Lombard, 2008a:166). Furthermore, it addresses how service delivery could be transformed through the adopted developmental approach (Lombard, 2008d:26). The White Paper for Social Welfare also affirms community development as one of the strategies for achieving social development goals at the local level.

22

2.5.4 The Municipal Systems Act 32 of 2000

The Municipal Systems Act 32 of 2000 provides the core principles, tools, mechanisms and processes necessary to enable municipalities to move progressively towards the social and economic upliftment of their communities. Furthermore, the Municipal Systems Act capacitates local government by giving municipalities the right to develop and implement community development programmes, services and interventions that will assist in fulfilling their mandate and ensuring affordable and universal access to essential services by the locality (Ndlela, 2008:229). The Municipal Systems Act obliges municipalities to be responsive to the needs of the local communities (Ndlela, 2008:229). Mathekga and Buccus (2006:14) add that the Municipal Systems Act notably provides for community participation as a means of bringing about service delivery. De Visser (2009) points out that to ensure implementation, the Municipal Systems Act addresses the internal systems and administration of a municipality and creates an enabling environment for community participation in decision-making through the Integrated Development Plan (IDP). The IDP provides for community participation in matters of local government and considers the integrated nature of community needs (Mubangizi, 2009:438).

2.5.4.1 Integrated Development Plan (IDP)

The Integrated Development Plan (IDP) is the key policy instrument for establishing a new operational developmental governance paradigm. The IDP was introduced by government in 1996 (Patel, 2004:1). Hofmeyer (2007) maintains that the IDP gives an overall framework for development within local government municipalities. Essentially, an IDP sets out the vision, needs, priorities, goals and strategies whereby municipalities can facilitate integrated and coordinated service delivery within their locality (Kanyane, 2008a:513). According to the Municipal Systems Act, the community must have a say in both the content of the IDP and the process by which it is drafted. According to Tshabalala and Lombard (2009:397), local government, in terms of the Municipal Systems Act 32 of 2000, has the responsibility of creating an enabling environment for the implementation process of the IDP. These authors point out that there are limitations associated with the implementation process of the IDP (Tshabalala & Lombard, 2009:405). One significant challenge that the local government sector faces is that of providing an environment conducive

23

to the implementation of the IDP (Tshabalala & Lombard, 2009:405). Based on these authors' assertion, it can be concluded that the success of the IDP implementation rests with the municipal sector.

It can therefore, be concluded from the discussion that the Municipal Systems Act 32 of 2000 is the most explicit legislation to frame the community development role in local government.

2.5.5 The White Paper on Local Government (RSA, Ministry of Constitutional Development, 1998a)

The White Paper on Local Government (RSA, Ministry of Constitutional Development, 1998a) translates the constitutional objectives into the concept of 'developmental local government' (De Visser, 2009). Furthermore, as will be discussed next it defines the roles and responsibilities of national and provincial government with respect to developmental local government, and interprets the Constitution of the Republic of South Africa, 1996.

2.5.5.1 Developmental local government

Developmental local government refers to the transformed system of local government which encapsulates the community development mandate for local authorities (Raga & Taylor, 2005:246). The White Paper on Local Government (RSA, 1998a:12) defines developmental local government as a "local government committed to working with citizens and groups within the community to find sustainable ways of meeting their social, economic and material needs and improving the quality of their lives". Working together with citizens and groups highlights the requirement for this sphere of government and community development workers to mobilise and conscientise communities to participate in local government matters (Mubangizi, 2009:439). From the definition, it can also be deduced that the intention of developmental local government is to meet community needs and improve communities' quality of life. The distinguishing characteristics of developmental local government are maximising social development and economic growth; integrating and coordinating the development effort; democratising development; leading and learning (RSA, 1998a:12-15). There are two wings to local government's responsibilities (IDASA, 2005b:45). The first is concerned with large-

24

scale functions like the planning and promotion of integrated development planning, land, economic and environmental development. The second wing is concerned with the provision of specific services, such as health, housing, water and electricity (IDASA, 2005b:45).

In addition to the developmental local government's responsibility, the White Paper on Local Government (RSA, 1998a) mandates this sphere to focus particularly on the most frequently marginalised and vulnerable groups within communities, such as women, people with disabilities and very poor people.The mandated development outcomes of local government, as outlined in the White Paper on Local Government, include: the provision of household infrastructure and services; the creation of livable, integrated cities, towns and rural areas; the promotion of local economic development (LED) and community empowerment and redistribution (RSA, 1998a). LED is not only an outcome but is also one of the important features of developmental local government.

The broader aim of LED is to create employment opportunities for a local community, alleviate poverty and redistribute resources and opportunities to improve the quality of life of communities (Kanyane, 2008b:700). The quality of life indicators within the LED framework are poverty reduction, employment opportunities and literacy (Kanyane, 2008b:700). Although, local governments have a great influence on the local economy, they are not directly responsible for creating jobs (RSA, 1998a:13). However, they are responsible for ensuring that the overall economic and social conditions of the locality are conducive to the creation of employment opportunities (RSA, 1998a:13). The LED not only promotes local economic growth but also encourages economic empowerment and brings about economic transformation (Maserumule, 2008:438). In order for the transformation at the local level to be sustained, simple changes to existing procedures, such as affirmative procurement policies, linking municipal contracts to social responsibility, speeding up approval procedures or proactively identifying and releasing land for development, could have a significant impact (RSA, 1998a:13). In addition to the above changes, initiating new policies and programmes by municipalities aimed specifically at alleviating poverty and enhancing job creation will make an impact on the promotion of social development and hence community development (RSA, 1998a:13). However, if the

local government is to succeed, it must have support from the other two spheres of government, the national and the provincial, hence the importance of understanding the different functions of all the three spheres. Understanding the roles and responsibilities of each of the three spheres of government is important in order to prevent role confusion.

2.5.5.2 Roles and responsibilities of the three spheres of government

The White Paper on Local Government captures the roles and responsibilities of national, provincial and local government as follows (RSA, 1998a):

- **The national government**

In terms of the White Paper on Local Government (RSA, 1998a:27), the national government is responsible for setting out the overall strategic framework for the social and economic development of the nation, and for all spheres of government. The role and responsibilities include providing a legislative framework for local government; providing a framework for municipal capacity-building and support; supporting and strengthening organised local government, including fiscal provision and developing an overall framework for a system of monitoring and oversight within which other organs of state can function. Provincial governments in particular will perform these functions (RSA, 1998a:27-28).

- **The provincial government**

According to the White Paper on Local Government (RSA, 1998a:29-31), the roles of the provincial government include the following:
- Developing a vision and framework for integrated economic, social and community development in the province following the provincial growth and development strategy;
- A developmental role and responsibility for ensuring that municipal planning and budgeting processes prioritise the basic needs of the community and promote its social and economic development as mandated by the Constitution of the Republic of South Africa, 1996.
- An intergovernmental role with respect to local government to establish forums and processes for the purpose of including local government in the decision-making processes that affect it;

- A legislative role and executive authority to regulate the effective functioning by municipalities in respect of the mandated community development role;

- An institutional development and capacity-building role enabling municipalities to perform their community development functions;

- A key role in monitoring local government to ensure that high standards of public service and good government are maintained. However, this function must be conducted in ways which empower local government and do not impede its functions;

- An intervention role in the affairs of local government, providing a safeguard to:

  - protect and promote minimum standards of local government delivery and democracy and ensure that local government fulfils its constitutional mandate;

  - restore a municipality to financial health or to ensure financial sustainability;

  - promote accountability and public faith in local government institutions;

  - prevent corruption and maladministration.

- **Local government**

The local government, as opposed to the national and provincial spheres of government, is critical because of its closeness to the communities. Local government is therefore responsible for implementing all approved national and provincial government community development programmes (RSA, 1998a:32). This role is in line with the concept of developmental local government.

With reference to CTMM, the focus of this study, the developmental role implementation is captured in the seven pillars anchored to its service delivery agenda, which include:

- To amplify the provision of municipal services and infrastructure;

- To accelerate economic growth, job creation and social development;

- To build sustainable communities with clean, healthy and safe environments as well as integrated social services;

- To strengthen participatory democracy and the principles of Batho Pele;

- To promote sound governance;

27

- To ensure financial sustainability;
- To intensify organisational development and transformation (CTMM, 2006).

In line with the legislation requirements, the services provided by the CTMM to the communities include:

- Health, such as clinics;
- Social development services, such as community building programmes and projects;
- Basic services, including water, housing, sanitation, refuse removal;
- Recreation, in the form of sports, libraries, arts and culture;
- Provide job opportunities through training communities and equipping them with vocational skills;
- Collect revenues (CTMM, 2006).

In summary, the White Paper for Local Government mandated municipalities to facilitate participation of communities in LED initiatives (RSA, 1998a). Further, it identified three tools and approaches which could assist municipalities in achieving their development outcomes - integrated development planning (see 2.5.4.1); budgeting and performance monitoring; performance management and working with citizens and partners (RSA, 1998a). It further clarifies the functions of the different spheres of government within the social development context. The White Paper on Local Government thus established the basis for a local government system geared towards community development (Mubangizi, 2009:439).

From the above discussions on legislation and policies, it can be concluded that community development in local government is mandated and supported by the South African government. As indicated in the introduction (see 2.1), social workers have a leading role to play in developmental local government, including CTMM, in achieving social development goals through community development. The above legislative and policy framework for local development provides the context for conceptualising the role of social workers in community development in local government.

2.6 CONCEPTUALISING COMMUNITY DEVELOPMENT WITHIN LOCAL GOVERNMENT

Bhattacharyya (2004:6) maintains that the theory of community development defines the concept and delineates the characteristics and role of its practice. The author's assertion implies that a social worker has to know the theory and practice of community development in order to execute the role. Knowledge of theory includes the definition of the concept; the principles that guide or inform the community development role; its features; the interventions to be used and the intended outcomes (Banks & Orton, 2005). Ife and Tesoriero (2006:288) add roles to the list of theoretical knowledge. Bhattacharyya (2004:6) points out that knowledge should extend to the understanding of community development in the context of the organisation for which the social worker is working. The focus of the following discussions will be on defining community development, its ethical and practical principles, features, multi-modal interventions, outcomes and the roles in community development for social workers within local government.

2.6.1 Definition of community development

Community development involves working with people at the local level (Rothman, 2001:29). Jimu (2008:23) adds that community development relates to the concept of locality and people. However, community development means different things to different authors, each of whom defines the concept in "their own idiosyncratic way as suits their purposes" (Gray & Mubangizi, 2009:1). The researcher, based on community development theory, aligns herself with authors who consider community development to be one of the social development strategies that emphasise the importance of local community participation, ownership, self-determination, empowerment and capacity building to bring about improvement at the local level, where the community developer plays a facilitative role (Banks & Orton, 2005; Cavaye, 2000; Dominelli, 2002; Gray, 1996; Gray, 1997; Gray & Mubangizi, 2009; Lombard, 1992; Midgley, 1995; Mubangizi, 2009; Payne, 2005; Rothman, 2001). Cavaye (2000:5) points out that what brings about concurrence among different authors when it comes to the definition of community development is a set of universal principles which guide community development at both the ethical and practical levels.

2.6.2 Ethical principles of community development

Ethics are rules or standards governing the conduct of a person or the members of a profession (National Association of Social Workers (NASW), 2011). Patel (2005:223) concurs when she says that ethics prescribe action based on values and set rules that must be followed to give effect to values. Ethical principles are therefore a set of principles of right conduct (Davidson College, 2002:1). Swanepoel (2006:35) indicates that ethical principles inform the approach to development. According to this author, this is done before the community development projects are established as well as during the life-cycle of the project (Swanepoel, 2006:35). The ethical principles therefore guide the common goals until they are reached. The principles include human orientation, participation, empowerment and capacity building, ownership, inclusiveness, collaboration and self-determination (Banks & Orton, 2005:106; Cavaye, 2000: 5; Gray & Mubangizi, 2009; Green & Nieman, 2003; Ife & Tesoriero, 2006; Kenny, 2002; Lombard, 1992; Payne, 2005:208; Swanepoel & De Beer, 1998:24-28; Swanepoel, 2006:26-32; Tshabalala & Lombard, 2009).

2.6.2.1 The principle of human orientation

The principle of human orientation is concerned with two categories of community needs, which are basic or concrete needs and abstract needs (Swanepoel & De Beer, 1998:24). The basic or concrete needs include: areas where communities live, access to services and economic opportunities, mobility, safety, absence of pollution and congestion and proximity to social and recreational facilities (RSA, 1998a:15), food, clean water, shelter and clothing (Payne, 1991:29). In relation to the principle of human orientation, if the community's basic needs are not met, abstract needs, which include happiness, self-reliance and human dignity, are likely to be affected (Swanepoel & De Beer, 1998:24). According to this principle, development is evident if both the concrete and abstract needs of the community are met. Hence, the intention on the part of developmental local government is to meet both categories of need and improve communities' quality of life (RSA, 1998a:12). In order to meet both categories of need, CTMM's community development projects should be planned and formulated in such a way that the process of abstract objective attainment flows naturally from the process to address concrete needs (Swanepoel, 2006:27). The assessment of projects will therefore provide solutions for the attainment of the

30

abstract goals (Baldwin & Walker, 2005:37). This principle encourages the idea that the basic needs should not be addressed to the detriment of abstract needs (Patel, 2005). The principle of human orientation supports the ecological perspective when it is pointed out that, in addressing community needs, there should be cognisance of their environment (Lombard, 1992:17; Payne, 2005:150).

- **Ecological perspective**

Fouché (2005:50) describes the ecological perspective as a social work practice approach that puts emphasis on the transactions between the community and the environment at various systems' levels. Central to the ecological perspective is the life model, which aims at promoting development by improving and creating a degree of balance between a community's perceived needs, aspirations and strengths and its environmental support and resources (Gitterman, 1996 in O'Donoghue & Maidment, 2005:35). Lombard (1992:17) regards an ecological perspective as a point of departure for the implementation of community development. Ife and Tesoriero (2006:44-48) indicate four principles which underpin the ecological perspective:

- Holism which takes cognisance of "complexity and interdependence of factors between the community and the wider society";
- Diversity, which, in relation to uniformity, embraces and values the fact that the community is made up of people, who have, inter alia, different cultures, values and religions. It promotes the principle that, in the community context, people should be allowed and encouraged to find their own local solutions to pressing issues;
- Sustainability, which prescribes that, in the pursuance of community development, systems should be sustained and resources used at a rate that allows them to replenish themselves and outputs be limited to the level at which the environment is capable of absorbing them;
- Equilibrium, which emphasises the importance of the system's interrelatedness. This principle incorporates concerns about issues such as gender, race and culture, and values balance and harmony as well as "the capacity to incorporate apparently opposing positions and to accommodate dialectical relationships".

From an ecological perspective, community development promotes sustainable development (Mubangizi, 2009:448). Sustainable development, as defined by the Brundtland Commission (1987:43), is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". In explaining the definition, Dale and Newman (2010:6) maintain that sustainable development suggests that meeting the needs of the future depends on how well social, economic, and environmental objectives and/or needs are balanced when making decisions today. Sustainable development can therefore be regarded as a process of reconciling three imperatives: the ecological imperative; the social imperative and the economic imperative. Fundamental to the implementation of sustainable development is equitable community access to ecological, social and economic resources (Dale & Newman, 2010:6). In sustainable development, the communities are experts who are knowledgeable about their environments and needs and hence capable of participating in decision-making (Gray & Mubangizi, 2009:2).

2.6.2.2 Participation

Participation refers to the facilitation of democratic involvement by communities in the issues that affect their lives. It is therefore an indispensable component of democracy (Tshabalala & Lombard, 2009:397). Local government should therefore be concerned with democratising development (Maserumule, 2008:439). The mandate for community participation is captured in the Constitution of the Republic of South Africa, 1996, which states that municipalities should encourage the involvement of communities and community organisations in matters of local government. The Municipal Structures Act (RSA, 1998b) makes provision for the establishment of ward councils. Municipal councils play a central role in promoting local democracy (RSA, 1998a:14). The reason for the continuing dissatisfaction and protests by the communities because of poor service delivery eighteen years into democracy is an indication that the local government in South Africa has not been able to provide effectively for local participation (Mathekga & Buccus, 2006:11). Seekings (1988), as cited in Mathekga and Buccus (2006:15), concurs, stating that the protests and disgruntlements at the community level emphasise the need for communities to secure control over decision-making processes on matters affecting

32

them. Kanyane (2008b:698) supports the need for communities to be involved in the eradication of poverty. Participation thus provides an opportunity for communities to present their needs and concerns (RSA, 1998a:14). Nelson-Becker, Chapin and Fast (2006:156) are of the opinion that participation makes provision for the active involvement of the disadvantaged and vulnerable in matters that concern them. According to Davids (2005:4), active involvement will be evident in aspects such as decision-making, implementation of development programmes and projects, monitoring and evaluation and sharing in the benefits of development. Davids' assertion implies that there are different types of participation. Thomas-Slayter and Sodikoff (2001:50) agree when they differentiate between passive and active participation. Passive participation means that the initiative comes to a great extent in the form of information from the community development worker, the donor or the agency (Thomas-Slayter & Sodikoff, 2001:51). This type of participation does not lead to development (Green & Nieman, 2003:166). On the contrary, active participation arises within the community when community members take an active role, although they may work in cooperation with outside resources (Thomas-Slayter & Sodikoff, 2001:51). Further, participation enables economic growth to take place, for example when the community is actively involved in poverty alleviation initiatives, such as LED. Proper facilitation of community participation means that both the physical and abstract needs can be addressed (Tshabalala & Lombard, 2009:397). In the South African context, community needs cannot be isolated from structural causes, so participation is incorporated into the social justice perspective (Patel, 2005:106).

2.6.2.2.1 Social justice perspective

A social justice perspective implies a particular focus on fairness or equity and on promoting, protecting and respecting human rights and dignity (Ife & Tesoriero, 2006:56). The Constitution of the Republic of South Africa, 1996, through the Bill of Rights, upholds South African communities' right to social justice. The *Social Work Dictionary* (1999:451) defines social justice as a model situation wherein all the community members have the same basic rights, protection, opportunities, obligations and social benefits. Lombard's (2008a:160) support of the definition is captured in her maintaining that social justice is a principle that underpins a rights-based approach. Social justice affords members of the community the right to

33

participate in decision-making on matters affecting them (Gray & Mubangizi, 2009; Lombard, 2008a; Patel, 2005; Payne, 2005). However, the challenge relating to promoting local democracy is that as the concept of community participation in government was introduced only in 1994, it is a relatively new phenomenon for the previously disadvantaged and marginalised South African communities (Masango, 2009:123). The implication is that the previously disadvantaged and marginalised communities need to be empowered if they are to participate meaningfully. Empowerment is central to social justice and aims to increase the power of the disadvantaged (Ife & Tesoriero, 2006:65).

2.6.2.3 Empowerment and capacity building

Adams (1990 in Leadbetter, 2002:201) defines empowerment as a process in which individuals, groups or communities are enabled to take control of their circumstances, achieve their own goals and work towards improving the quality of their lives. Payne (2005:301) is of the opinion that empowerment involves challenging oppression and enabling people to take control of the matters affecting them. However, people can be in a position to take control only when they have decision-making powers (Shardlow, 2002:38). In order to effectively implement these powers, people have to be capacitated. Similarly, local government personnel and councillors need capacity if they are to engender and implement participatory principles and processes (Mubangizi, 2008a:281). Empowerment thus involves capacity building (Green & Nieman, 2003:162). According to Payne (2005:209), capacity building entails equipping the excluded individuals, groups and communities with skills and knowledge that will enable them to participate in their communities more meaningfully. Community capacity building enables communities to manage their own affairs, thus reducing direct and indirect power blocks caused by external and internalised oppressions (Payne, 2005:295; Swenson, 2001:224). It can therefore be concluded that empowerment is a goal and outcome of development efforts and is hence one of the integral elements in bringing about change in communities (Midgley, 2010:14).

Developmental local government is uniquely placed to combine empowerment and redistribution in a number of concrete programmes, as enumerated in the White

Paper on Local Government (RSA, 1998a:14). Local government, and hence CTMM, could empower communities and their committees by providing them with relevant, unadulterated and updated information, enabling them to make wise and informed decisions (Swanepoel, 2006:30). Tshabalala and Lombard (2009:397) agree that participation can be meaningful only if it is accompanied by empowerment. The Municipal System Act 32 of 2000 imposes the duty on local government to empower communities to participate optimally in matters of local government. It is therefore the responsibility of local government, including CTMM, to facilitate the empowerment of communities to enable their participation in their own development. By doing this, the local government, and hence the CTMM, would be creating a community environment conducive to participation (Tshabalala & Lombard, 2009:396). The IDP, as discussed, serves as an important tool for municipalities in guiding community participation and empowerment (see 2.5.4.1). The more members of communities are empowered and the more meaningfully they participate, the more the ideals of community ownership and inclusive processes will be realised (Ife & Tesoriero, 2006:145).

2.6.2.4 Ownership

Shardlow (2002:38) regards ownership as the product of participation and empowerment. Ownership means that community members have the right to determine the terms of reference for their own development (Bhattacharyya, 2004:23). Craig (2002:142) maintains that members of the community own the right to come up with solutions to their problems and to own the project(s) and reject and/or accept external interventions. Ownership mobilisation is concerned with activating the community to take charge of their own development, thus accepting the responsibility of shaping their future (Shardlow, 2002:38). The principle of ownership means that CTMM should not assume ownership at the initial stage with a view to transferring it later when the community can be regarded as ready. Ownership transfer does not take place easily, so, from the start of any community development initiative, ownership of the community should be emphasised (Swanepoel, 2006:31). However, communities are possibly hesitant in the initial phase to accept ownership or are unsure of exactly what it entails (Green & Nieman, 2003:164). In that case, the community members should not be forced to take

35

ownership but should be supported to the point when they accept ownership (Ife & Tesoriero, 2006:148). Green and Nieman (2003:164) point out that when the community has taken ownership of their own development their abstract need for human dignity is enhanced.

2.6.2.5 Inclusiveness

According to the principle of inclusiveness, all community members should be given an equal opportunity to be involved in identifying and addressing matters of concern (cf. Cavaye, 2000; Dominelli.2002; Payne, 2005). Gray and Lombard (2008:140) are of the opinion that the principle allows for all community members to receive the services delivered in their locality, and to use and access available resources. To promote inclusiveness of those people who are excluded from accessing basic services, the government has introduced the Indigent Policy and Indigent Policy Implementation Guidelines to assist and guide municipalities to develop their own indigent policies to improve the lives of indigents (RSA, 2005).

2.6.2.6 Collaboration

The principle of collaboration makes provision for establishing and fostering formal and informal relationships and partnerships that will make possible the facilitation and promotion of community development (Ife & Tesoriero, 2006:306).

2.6.2.7 Self-determination

According to Dominelli (2002:15), the principle of self-determination regards disadvantaged groups as being capable of determining a common vision.

In order to adhere to the ethical principles discussed above, community development workers need to be guided by practical principles, which will be discussed in the next section.

2.6.3 The practical principles for community development

The practical principles guiding the implementation of community development include learning, adaptability and simplicity (Swanepoel & De Beer, 1998:24-29; Swanepoel, 2006:32-35).

2.6.3.1 Learning

The principle of learning supports participation and considers that it fosters learning (Swanepoel, 2006:32). In terms of the principle, when communities participate they learn ways and means of realising their objectives more easily (Ife & Tesoriero, 2006:150). The more communities participate, the more they learn and   the more their literacy and skills level is enhanced (Green & Nieman, 2003:168). Municipalities are thus urged to create as many learning opportunities as possible for communities (RSA, 1998a). If the learning principle is followed, participants become adaptable to the learning process.

2.6.3.2 Adaptability

The principle of adaptability calls for a change in mindset (De Beer & Swanepoel, 1998:28). Swanepoel (2006:33) says a changed mindset goes hand in hand with the organisational and procedural changes. Organisational and procedural changes mean that the management of the development agencies, including community development workers as project managers, should be fluid, changeable and adaptable (Swanepoel, 2006:33). Consequently, existing structures should make provision for maneuvering and should be flexible and allow for new actions when necessary (Swanepoel, 2006:33). During community development processes, the dynamics of change should be expected and accepted and an environment should be created that is conducive to innovation and adaptability for community members (Green & Nieman, 2003:168). Innovation thrives on simplicity (Green & Nieman, 2003:168). De Beer and Swanepoel (1998:29) allude to simplicity in innovation, asserting that community adaptations occur easily in less complicated and sophisticated projects. When large projects are inevitable, they should be broken down into small parts to foster adaptability (Swanepoel, 2006:34).

2.6.3.3 Simplicity

The principle of simplicity states that the smaller and simpler a project, the easier it is to achieve sustainable results (Swanepoel, 2006:34). Hardi and Zdan (1997:3) state that the principle of simplicity is also applicable to communication. These authors assert that, from the outset, the community developer should aim for simplicity in structure and the use of clear and plain language (Hardi & Zdan, 1997:3).

Swanepoel and De Beer (1998:29) are of the opinion that both the ethical and practical principles are in jeopardy if this principle is not adhered to.

The ethical and practical principles play a significant role in formulating the features of community development.

2.6.4 Features of community development

The features of community development include shared locality, collective action, shared vision, need orientation, objective orientation and action at grassroots level (Gray, 1996; Gray & Mubangizi, 2009; Ife & Tesoriero, 2006; Lombard, 1996; Mayo, 2002; Midgley, 1995; Munford & Walsh-Tapiata, 2005:98; Patel, 2005; RSA, 1997; Swanepoel, 2006).

2.6.4.1 Shared locality

According to Mayo (2002:161), community development involves working with people who share a common geographical area such as a neighborhood, a village or a metropolitan area.

2.6.4.2 Shared identified vision

Munford and Walsh-Tapiata (2005:99) are of the opinion that community development is born out of shared, identified vision. According to these authors, the vision can be either broad, such as social justice, or much more focused, as well as being a goal that the community wants to achieve (Munford & Walsh-Tapiata, 2005:99-100). Lombard's (1996:167) view is that having a common identified vision leads to co-operation and sharing of a common purpose, and ultimately to the collective action.

2.6.4.3 Collective action

Community development involves a collective action of local grassroots people with a view to improving their lives (Gray & Mubangizi, 2009:1). Munford and Walsh-Tapiata (2005:100) maintain that collective action can assist the community in achieving a positive change and then sustaining that change.

2.6.4.4 Need orientation

Tshabalala and Lombard (2009:396) maintain that the quality of life can be improved if the community's social, economic and material needs are met. Hence, unless there is a need or the perception of a need, community development will not take place (Ife & Tesoriero, 2006:77). The need orientation allows for objectives to be set that could find common purposes and combine people's strengths in the community to meet those needs.

2.6.4.5 Objective orientation

Community development is concerned with achieving social development goals and meeting the local people's needs (Gray, 1996:11; Lombard, 1996:167). The community development projects should therefore contain definable objectives (RSA, 1997), which will prescribe the action needed to meet them.

2.6.4.6 Action at grassroots level

Community development efforts are grassroots orientated (Gray & Mubangizi, 2009:1). Swanepoel (2006:39) agrees that community development is grassroots-orientated in the sense that the main role players are ordinary and, in most cases, poor people who have been excluded from participation. Action at grassroots level requires identification and consideration of multi-modal community development interventions (Patel, 2005:237).

2.6.5 Multi-modal community development interventions

According to Patel (2005:239), the modes of community development interventions which have been and are still used by welfare and development organisations are: poverty alleviation strategies; family-centered and community-based strategies; community information, education and communication strategies; social policy and planning strategies and advocacy strategies. These will be next discussed.

2.6.5.1 Poverty alleviation strategies

Poverty alleviation strategies entail social relief and social assistance; small and micro enterprises; entrepreneurship, business development, credit and micro finance; asset building; employment programmes; saving schemes; income

39

generation; food security; community-based public works and social capital (Patel, 2005:239). Social capital is the building of trust and social cohesion among community groups (Gray & Mubangizi, 2009:3) and is a prerequisite for community development (Dale & Newman, 2010:8). Midgley and Livermore (1998:35) regard social capital as the first step in promoting local economic development.

2.6.5.2 Family-centered and community-based strategies

The family-centered and community-based strategies entail counseling; peer and lay counseling; self-help groups; social support; community care; home-based care; volunteerism; community and youth services; help-lines; community dispute resolution; collaboration with strengthening family and community networks and capacity building (Midgley,1995; Patel, 2005:239; the White Paper for Social Welfare, RSA, 1997). These strategies underpin the counseling, rehabilitation, preventative and developmental functions of social work and consequently the roles of social work with individuals, families and communities.

2.6.5.3 Community information, education and communication strategies

According to Patel (2005:239), community information, education and communication strategies entail community education and prevention; advice and information; community education; advice offices; multi-purpose community centers; community media; mass media; community theatre and storytelling; capacity building; civic education and community education for empowerment.

2.6.5.4 Social policy and planning strategies

Social policy and planning strategies include action research; rapid appraisals; consultations and participation in planning and decision-making; design and implementing developmental welfare programmes; early warning systems; service development in underserviced areas; community surveillance and monitoring and evaluation (Midgley, 1995; Patel, 2005:239; the White Paper for Social Welfare, RSA, 1997).

2.6.5.5 Advocacy strategies

Advocacy strategies include awareness raising; capacity building and education for empowerment; organising, mobilising and networking; campaigning for social justice;

legal advocacy; social justice research; protection and promotion of human rights; human rights education and action research (Midgley, 1995; Patel, 2005:239; the White Paper for Social Welfare, RSA, 1997).

The intervention strategies are instrumental in achieving social development goals and hence community development outcomes.

2.6.6 Community development outcomes

The intended outcomes of community development at the local government level are consistent with those enumerated by the White Paper on Local Government (RSA, 1998a) and include awareness creation; further development; demonstration effect and community building (Alasah, 2009; Gray & Lombard, 2008; Green & Nieman, 2003; Ife & Tesoriero, 2006; Lombard, 2008a; Mendes, 2009; Mubangizi, 2008a; Swanepoel, 2006).

2.6.6.1 Awareness creation

Awareness creation means making the community aware of, inter alia, their rights and benefits (Gray & Lombard, 2008:139); potential and strengths, which leads to needs identification, the available resources and how to access them (Mubangizi, 2008b:180). Further, it creates awareness of the range of choices open to them, including possibilities for action (Ife & Tesoriero, 2006:178). When people become aware of their potential and rights and take the necessary action (see 2.6.2.2), both their concrete needs and their abstract needs for self-reliance are met, which consequently leads to further development.

2.6.6.2 Further development

The idea of further development means that the confidence and ability gained from the creation of awareness and its successful results yield additional activity that eventually leads to more goals being set and reached and ultimately advances development (Swanepoel, 2006:40). Swanepoel's sentiments are echoed by Ife and Tesoriero's (2006:178) views that further development can happen when there is evidence of social change.

2.6.6.3 Demonstration effect

A successful community development project demonstrates to all the role players that people who stand and work together can bring about social change (Swanepoel, 2006:40). This builds community morale and promotes social capital (Alasah, 2009:3).

2.6.6.4 Community building

Community building involves building social capital; strengthening the social interactions within the community; bringing people together and helping them to communicate with one another in a way that will eventually lead to genuine dialogue, understanding and social action (Ife & Tesoriero, 2006:185; Saleebey, 2006:255). Ultimately, the community becomes self-reliant and carries out innovations to address further identified and felt needs (Green & Nieman, 2003). This is demonstrated by their seeking only expert advice from the community development worker while they themselves get involved in their own development process. According to Alasah (2009:3), community building is the ultimate goal of community development. Empowerment plays a major role in the attainment of community building (Toomey, 2009:183).

It can therefore be concluded that the ultimate goal in community development is to foster the devolution of social responsibility to local people and have sustainable communities characterised by social justice; empowered individuals who are skilled and ready to take action in resolving issues affecting them; autonomous and accountable structures and learning from experiences as a basis for change and effective collective and collaborative working. It is therefore imperative that all roles undertaken within the broader community development context should aim at achieving community development outcomes.

2.6.7 Community development roles for social workers in local government

Rwomire (2011:1) argues that defining the roles of the social worker requires an understanding of what the profession is all about. Social work is defined as "[a] profession which promotes social change, problem solving in human relationships and the empowerment and liberation of people to enhance well-being. Utilising

42

theories of human behavior and social systems, social work intervenes at the points where people interact with their environments. Principles of human rights and social justice are fundamental to social work" (IASSW, 2001:1). According to Payne (2002:129), the role of the social worker is guided by the defined role and responsibilities of the organisation for which they work, which in this study is local government.

The discussions prior to this section have contextualised the framework for the community development role of social work in local government. It has been concluded from the discussions that developmental local government is intended to foster the social development mandate through community development. Within the context of social development, developmental local government and developmental social welfare, social workers have a very important role to play in facilitating integrated socio-economic development that pertains to human, social and economic development. The White Paper on Local Government (RSA, 1998a:13) mandates local government to deliver social welfare services. Social workers in local government, in addition to their community development role, therefore have a social welfare services role. The Framework for Social Welfare Services (RSA, 2011b) provides an outline on the social welfare services based on the Integrated Service Delivery Model (RSA, 2005a). The social welfare services role includes the provision of direct face-to-face services, intervention during crisis periods, linking communities with existing resources, recording, monitoring and evaluation (cf. Gray, 2006; Gray & Lombard, 2008; Hepworth, Rooney, Rooney, Strom-Gottfried & Larsen, 2009; Lombard, 2008a; Midgley, 1995; Patel, 2005; RSA, 1996 & 2011b). However, for the purpose of this study, only community development roles will be discussed. The legislative and policy framework does not specifically specify the roles of the social worker in community development. In the context of a social development framework, the researcher has identified the following roles in community development for social workers in local government: facilitator, planner, enabler, supporter, educator, collaborator, organiser, promoter, coordinator, advocate, policy and procedure developer, and negotiator and mediator. However, the roles cannot be seen in isolation so their inter-relatedness should be recognised.

2.6.7.1 Facilitator

The Municipal Structures Act 117 of 1998 and the White Paper for Local Government (RSA, 1998a) regard the local community leaders and ward councils as gatekeepers for the communities. Where possible, social workers in local government should facilitate communication with the community through these role players. However, communicating through community leaders and ward councils does not exclude the social worker from directly communicating with the community. Communication should thus be facilitated with all the stakeholders concerned with community development, including the private sector, government and non-governmental organisations, community leaders, ward councilors and community members.

In the role of facilitator, the social worker facilitates the following:

- Building social capital, which will result in strengthened relationships and associations among different social classes and ethnic groups in the respective communities within the municipality area. In turn, this will strengthen and encourage their participation in matters of concern.

- Needs assessment. Baldwin and Walker (2005:36) state that the foundation for all effective interventions is needs assessment. Needs assessment includes determining the strengths and assets base of the community (Lombard, 2008b:167). Saleebey (2006:245) regards determining the strengths and asset base of the community as the first step in community development. The strength and asset base includes resources that exist in the community, such as existing organisations and associations that contribute to community development, competencies and resources possessed by the members of the community, and the human and physical capital that endorses community life (Saleebey, 2006:246). Kenny (2002:289) regards needs assessment as inherent to the community development framework and attributes the role to the community development worker.

According to Hepworth, Rooney, Rooney, Strom-Gottfried and Larsen (2006:30), social workers in any organisation, and, in the case of this study, local government, are required to select intervention methods that can be evaluated. In local government the effectiveness of intervention should be

44

monitored frequently; the social worker therefore has to integrate research with interventions. Further, social workers have the task of continuously conducting research on the impact of their community development facilitation and ways of improving on their service delivery. Ife and Tesoriero (2006:313) echo these sentiments, but point out that the role of the community development worker should be to facilitate the process of the community defining their own needs with a view to fostering participation. These authors advise that, as a facilitator, the community development worker should collect and analyse relevant social and economic data to present to the community to help them carry out a needs assessment (Ife & Tesoriero, 2006:313). The social workers in local government should, however, guide the community to take the lead in executing the role.

- Community access to resources, in order to meet their needs and to mobilise collective participation of communities in establishing, using, maintaining and controlling these resources (O' Brien & Mazibuko, 1998:147).

- Eradication of poverty, by identifying and developing community development projects and programmes that will promote the social and economic development of the communities and the facilitation of the development of a plan to improve these projects and programmes (Toomey, 2009:190). However, the programmes and projects should promote and encourage self-help and should be undertaken by the people themselves to meet their own felt needs and advance their overall economic and social development (Rwomire, 2011:4).

2.6.7.2 Planner

Holloway (2005:56) says the core task of planning entails setting objectives for meeting the needs and/or addressing the problems which were identified during assessment, and are followed by the development of a plan for intervention to meet those objectives. The planning role should therefore include a plan on how, on the one hand, to identify the existing community development projects and, on the other hand, identify new ones. The role will require the social worker in local government to work both formally and informally with community leaders and other influential stakeholders in the community to plan programmes and projects that will respond to

45

unmet and emerging community needs, such as child care and recreational programmes (Hepworth et al., 2009:31). However, the planning for community development projects should be in line with the national and provincial Social Development Department's community development programmes (RSA, 1998a:32), because local government must implement government's programmes, which, in turn, should guide the community development role of social workers in local government.

2.6.7.3 Enabler

The enabler role involves creating an environment for the community conducive to their becoming empowered and showing enthusiasm for their efforts, believing in their ability and enabling them to take the lead in reaching their goal(s) (Swanepoel & De Beer, 1998:34). The local government is mandated by the Constitution of the Republic of South Africa, 1996, to create an environment conducive to community development. Social workers' ability to create an encouraging environment through support, and empowerment in the form of capacity building and training will foster the community's participation in addressing issues which affect their well-being (Toomey, 2009:189).

2.6.7.4 Supporter

The supporter role can include simple actions like affirming the community members, and recognising and acknowledging their value and the significance of their contribution; giving encouragement and being available for the community when they need to discuss or ask questions (Ife & Tesoriero, 2006:291). Support can also take a more practical form, such as ensuring that arrangements are made for refreshments after the meeting. Lombard (2008a:166) brings out the positive results of support when asserting that bridging the divide between micro and macro practice can be achieved by encouraging and supporting the poor and vulnerable in participation in matters of concern, including mobilising support for the activities of LED. Toomey (2009:190) regards support as an important role when it comes to individuals and communities in need of economic, social or political empowerment. The support duty is mandated for local government and hence for social workers in order to get maximum participation by the people in their own human, social and economic development. Further, communities can be supported in adapting to

46

changes in their environment. Support can also encourage communities through training them to work together in identifying shared concerns and engaging in collective action to overcome them (Banks & Orton, 2005:101; Payne, 2005:208). In this role, the social worker should also support the local government on social policy issues in the form of giving input on the identified gaps in service delivery, such as the processes that impede development, like resources, human resources, processes and policies. Another way of making inputs is through Integrated Development (IDP) (see 2.5.4.1).

2.6.7.5 Educator

Green and Nieman (2003:168) regard training as the most specifically educative role, because it involves teaching the community how to do things, thereby eliminating ignorance. Patel (2005:220) asserts that the community development worker may assume different educational roles, such as literacy training, mentoring and coaching, involving clients in skills training in things like parenting skills, stress management, how to run a meeting, accessing resources and HIV/Aids counseling. Training may be on community development or community management; it may be task-orientated, or focused on specific needs such as culture and/or recreation (Ife & Tesoriero, 2006:302). Training can be carried out by the community development worker or they could assist the community in acquiring an external provider (Ife & Tesoriero, 2006:302). Mubangizi (2008b:180) adds that the educator role includes raising awareness of the structural causes of poverty and how to address them at both the local and macro levels.

Ife and Tesoriero (2006:299) maintain that consciousness–raising should aim to provide awareness of structures and strategies of social change within which the community can participate and take effective action. The role enables capacity building, which in turn contributes to the empowerment of the communities and to their liberation from poverty and deprivation (Toomey, 2009:187). The social worker's educational role extends to the organisation they serve and includes ensuring that the local government is aware of the community's needs and the required community development processes to follow in meeting those needs (Mubangizi, 2008b:180).

47

2.6.7.6 Collaborator

The government's development agenda requires teamwork and collaboration with all sectors both within and outside local government (RSA, 1998a:15). The social worker has the responsibility of networking and collaborating with the community leaders, as well as partnering with various role players and organisations that promote local human, social and economic development (Payne, 2005).

2.6.7.7 Organiser

Payne (2005:49) maintains that community organisation is concerned with cultivating social networks, voluntary services to achieve community cooperation and participation in welfare services and development projects that are focused on addressing communities' social and economic needs. The organiser role is also linked to collectively taking action in matters of concern (Dale & Newman, 2010; Gray & Mubangizi, 2009; Patel, 2005), which includes lack of affordable housing, poverty, HIV/Aids and drug abuse. According to Rwomire (2011:2), community organising assists in developing **"**people's skills, their sense of efficacy and competence, and their sense of worth; it also creates capacity for democracy and for sustained social change".

2.6.7.8 Promoter

The social worker in local government has the role of promoting social change, social and economic development at the micro, meso and macro levels, focusing on transactions between individuals and their environments by organising the community to come together and identify common concerns and take action to address those that affect their well-being (Fouché, 2005:50).

2.6.7.9 Coordinator

Gray and Mubangizi (2009:8) emphasise the relevance of this role to coordinating effective community development strategies and programmes in consultation with the communities concerned. For Gray and Lombard (2008:133), the role includes coordinating communities' inputs into the state's development agenda. A social worker who practises community work can function as a coordinator in various ways, ranging from "... the identification of coordination opportunities, to provision of

48

technical assistance, to direct involvement in the development and implementation of service linkages" (Yessian & Broskowski, 1983 in Chechak, 2008:1).

2.6.7.10 Advocate

This role involves advocating for social and economic development, social change, empowerment and the liberation of people with a view to enhancing their well-being in accordance with the principles of human rights and social justice (International Association of Schools of Social Workers, 2001). Gray and Mubangizi (2009:9) state that the role entails promoting community interests and the state's development agenda. The latter can be achieved by advocating for the presentation of the community's needs in the planning sessions of local government, such as in management sessions concerning IDP, and at the national and provincial management community development planning sessions. Gray and Mubangizi (2009:9) further suggest that the role entails supporting groups and communities in challenging aspects of the state's policies and practices that endorse social exclusion and inhibit development, such as the government's inability to deliver efficient municipal services, the low level of agricultural development, labour brokering, inequality and unfairness in the distribution of social benefits.

The role of advocate entails speaking out on behalf of the community with the intention of promoting fair and equitable treatment or gaining needed resources (Kirst-Ashman, 2003:91). Kenny (2002:289) adds the regulating function which involves ensuring that intervention programmes and funding proposals reflect the social development commitments of the Copenhagen Declaration and the Millennium Development Goals. Payne (2005:295) maintains that advocacy seeks to represent the interests of disadvantaged communities to powerful individuals and social structures in the communities. The representation aspect of the advocator include challenging the micro and macro divide in both theory and practice, influencing and lobbying government, as well as challenging the allocation of resources and the distribution of social benefits (Lombard, 2008a:167). However, Ife and Tesoriero (2006:302) caution that the goal of representation by the social worker practising community development work should be to enable the locality to represent their own interests, rather than feeling that they need someone to do that on their behalf. It is therefore important for a social worker to have clarity on when to use the role of

facilitator rather than advocate (cf. Kiiti & Nielsen, 1999). Ng and Chan (2005:81) regard the advocacy role of a social worker as imperative in preventing and rectifying the practices of discrimination in communities. Hayes (2005:193) emphasises that the social worker should advocate for the protection and support of organisations that protect vulnerable groups like women, the elderly, immigrants, children and families.

2.6.7.11 Policy and procedure developer

According to Hepworth et al. (2009:30), the involvement in policy and procedure development is limited mainly to the organisation by which the social worker is employed. The social worker in local government therefore has a role of active participation in policy and procedure development involving the social inclusion of communities, service delivery, and human, social and economic development.

2.6.7.12 Negotiator

Social workers who practise community development often find that they are dealing with conflicting interests and values within the community they serve (Mendes, 2009:253). Hepworth et al. (2006:28) point out that conflict occasionally occurs between clients and service providers because community members do not always receive the services they need and to which they are entitled. Negotiation is a way of resolving conflict in a manner that will benefit all parties concerned (Swanepoel, 2006:97). The social worker should therefore facilitate negotiation between the parties in conflict.

2.6.7.13 Mediator

In the role of mediator, the social worker engages as a third party to facilitate discussions to resolve conflict between parties or subsystems within the community with the aim of eliminating obstacles to service delivery and/or promoting reconciliation, settlement, compromise, and/or understanding (Patel, 2005:221). The disputing parties take the final decisions (Hepworth et al., 2006:28). For example, the sponsor of a community development project might want to set out their own terms, which might conflict with what the community and the NGO want. In such cases, the social worker in local government can mediate by reminding the parties about the

purpose of the project and who the beneficiaries should be (Hepworth et al., 2006:28).

2.7 SUMMARY

The chapter has identified community development as one of the important strategies for achieving social development goals. The specific principles that guide community development, as well as the legislative framework that mandates this in local government, were outlined. The principles and the legislative framework for local government lay a foundation for specific social work roles in community development. Gray and Mubangizi (2009:4) raised concerns that community development facilitation in the country has been overwhelmed by limitations. However, this has been addressed by the clear recognition of a role for social workers in community development. Understanding their roles in community development will facilitate the social workers' appropriate execution of these within local government.

CHAPTER THREE

THE EMPIRICAL STUDY AND RESEARCH FINDINGS

3.1 INTRODUCTION

This chapter focuses on the empirical study that was guided by the following research question: *What are the views of social workers and their co-workers regarding the developmental role of social work in local government within the City of Tshwane Metropolitan Municipality (CTMM)*?

This chapter will first outline the research methodology which guided the study. This will be followed by a discussion on the ethical considerations for the study, thereafter the research findings will be presented and discussed.

3.2 RESEARCH METHODOLOGY

The discussion on the research methodology includes the research approach, the type of research, the research design and the methods.

3.2.1 Research approach

The qualitative research approach was followed for this study. Denzin and Lincoln (2005:3) define qualitative research as a "multi-perspective approach to social interaction, aimed at describing, making sense of, interpreting or rebuilding this interaction in terms of the meanings that the participants attach to it". Fouché and Delport (2005:74) add that qualitative research is more inclined towards gaining understanding from the subjects of the study's perspective. Studies that qualify to use a qualitative approach are those that seek to uncover perceptions (Nykiel, 2007:56). The researcher intended to gain an understanding and a holistic outlook on the developmental role of social work in the City of Tshwane Metropolitan Municipality by determining the perceptions of the subject by social workers and their co-workers.

3.2.2 Type of research

Applied research was an appropriate choice for this study. Applied research findings go towards developing a knowledge base that could address a problem in practice (cf. Creswell, 2007:40; Fouché, 2002:108; Fouché & De Vos, 2005:106; Neuman, 2003:22). The study solicited knowledge from social workers and their co-workers (Fouché & De Vos, 2005:106) in order to gain clarity on what the developmental role of social work within local government in the City of Tshwane Metropolitan Municipality should be. The findings of this study were expected to clarifying and improving the knowledge base on the role of the social workers within the social development context in local government, including those in the City of Tshwane Metropolitan Municipality.

3.2.3 Research design and methods

The focus of this section will be on the study's research design and methods, which include the research population, sample, sampling method, data collection methods and data analysis.

3.2.3.1 Research design

The research design is an overall plan guiding the process of the research (Alston & Bowles, 2003:66) and involves detailing all the subsequent steps to be followed during the study (Bless, Higson-Smith & Kagee, 2006:71; Babbie, 2008:119; Creswell, 2007:46; Fouché, Delport & De Vos, 2011). The most relevant research design for this study was a case study because it provides an in-depth examination of a single instance of some social phenomenon (Babbie, 2008:326), which for purposes of this study was the City of Tshwane Metropolitan Municipality. A case study seeks an understanding of a particular phenomenon (Creswell, 2007:74). In exploratory studies the research design follows an open and flexible research strategy (Babbie & Mouton, 2001:80). This gave the researcher "the opportunity to learn" (Stake, 1995, in Fouché, 2005b:272). The type of case study chosen for the study was instrumental. Fouché (2005b:272) states that the instrumental case study can be used in a research study when the purpose is to elaborate on a theory and/or to gain better understanding of a social issue. The intrinsic case study in particular was relevant for this research study because it led the researcher to better

understand social workers' and their co-workers' views of the developmental role of social work in local government (Creswell, 2007:74).

3.2.3.2 Research population, sample and sampling methods

According to Bless et al. (2006:99), a good sample implies a well-defined population, an adequately-chosen sample and an estimate of how representative the sample is of the whole population.

3.2.3.2.1 The research population

Strydom (2005a:193) refers to a population as every entity under consideration for the study at hand. The population about which the researcher wanted to draw conclusions for this study comprised all the social workers and their co-workers in the Health and Social Development Department of the City of Tshwane Metropolitan Municipality (Babbie, 2008:121). Co-workers for the purpose of this study were social workers' colleagues, including different professional groups, such as nurses; education, training and development practitioners; environmental health practitioners and emergency medical care practitioners who had worked closely with them or should be doing so, according to the nature of their jobs.

The total population for social workers at the time of the study was sixty one (61), which included an executive director, three (3) directors, five (5) deputy directors, five (5) functional heads, six (6) senior developmental officers and forty one (41) social workers at the junior level. The population of co-workers amounted to one hundred (100), comprising two (2) executive directors; nine (9) directors; twenty (20) deputy directors; nineteen (19) functional heads; twenty eight (28) principals (chiefs); and twenty two (22) practitioners at the junior level.

3.2.3.2.2 Sample and sampling methods

Sarantakos (2000:139) contends that the focal point of sampling is feasibility, whereas Babbie (2008:211-212) maintains that the ultimate purpose is to select a sample that accurately portrays the total population from which the elements are selected. Non-probability sampling is considered without exception an applicable sampling method for qualitative research (Strydom & Delport, 2005a:328). Babbie (2008:203) defines non-probability sampling as any technique in which samples are

selected in some way not suggested by probability theory, so non-probability does not implement randomisation (Strydom, 2005a:196).

In order to select participants for this qualitative study a non-probability sampling using a purposive sampling method was employed to select the two participant groups, social workers and their co-workers (Alston & Bowles, 2003:66; Strydom, 2005a:202). The purposive sampling method permits the researcher to use his/her own discretion in selecting relevant participants for the study (Creswell, 2007:125; Strydom & Delport, 2005:328). The intended social workers' sample was comprised of thirteen (13) participants, as follows: the executive director; one director; two (2) deputy directors; two (2) functional heads; one senior social worker and six (6) social workers at the junior level.

The intended co-workers sample was comprised of ten (10) participants from different professional categories, including one executive director, a director; three (3) deputy directors; three (3) principals (chiefs) and two (2) juniors; making a total of ten (10) participants.

The researcher used the following criteria to select the participants for the study:

- Social workers

The following criteria applied in the selection of the participants:

− Included at all levels, that is, social workers ranging from the executive director to junior social workers;

− Must have been in the employ of the CTMM for at least a year;

− Males and females;

− Ability to understand and speak English.

- Co-workers

The following selection criteria applied in the case of the co-worker participants:

− An executive director;

- Different professional categories;

- Had some experience and/or knowledge of the social workers' role in their department;

- In the employ of the CTMM for at least a year;

- Must include both males and females;

- Ability to understand and speak English.

As indicated in the limitations to the study in chapter one, the intended sample for all focus group categories was not realised. One of the social work deputy directors did not consent to participate in the study and was replaced by a functional head. The two executive directors in social work and the selected related fields respectively were interviewed one-on-one because of their busy schedules. A joint interview was held with the two junior social workers because five of those who had initially given consent to participate in the study sent their apologies telephonically on the day of the study and could not be replaced at short notice. The researcher conducted two focus groups, one composed of five (5) social workers at the lower and middle management level and another one made up of five (5) co-workers. In the first group, five social workers were interviewed, as the two senior social workers who had initially given consent failed to attend. However, one of them sent an apology. The actual sample of social workers was therefore eight (8) and included: the executive director; a director; one deputy director; three (3) functional heads and two (2) social workers at the junior level. The actual sample composition of co-workers was six (6) and was comprised of one executive director, three (3) deputy directors; one principal and one junior staff member. The total number of participants for the study was fourteen (14), all of whom gave their written consent to participation.

3.2.3.3 Data collection methods

In accordance with the predominant methods of data collection in qualitative research (Greeff, 2005:286), the researcher conducted focus groups and one-on-one interviews.

The study employed interviews using a semi-structured schedule for collecting data and ensuring flexibility in the data-gathering process (Greeff, 2005:292,296). Two semi-structured schedules (see attached Annexures A1 & A2) with different predetermined questions were compiled for social workers and co-workers respectively. The semi-structured interview method afforded the participants in all the focus groups and one-on-one interviews a degree of freedom to explain in detail their own thoughts and perceptions, while the researcher was able to follow up on particular information that emerged as relevant to the study (Horton, Macve & Struyven, 2004: 340).

3.2.3.4 Data analysis

The researcher used Creswell's (2007) five step analytical spiral to analyse the collected data. De Vos (2005:333) defines data analysis as "[a] process of bringing order, structure and meaning to the mass of collected data". The purpose in data analysis is to discover underlying meanings and patterns of relationship from the collected data (Babbie, 2008:415; Creswell, 2007:150). The qualitative data analysis process involves the identification of themes and data coding (Kruger, De Vos, Fouché & Venter, 2005:220). Themes are abstract, often vague constructs which researchers identify before, during, and after data collection (Ryan, 2003:85). According to Creswell (2007:148), there are procedures applicable to the data analysis and interpretation process which can best be represented by a spiral image. In terms of Creswell's (2007) spiral model, there are five steps to be followed during the data analysis process. The steps move in an analytical circle as opposed to a fixed linear motion (Creswell, 2007:150). The "spiral steps" as identified by Creswell (2007:150-155) are as follows:

- Collecting and recording data;

- Managing data;

- Reading and making notes;

- Data classification;

- Representing and visualising.

57

To be able to implement Creswell's "spiral steps", the researcher was guided by the following course of actions found in De Vos (2005:334):

- **Planning for recording of data**

The researcher's planning commenced by getting the participants' contact details. The participants were contacted individually, with the researcher explaining the research and inviting them to participate in the study. Before the data collection commenced (De Vos, 2005:334), the researcher systematically planned for the recording process by taking into account the setting and the participants in the study.

The interviews were audio-taped and the researcher made the necessary arrangements for hiring an audio tape machine with extension microphones. Participants were informed by e-mail of the date, time and venue for the interviews two weeks in advance, as per agreement when issuing out the consent forms.

- **Data collection and preliminary analysis**

Analysis of data was done during and after the data collection sessions (De Vos, 2005:334; Schurink, Fouché & De Vos, 2011:397).

- **Data analysis during the data collection session**

  The researcher reflected continually on impressions, relationships and connections while collecting the data with a view to searching for similarities, differences, categories and themes (Smit, 2002:66).

- **Data analysis after the data collection session**

  The researcher transcribed the audio-taped data into text (Creswell, 2007:150) in preparation for the next phase, namely organising the data.

- **Managing and organising the data**

The audio-tapes, interview transcriptions and biographical information forms were labelled and filed according to the respective interview sessions and were kept in a safe place (Creswell, 2007:150; De Vos, 2005:336-337).

- **Reading and writing memos**

The researcher read and re-read the transcripts to become acquainted with data (Schurink et al., 2011:409). At the same time, she wrote memos in the margins of the writing pad so that she could refer back to any particular participant's data during the study and for future reference (Creswell, 2007:151; De Vos, 2005:337).

- **Data classification**

According to Creswell (2007:151-152), data classification means analysing the collected information for the purpose of generating categories and themes. The process involves looking for recurring words and phrases mentioned by the interviewees and combining them (De Vos, 2005:338). The process of generating categories for the study involved noting regularities in the participants' responses that linked concepts together, while classifications entailed reducing them to a small, manageable set of themes to write into a final narrative (Schurink et al., 2011:410).

- **Generating categories, themes, patterns and data coding**

The researcher identified patterns, themes and sub-themes that emerged from the data (Creswell, 2007:152,163). To assist the researcher in this process, colour coding was used (Schurink et al., 2011:412).

- **Testing emergent understandings and searching for alternative explanations**

The researcher used the identified themes and sub-themes to evaluate the "usefulness and centrality" of data and to search for the participants' understanding of the subject matter (De Vos, 2005:339). Usefulness is to be seen in terms of illuminating the questions being asked and determining how central the data is to unfolding the story about the phenomenon being studied (Schurink et al., 2011:415).

- **Interpreting and developing typologies**

In order to make sense of the collected data, the researcher used a combination of personal views and theoretical interpretations (Schurink et al., 2011:416). In developing typologies, the researcher used the first order interpretation, which was based on the opinions of the study participants (Schurink et al., 2011:416).

59

- **Presenting the data**

The researcher presented the data in the form of text, tables and figures (Creswell, 2007:154).

- **Credibility and trustworthiness of the study**

To increase the credibility and trustworthiness of the study, the researcher's starting point was to use the following criteria audit trail: flexibility, triangulation of different methods, and member checking (Schurink et al., 2011:415). As part of the audit trail, the researcher has clearly documented in this report the purpose of the study and the procedures followed, ranging from the selection of participants to data collection and methods of analysis (cf. Lietz, Langer & Furman, 2006:450; Yin, 2009:43). The researcher used reflexibility when she presented the findings and the relevant interpretation to the study supervisor, who made necessary comments (Lietz et al., 2006:447).

The trustworthiness of the data was compounded by triangulation of different methods, including the literature review and the collection of data from social workers at different levels, their co-workers in different professions in focus groups and one-on-one interviews (Schurink et al., 2011:420; Yin, 2009:42).

To ensure the dependability of the methodology, including the data collection instruments, the researcher conducted a pilot study with a small number of participants before conducting the actual study (Fouché & Delport, 2005:84).

3.2.3.5 Pilot study

Two pilot study sessions were conducted with two participants representing social workers and their co-workers respectively (Strydom, 2005b:206). The first session was conducted with the co-workers, a male and a female, while the second session was held with social workers at different levels, that is, a director and a deputy director. Fouché and Delport (2005:82) describe pilot study as a pre-testing of the planned research project. The researcher used the same criteria to select participants for the pilot study (Strydom & Delport, 2005b:321). Interviews were tape-recorded and none of the pilot study participants took part in the actual study. They also adhered to all the ethical aspects of the study, in particular that of giving

informed consent (Greeff, 2005:293). According to Strydom (2005b:206), the intention in a pilot study is to determine the feasibility of the inquiry and to test the research instruments for redress purposes. The only change made, as suggested by the social workers, was to adjust the biographical information by adding a third column, "other", to the gender question to accommodate those of other sexual orientation. Except for this change, all the participants in the pilot study maintained that the interviewing process and the questions asked were straightforward and clear, and no changes were suggested.

3.3 ETHICAL ASPECTS

In this study, ethics served as a yardstick, along with the basis upon which the researcher evaluated her own conduct throughout the research process (Strydom, 2005c:57). Strydom (2011:114) defines ethics as a set of moral principles suggested by an individual or group which provide guidance in terms of appropriate conduct towards the subjects of the study. The researcher undertook to recognise and acknowledge research participants as autonomous and active individuals who had chosen to participate in the study and whose participation gave them certain rights, inter alia, the right, to make informed choices (Henning, van Rensburg & Smit, 2004:73). The researcher received ethical clearance for the study from the Postgraduate Committee and Research Ethics Committee of the Faculty of Humanities at the University of Pretoria (see Annexure B).

The following ethical principles received particular attention in this study (compare Babbie, 2008; Creswell, 2007; Henning et al., 2004; Neuman, 2003; Strydom, 2005c, 2011):

3.3.1 Harm to experimental subjects and/or participants

The study did not pose any threats that would bring harm to the participants. However, the researcher took reasonable steps to ensure that participants were protected by ensuring that the focus group interviews were held in a safe and comfortable environment (Strydom, 2005c:58). Secondly, the participants were thoroughly prepared in advance, particularly when it came to a detailed explanation of the nature of the study (Babbie, 2008:68; Creswell, 2007:42). After the interview

sessions, participants were debriefed and none of them felt violated. There was therefore no need to refer any participant for further information and/or support on the matters discussed.

3.3.2 Permission and informed consent

The researcher received permission to conduct the research from the following authority:

- The Executive Director of the Strategic Human Resources Division in the Corporate and Shared Services Department of the City of Tshwane Metropolitan Municipality (see attached Annexure C).

The participants were oriented on the research process and then issued with the consent forms before the interviews were conducted, where concerns and questions regarding the form were addressed (cf. Henning et al., 2004:73). The participants were given the option of going through the informed consent form (see Annexure D) in their own time to decide whether they were indeed willing to participate without feeling pressured (Neuman, 2003:124). All the participants who were willing to participate, without exception, gave their consent.

3.3.3 Confidentiality

The researcher undertook to protect the anonymity of the research participants (Babbie, 2008:69-70). All the participants in the two focus groups for joint and individual sessions were given the assurance that what they said would not be linked to them in any way (Creswell, 2007:44). According to Strydom (2005c:62), confidentiality refers to the guarding and handling of the information that has been entrusted to the researcher by the participants in a confidential manner. The participants were informed verbally and in writing in the consent form that the University of Pretoria would store the data for fifteen years before it was destroyed.

3.3.4 Deception

The researcher had no intention of deliberately misinterpreting facts to gain favorable responses and meaningful research information nor was there any reason to conceal her identity and disguise the purpose of the study (cf. Babbie, 2008; Creswell, 2007; Strydom, 2005c, 2011).

3.3.5 Actions and competence of the researcher

The researcher has successfully completed the research theory module and has obtained another Master's degree, so she is sufficiently skilled to conduct research (Strydom, 2005c:63). Further, the researcher's work was supervised by a competent research supervisor from the University of Pretoria.

3.3.6 Release of publication of findings

The research report was compiled as accurately and objectively as possible, without deceit (Strydom, 2005c:65). The research report will be released to the University of Pretoria and the Executive Director of the Strategic Human Resources Division in the Corporate and Shared Services Department of the City of Tshwane Metropolitan Municipality.

A memo will inform the study participants of the research findings in an objective manner, without impairing the principle of confidentiality (Strydom, 2011:126). The researcher intends publishing the research findings in a scientific journal. The participants were aware of this undertaking, as it is stipulated in the informed consent form that they signed.

3.4 RESEARCH FINDINGS

In this section, the findings of the empirical study will be presented and discussed. Firstly, the biographical information of the two categories of participants for this study, that is, the social workers and their co-workers, will be presented. This will be followed by the presentation and discussion of the themes and sub-themes that emerged from the data.

3.4.1.1 Biographical information on the social workers

The biographical information includes gender; age group; years of experience as a social worker and in developmental social work specifically; the period employed by CTMM and in the organisation's department; and the job level.

▪ **Gender**

As indicated in Table 3.1 below, most of the participants, 62.5% (5), were females and 37.5% (3) were males. The higher number of females is in accordance with the gender profile of the social work profession.

Table 3.1 Gender of social work participants

Gender	Number	%
Female	5	62.5
Male	3	37.5
Total	8	100

▪ **Age group**

The age groups of the social work participants are set out in the following table.

Table 3.2 Age group of social work participants

Age groups	Number	%
20 yrs and below	-	-
21-30 yrs	1	12. 5
31-40 yrs	-	-
41-50yrs	3	37.5
51 yrs and above	4	50
Total	8	100

Table 3.2 shows that, four (50%) participants fell within the age group 51 and above, while only one (12.5%) was in the 21-30 group, and three (37.5%) in the 41-50 age categories. None of the participants fell within the age groups of 20 and below and 31-40. This might be because few young people would have graduated with a four year Bachelor of Social Work (BSW) degree and found employment by the age of 20 years. Unlike the 31-40 age group, who tend to 'job hop', social workers aged from 41 and above are usually more stable in terms of employment choice and thus stay longer in an organisation.

▪ **Years' experience as a social worker and in developmental work**

In Figure 3.1, the years of experience as social workers and in development

64

are shown. The data reflects that most of the participants have more experience in social work than in developmental work.
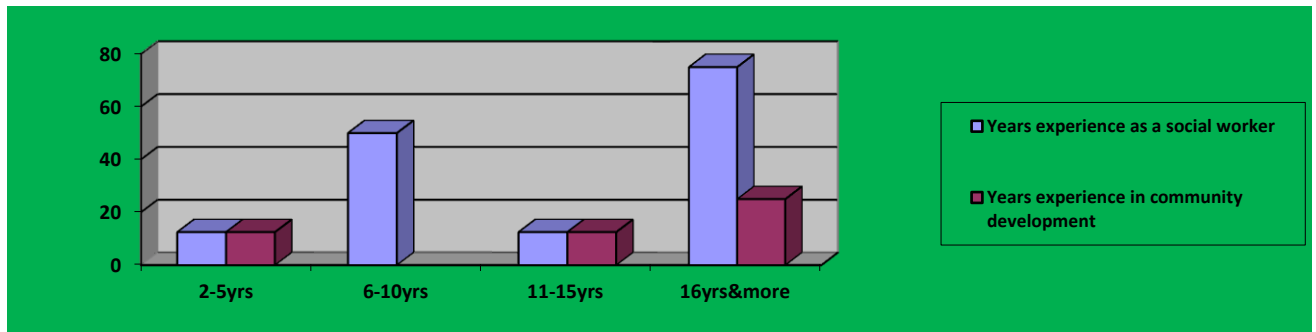
Figure 3.1: Years of experience as a social worker and in developmental work

Six (75%) of the participants' years of experience as social workers fell in the 16 and above category, while only 25% (2) were in the developmental work category. Four (50%) of the participants' years of experience in developmental work fell into the 6-10 category. A balance between the number of years in social work and in developmental work was noted in the 2-5 and 11-15 year categories i.e. one (12.5%) respectively.

- **Period employed by the CTMM**

The number of years for the participants in the employ of the CTMM ranged between 2 and 28. Most of the participants, i.e. six (75%), had been in the organisation for more than 10 years i.e. 10,19, 21, 23, 25 and 28 years respectively. Only two (25%) participants had 2 years' experience in the CTMM, as shown in Table 3.3 below.

Table 3.3 Period employed by CTMM

Years' experience	Number	%
2	2	25
10	1	12.5
19	1	12.5
21	1	12.5
23	1	12.5
25	1	12.5
28	1	12.5
Total	8	100

© University of Pretoria

▪ **Job levels of social workers**

In Figure 3.4 below, findings indicate that the official job levels of the participants ranged between   an executive director, a director, a deputy director, three functional heads and two junior social workers which met the required criteria for the study.

Table 3.4: Job levels of social workers

Level	Number	%
Executive director	1	12.5
Director	1	12.5
Deputy director	1	12.5
Functional head	3	37.5
Junior level	2	25
Total	8	100

3.4.1.2 Biographical information on the co-workers

The biographical information on the co-workers of the social workers will be discussed in this section. This information includes gender, age group, period employed by CTMM, profession, job level and whether they are working together with social workers.

▪ **Gender**

There were six (6) participants in the study. Table 3.5 below indicates that there was a balance of gender as 50 % (3) of the participants were males and the other 50 % (3) were females.

Table 3.5 Gender of co-workers participants

Gender	Number	%
Female	3	50
Male	3	50
Total	6	100

▪ **Age group**

The age groups of most participants fell in the 51 and above age group which amounted to 67% (4), followed by 33% (2) in the 31-40 category. None of the participants fell into the age groups 20 and below, 21-30 and 41-50. The age groups of the participants are summarised in the table 3.6 below.

Table 3.6 Age group of co-worker participants

Age groups	Number	%
20 yrs and below	-	-
21-30 yrs	-	-
31-40 yrs	2	33
41-50yrs	-	-
51 yrs and above	4	67
Total	6	100

The data shows clearly that there is a huge gap in terms of a younger generation, which is of concern when it comes to continuity and expertise when the co-workers who fall into the older categories move on to retirement.

- **Period employed by CTMM**

As indicated in Table 3.7 below, four of the six participants had less than 21 years' experience at CTMM. Only two (33%) participants had 21 years' experience as employees of the CTMM.

Table 3.7 Period employed by CTMM

Years' experience	Number	%
1	1	17
16	1	17
19	1	17
20	1	17
21	2	33
Total	6	100

- **Professions of co-workers**

The respective professions of the participants are reflected in Table 3.8 below. A range of co-workers participated in the study which met the criteria for the study.

Table 3.8: Co- workers professions

Profession	Number	%
Health inspector	1	17
Environmental health practitioner	1	17
Teachers	2	33
Nurses	2	33
Total	6	100

▪ **Job levels of co-workers**

The participants' job levels are indicated in the following table.

Table 3.9: Job levels of co-workers

Level	Number	%
Executive director	1	17
Deputy director	2	33
Functional head	2	33
Seniors	1	17
Total	6	100

The range of job levels indicate participation from senior to top management and hence wide informed.

3.4.2 Key themes

Similar patterns of data emerged from the data analyses for the social workers and co-workers. The key themes and sub-themes will therefore be presented in an integrated manner. Where applicable, the specific views of the two category participants will be distinguished. Where also applicable, literature and verbatim quotations from the participants will be used to support the research findings. The following key themes and sub-themes emerged from the data analyses:

Table 3.10: Key themes and sub-themes

Themes	Sub-themes
1. The concept 'developmental role' for local government	1.1: Local government environment 1.2: Poverty alleviation 1.3: Upliftment of communities 1.4: Participation 1.5: Collaboration and partnership
2. Developmental role of the social workers in the municipal sector.	2.1: Not conceptualised 2.2: Statutory 2.3: Indigent registration 2.4: Social welfare services roles 2.5: Facilitator 2.6: Collaborator 2.7: Educator 2.8: Awareness raiser 2.9: Advocate 2.10: Mediator 2:11: Guide
3: Challenges social workers experience in executing their developmental role	3.1: Lack of resources 3.2: Duplication of services 3.3: Interferences
4: Recognition of social workers' role in CTMM	
5: Monitoring and evaluating performance output	
6: Fostering the developmental role of social workers	6.1: Resourcing 6.2: Structuring the division in terms of social issues 6.3: Competent leadership

69

| | 6.4: Planning |
| | 6.5: Marketing the role |

Theme 1: The concept 'developmental role'

All the participants were able to define the concept "developmental role" in the context of local government. Most of the social workers and a few co-worker participants distinguished the developmental role of government in terms of spheres. The following recurring sub-themes emerged from this theme: local government environment, poverty alleviation, upliftment of communities, engagements, collaboration and partnership.

Sub-theme 1.1: Local government environment

All the participants understood and acknowledged the local government to be an environment where development takes place and where service delivery should be driven, including development programmes and projects. According to most of the participants, the fact that communities consult the local government on developmental issues is an indication that they also regard local government as a development environment. Some of the participants emphasised the inter-relatedness between the different government spheres. The following responses reflect the participants' views on the local government environment:

> "We look at government nationally to provide the resources and to provide the framework, we are looking at province to monitor and evaluate. The understanding that I have is that all development must take place in local government."

> "For example people in the squatter areas when they want houses they do not say where are the provincial offices. They do not say where the national office is; they know the local government where municipalities are and they would go there and they believe municipality is the one that should provide them with houses. They would come and complain at the municipality."

> "Development happens at local government."

"… when you bring this to local which is the sphere which is at the close shave [to the community] the one that is supposed to do service delivery."

"CoT [CTMM]'s role like any other municipality is to ensure that there are developmental programmes and developmental initiatives."

The research findings are in accordance with the Municipal Systems Act 32 of 2000, which promotes and undertakes development in the municipality and hence on the local government level.

Sub-theme 1.2: Poverty alleviation

For all the participants, poverty alleviation is one of the main developmental roles that the local government has to address throughout the country. Most of the participants were able to link the role to the Millennium Development Goals (MDGs). The findings indicate that the majority of participants have insight into the multi-faceted nature of poverty which local government has to address, and some of the participants highlighted the implications that the developmental role holds for the municipality in terms of poverty alleviation. Most of the social workers and some of their colleagues expressed the need for developmental programmes and projects beyond poverty alleviation measures. Not many of the participants reflected on the benefits that the eradication of poverty would have for the municipality. The following responses reflect the participants' views:

"Remember in terms of the protocols which the government signed we talk in terms of the 2014 Millennium Development Goals, poverty alleviation I think it is the key. Because it addresses a number of the other goals in terms of the MDGS in terms of the unemployment and all those."

" Remember, the City [CTMM] has got strategic objectives and one of them tells us to fight poverty and improve the lives of people."

"Everything [in terms of development] that the government is doing is geared towards alleviating poverty."

"What we see especially in our impoverished communities goes a long way because it is not only just material poverty that affects them - there is lot of

self-neglect, self-hatred and they exploit their salaries or their wages over things that are worthless [as opposed] to developing themselves."

"My understanding is that whatever we [as municipality] do we must strive to ensure that our communities are free from poverty and develop to a certain extent that they are not dependent on government for subsidies and grants."

The Integrated Service Delivery Model (RSA, 2005a:9) supports this view when stating that one of its goals is to reduce the burden on social security.

"Looking at the projects that we are doing, we encourage people to do things for themselves not to rely on government for grants and hand-outs."

The following two responses by one of the co-workers summarise the implications of poverty and the benefits of poverty alleviation for the municipality.

"...so it's a big challenge for the city [CTMM] because what happens is for these people who you [CTMM] register in the indigent register, it means you have to pay for their water, you pay for their electricity, their burials, their refuse removals and all those…so it is a burden to the city in terms of budgeting."

"You [municipality] create strategies which are targeted at alleviating poverty because those will be in terms of creating job opportunities so you are addressing another goal there and when you create opportunities for them to remove out of indigent register the benefits which accrue are on the budget which you are allocating for them. You can now use them for other purposes… developmental purposes and also you can then gain taxes from the people who you were maintaining, who now are able to pay for their electricity accounts and all those; so the prize also grows bigger when everyone then is contributing to the coffers."

The White Paper for Social Welfare (RSA, 1997) pinpoints poverty alleviation as one of the main development priorities in South Africa, thus supporting the finding that poverty alleviation forms part of the main developmental roles of government. The National Framework for Municipal Indigent Policies (RSA (DPLG), 2005b:8) links the alleviation of poverty role to the municipalities when it states that by the "nature of its

developmental mandate local government are concerned with the problem of poverty". The finding on the multifaceted aspect of poverty is supported in the White Paper on Local Government (RSA,1998a:19), which incorporates the multifaceted face of poverty by pointing out that poverty is not just about low household income but "includes other aspects of deprivation, such as a lack of assets to help households cope with shocks and stresses; a lack of the resources or contacts necessary to secure political advantage; a lack of access to education; healthcare and emergency services, and the lack of safe, secure, and adequately sized housing with basic services". The finding that the role poses some challenges for municipalities is supported in the Department of Economic and Social Affairs (2004), which points out that the role of poverty alleviation is a global challenge facing the world and which has implications for every country. The SA Millennium Development Goals Country Reports (Statistics South Africa (Stats SA): 2007; 2010) indicate that the development strategies to alleviate poverty in the country have been successful. However, there is a necessary move towards the eradication of poverty supporting the finding that it is necessary to move beyond alleviation.

Sub-theme 1.3: Upliftment of communities

All the participants perceive the developmental role within the municipal context as including the upliftment of communities. For most of the participants, upliftment includes community development, empowerment, education, training and skills development and awareness creation. However, findings reveal that the community focus does not exclude the upliftment of individuals. As far as some of the participants are concerned, upliftment focuses on issues of politics, development, social issues and economy. Politics and social and economic issues have an impact on human well-being (Patel, 2005:110) and form part of the relevant social development goals for local government within the community development framework (RSA, 1996). Some of the participants linked social development or development of people to economic development. Some of the participants related upliftment to meeting the community's basic needs, as enumerated in the Maslow hierarchy (Huitt, 2007). The findings also revealed the importance of awareness and the benefit of upliftment. They identify resource allocation as an enabler for uplifting communities. Sustaining the development was also indicated by some of the participants as one of the ultimate upliftment objectives for the municipality. The

participants' views on the upliftment of communities are reflected in the following quotes:

> "[Upliftment] inculcate issues of the economy, issues of politics, the issues of development, social issues and economic issues."

> "[Upliftment] is more about linking social development or development of people with economic development."

> "At the core of this developmental approach is community development."

According to Patel (2005:30), social development through community development aims at improving human well-being and thus incorporates the focus of community development on the human upliftment as per findings. Midgley and Tang (2001:246) point out the inter-relatedness of social and economic development in improving the well-being of communities, thus supporting the finding that upliftment links social and economic development. Social workers are key welfare service providers (Gray & Lombard, 2008:132) in local government and are in the position to integrate into their role economic development strategies with the social service intervention processes to the upliftment of the communities (Patel, 2005:110). The finding that communities should be uplifted through empowerment is supported by Green and Nieman's (2003:162) assertion that capacity building forms part of empowerment within the community development context.

The following quotations reflect the participants' view that upliftment is inclusive of meeting the people's basic needs in relation to Maslow's hierarchy of needs (Huitt, 2007):

> "Developing them [people] include giving them all those Maslow hierarchy of needs [and] meeting them."

> "Because as you know the theory of Maslow hierarchy that you have to address the basic needs of people before you could even go to other areas."

The findings are supported by the Constitution of the Republic of South Africa, 1996, which mandates local government to meet the basic needs of communities through

development. The basic needs in terms of the White Paper on Local Government (RSA, 1998a:12) include social, economic and material needs. Swanepoel and De Beer (1998:24), following Maslow's hierarchy of needs, maintain that, if basic needs are not met, the concrete needs, which include psychological and emotional needs, will also not be met, which supports the findings.

The following quotations reflect most of the participants' views on the importance of awareness creation:

> "Through these [awareness raising] engagements we are able to see some mind-set shift from the people. Firstly, being aware that things have to be done according to by-laws. Secondly, as officials of the municipality we are not there to clamp their businesses down or their aspirations or even their cultural values down. But to ensure that they are done in a particular organised pattern that aims to a larger extent to develop them better."

> " Ensuring that our communities get to understand even systems of the municipality better… their rights…or access what services do they have access to…their responsibilities…roles…our legislations [and]/or by-laws… also make them aware of the dangers of not complying with the by-laws."

Swanepoel (2006:30) captures the importance of awareness creation when stating that it enables communities to make wise and informed decisions which, according to Tshabalala and Lombard (2009:397), will lead to people's meaningful participation in matters of local government.

The comment below by one of the co-workers reflects most of the participants' views on the benefit of upliftment to the community and the municipality respectively:

> "Creating job opportunities by the municipality for the people enable them to be self-sustaining and to exit from the indigent register and thus from the poverty cycle and consequently, by so doing the resources that the municipality was using for them can be utilised to other development programmes and projects. Further, can gain more revenue because the people who exited the register would contribute to the municipal taxes i.e. electricity, water etc."

75

According to the White Paper for Social Welfare (RSA, 1997), developing human capital through community development contributes positively to moving people out of poverty.

The CTMM supports its upliftment efforts by ensuring that it makes resources available. The following responses reflect most of the participants' views that an enabler to community upliftment is resource allocation.

> "Add to capacity building and skills development for this current financial year the City [CTMM] has allocated R10million towards bursaries and mainly external bursaries for the communities and experiential learning and internships so meaning that is developmental in nature."

> "All the resources for the [ten ECD] centres are from Tshwane [CTMM]. Tshwane [CTMM] funded most of the pre-schools that run the early pre-school programmes [in the community] as the centres and to uplift the standard of their pre-school and to see to it that children get nutritious food and everything."

The RDP (ANC, 1994) commands local government to make resources available for community development, thus supporting the finding that an enabler to upliftment is the allocation and availability of sufficient resources.

The municipality is intending to sustain its community development efforts. The following response by one of the social workers reflects the participants' views:

> "Developmental approach looks at sustainability of whatever that we [CTMM] put in place."

The Constitution of the Republic of South Africa, 1996 reflects the country's objective to sustain developmental efforts. It mandates municipalities to ensure that their community development efforts are sustainable and yield sustainable results.

Sub-theme 1.4: Participation

The terms engagements and involvement were used inter-changeably by the participants when referring to participation. Most of the participants identified the people's involvement in matters of local government as forming part of the

76

developmental roles for the municipality. The finding is supported in the Constitution of the Republic of South Africa, 1996, which mandates municipalities to foster the people's engagement in matters of local government. Some of the participants could relate to participation only in terms of their own roles i.e. how they engage communities, thereby supporting Mubangizi's (2008a:281) assertion that community participation does not just happen, nor does it take place in a vacuum (Tshabalala & Lombard, 2009:397). All the participants expressed the benefit of community participation in line with the Municipal Systems Act 32 of 2000, to identify people's needs for consideration in the IDP processes.

The participants' views on participation are reflected in the following comments:

> "The municipality which include the CoT [CTMM] have the responsibility to make... ensure that people get to participate [and] which-ever activity that has to take place you must bring people on board."

> "The communities should participate so that their needs can be noted and captured in the IDP processes."

Lombard (2008a:166) points out another important benefit of supporting people's participation in matters of concern, which is the achievement of bridging the divide between micro and macro; a challenge which is still prevalent in the country (RSA (DPLG), 2005a:9).

Sub-theme 1.5: Collaboration and partnership

Most of the participants agreed on the responsibility to facilitate partnerships and collaboration, but differed as to who this should be with. They felt that collaboration should be forged with external stakeholders, while a few maintained it was inclusive of both the external and internal stakeholders. As a reminder of the Municipal Structures Act 117 of 1998, most participants could relate to the establishment of ward councils as key role players in assisting the municipality to facilitate collaboration and partnership at the community level. The participants' views on the partnerships and collaboration role are reflected in the following quotes:

> "Tshwane [CTMM] should make sure that the ward counsellors are in the forums because they are the people that are on the ground so without them it will not work well…"

77

"… and they [CTMM] also expected from the local government to come up with sort of a ward committees systems… I think it is also developmental."

Ife and Tesoriero (2006:306) emphasise the importance of collaboration and partnership with both the internal and external stakeholders within the framework of community development where applicable. Partnership and collaboration of the municipalities with other stakeholders i.e. private, government, non-profit and non-government organisations assist in building social conditions favourable to the development of the people (RSA, 1998a:15).

Theme 2: Developmental role of the social workers in the municipal sector

As far as most participants were concerned, the developmental role had not yet been conceptualised and participants could articulate the developmental role in terms of the traditional social work role, which includes statutory, indigent registration, social welfare services roles, and acting as facilitator, collaborator, educator, awareness raiser, advocate, mediator and guide. Most of the social workers and a few of their co-workers could incorporate the developmental component into the identified traditional roles. Only a few participants were of the opinion that the social workers' development role had been conceptualised.

Sub-theme 2.1: Not conceptualised

There were different views on the conceptualisation of the developmental role of the social workers. As indicated in the introduction to this theme, most of the participants shared a common view that the developmental role of social workers within the CTMM had not yet been conceptualised, although a few participants thought this had been achieved. The findings revealed that most of the co-workers and some of the social workers asserted that social workers should take a lead in defining the role. However, the role of the social workers was defined by their colleagues, some of whom are social workers themselves and politicians, in a way that undermines the profession. Findings also reflected that social workers do not have a common understanding of their developmental role and differ as to who should be defining their role within local government. Also noted in the findings are challenges posed by a lack of clarity on the role and proposed solutions to the challenge.

The views of the majority that the role has not been conceptualised are reflected in the following comments:

"The role is not yet defined… "

"We have asked for the definition of the role and there was none."

"There is no written document to say these are the responsibility of the social worker."

"We do not have a job description which would have defined my [developmental] role."

Buccus, Hemson, Hicks and Piper's (2008:297) study revealed that municipalities have confessed that within their sphere, the mandated community development role is unclear, poorly defined and hence poorly understood. The findings confirm Patel's (2008:72) assertion that the developmental role of social workers has not yet been defined within the local government context.

Most of the participants' views on the social workers defining their role are reflected as follows:

"They [social workers] should define their role."

"Our role is being defined although we keep on redefining it to those who do not understand."

Most of the social work participants confirmed that politicians and some of their colleagues, both in the profession and outside it, define the social work role in a reductive way by suggesting that the role of social worker can be executed by anyone, including community workers. The participants' views are echoed in the following statements:

"The politicians are defining the social worker's role."

"We are working very close with the politicians as compared to other spheres of government and to the extent that social work is sometimes confused with community development workers they think that anybody can become a social worker."

"Our colleagues [and] especially our principals both social workers and non-social workers want to call us community development workers. [How] do you link that expertise of the professional [social worker] to the expertise of someone who has got mere six months crash course training."

Bhattacharyya (2004:6) asserts that social workers themselves should be defining their developmental role within their organisations to avoid their colleagues defining it on their behalf in a way that compromises the profession.

Those few participants who thought the role had actually been conceptualised could not provide the definition. However, like the rest of the participants, they could relate to the role in terms of the traditional concept of a social worker. Participants' views that the role had been conceptualised are stated below:

"My subordinates understand the developmental role."

"We have job descriptions [that define the responsibility of the social worker]."

Most of the social workers understood the developmental role to be different from their traditional role, while some asserted that it was similar. The following opinions reflect the different understanding by social workers:

"There is no difference between the traditional and developmental social work."

"I see the traditional one and the developmental one as distinct. The traditional one focused on dishing out or hand outs not necessarily engaging and the developmental one want to understand as to what the [communities] challenges are and how we [social work] can assist."

All the junior social workers and some of their seniors indicated that the defining of their role lies with them and/or someone who is a social worker by profession, while most of their seniors were of the opinion that politicians should take a lead in the matter, including setting boundaries for the local and provincial offices. The participants' views are captured in the voices below:

"Social work role should be mapped by someone who has been a social worker."

"A political decision has to be taken. I think those are the people who need to be bold because I mean we are following the political direction to say social workers from the province this is what you are supposed to do and this is what local government is supposed to do."

The lack of clarity about the developmental role of social workers causes confusion and poses a challenge to the strategic social development alignment of the profession within local government. The following statement by one of the participants captures the challenge:

"There is some kind of confusion even now about the social work role [and] how to align social work services within local government."

One of the social workers articulated that a solution to this confusion would be to define the role in the IDP and the following words captured this view:

"Our role has to be defined in the IDP which is the document or policy that takes priority of the needs of the communities."

Sub-theme 2.2: Statutory services

A few of the co-workers identified statutory services as a role for social workers in local government, while some of them were not sure. Lombard (2008a:158) points out that statutory services form one aspect of the traditional role played by the social work profession. However, within the developmental welfare policy framework, statutory work should be developmental (Lombard & Kleijn, 2006:216). All the social workers indicated clearly that statutory work did not form part of their competency and mandate within CTMM, pointing out that it was the responsibility of the Provincial Department. The participants' views are reflected below:

"There are statutory roles which they [social workers] have to address…"

"Our mandate goes only until developmental. We are not doing statutory services."

"We have not been given the statutory work responsibility, it has been given to the provincial ones [social workers]."

"When it comes to statutory issues, where it is not our competency …."

The social workers' views are supported by the instruction of the previous mayor not to engage in statutory work but to direct it to the province, which is the mandated office for the specified responsibility (Modise, 2008). Chapter Two (see 2.2) provides a rationale for excluding statutory work for social workers in the municipality with the aim of giving more attention to fostering development at the local level.

Sub-theme 2.3: Indigent registration

The findings indicate that all the participants identified the indigent registration role as being for social workers, who had an understanding of what the role entailed. Most of the social workers and only a few co-workers could indicate the developmental component of the social workers' role. They indicated this role as being to empower people i.e. educating and linking them with available resources to the point where they exit the register and become self-sustaining. In some instances, social workers partner and collaborate with other stakeholders for community empowerment purposes. However, some of the participants in both categories did not understand the rationale for assigning the role to social workers as they felt that it was a clerical job which could be done by anyone. However, as far as most of the social workers were concerned, the role does not entail only registration but also assessment through which they could identify the required social work intervention and then act accordingly. Most of the participants were convinced beyond reasonable doubt that the social workers were excelling in this role. The following opinions convey the participants' views on the social worker's role in indigent registration:

> "We [CTMM] have registered 93 indigent households and when we talk of households we talk of about maybe 2 or 3 people in a household, so it's a magnitude. In terms of the [government] threshold are households earning two state grants per month or below."

> "We are merely not only registering the indigent households but we are saying we have to exit those households out of the indigent register and also ensure that we exit them from the cycle of poverty."

> "We ensure that the indigent households are linked to free basic services [such as] water, electricity, removal of waste and sanitation."

> "There are people who argue that when you register households for this program you do not necessarily need social workers. But we [social workers] are moving from the premise that when a social worker goes into that household is not only going to fill out a form. A social worker will be sitting down with that household and be able to identify social problems through the process of interviewing."

Asquith, Clark and Waterhouse (2005:20) point out that, unlike other professions which may be concerned with only elements of the person's life, i.e. health or income; the social worker is committed to working with the whole person and addressing the inter-relatedness of different issues, thus confirming the findings and providing a reason for the municipality to specifically link indigent registration to social work. However, the CTMM has acknowledged, as reflected in the comment by one of the co-workers' below, that indigent households on its register do not capture all the existing indigent people within the City of Pretoria.

> "The people who are in the indigent register are only those who have paying accounts at the municipality kind of… there are other people who are in informal settlement who are still earning below two state pension grants per month [but not captured]."

The identification of indigent households to benefit from the provision of free basic social services by local government forms part of the broader social agenda and anti-poverty strategy of the South African government (RSA, 2008). Partnership with stakeholders in empowering those in need towards eradication of poverty is in line with the government's anti-poverty strategy (RSA, 2008).

Sub-theme 2.4: Social welfare services

Most of the participants perceive social workers as being chief role players in providing welfare services, a view supported by Gray and Lombard (2008:132). Issues to be addressed by social workers include giving people a sense of self-worth, crisis management, drug addiction, alcohol abuse, crime and prostitution, and linking these with resources. For most of the social workers, are casework and group work roles. Some of the social workers linked the focus of their social welfare

services' role to research. The findings also show that the political office and the executive mayor recognise the social workers' role as provider of social welfare services. A few of the social workers maintained that the social welfare services did not form part of their developmental role.

The participants' views on their role in rendering social welfare services are reflected in the following remarks:

"One of the immediate interventions for social work is to give people their self-worth."

"On the other hand, when you look at the beginning of this year we had floods. It is the role of the social worker to step in when people are under distressed."

"To address social ills of drug abuse, crime, prostitution and alcoholism."

"That is a competency of social workers to address social issues and social problems."

"Social workers will be referring; they will intervene based on the urgency of the problem. But in some instances they will also refer to social workers who are in the community."

In addition, the social workers emphasised their role in research, casework and group-work roles as follows:

"We do crisis management."

'We do casework."

"What we are doing is that we got families and individual services then go to group work."

"The issue of research comes in because most of our programmes were not researched orientated and at the end of the day we find that we do what we think [what the] people need without getting what the people need in the true sense of the word."

The following two comments by social workers capture the participants' perception of the political office of their role in local government:

> "If there is a problem within a household maybe drugs, child abusing parents or any other social problem the family [concerned] goes to the councilor. A councilor goes to the social worker and the social worker goes there. Sometimes there are issues that are referred directly to the executive mayor. Executive mayor refers those to the social worker who immediately go there."

> "The previous mayor came in and said I do not understand local government that runs without social workers because how would it deal with social issues."

The White Paper on Local Government (RSA, 1998a) makes provision for social welfare services within municipalities. However, in the social development context, the provision of welfare services should incorporate the empowerment components which will eventually result in people being self-sustaining and doing things for themselves (compare Midgley, 1995; Lombard, 2008a; Patel, 2005; RSA, 1997). The findings confirmed the role of social workers in direct service delivery (cf. Hepworth et al., 2006), which is also in line with the White Paper for Social Welfare (RSA, 1997:7). The White Paper for Social Welfare (RSA, 1997:7) describes social welfare services as including: "rehabilitative, preventative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning". The social workers' views are consistent with those of Hepworth et al. (2006), who state that casework, groupwork, referral and research form aspects of the social welfare services role for social workers.

Sub-theme 2.5: Facilitator

Most of the participants identified the role of facilitator with social workers. Consistent with the literature study findings (see 2.6.7.1), the empirical findings indicated that the focus areas of facilitation include community access to resources, the eradication of poverty through programmes and projects and participation. However, poverty alleviation is not the sole responsibility of social workers but involves all the CTMM's internal stakeholders through their individual departments. Some of the co-workers regarded social workers as leaders in the facilitation of poverty alleviation

programmes and projects, hence distancing themselves from the role. The findings also revealed conflicting views amongst the social workers in terms of the participation of communities in the community development projects. The opinion of some of the social workers' was that the communities should have a say in the projects; that they are voluntary participants and that their needs direct the initiation of projects. Other social work participants, however, were of the opinion that there was no consultation and that communities were presented with projects pre-determined by the municipality. A few participants thought some of the projects that social workers were facilitating incorporated economic elements, such as cooperatives and business initiatives.

The following comments reflect the participants' views on the role of facilitator:

> "… facilitating and linking people with the relevant resources."

> "We have local economic development, so in terms of the social workers what they do they prepare people so that they initiate projects, they initiate their co-operatives, and they initiate their small businesses so that they get involved in a number of [business] initiatives."

> "We [social workers] assist in facilitating and establishing projects which obviously talk to their [community] needs."

Toomey (2009:190) concurs that the social worker has a facilitator's role. The researcher interprets this as also being relevant to local government, seeing that social workers facilitate projects and programmes promoting the social and economic development of people. In Chapter Two (see 2.6.7.1), different types of projects and programmes in which social workers in the CTMM are engaged as facilitators were discussed, including building social capital, needs assessment, facilitating communication with and amongst the people regarding issues of concern and community access to available resources.

Sub-theme 2.6: Collaborator

Most of the social workers, but only a few of their co-workers, identified the role of collaborator as an important developmental role for social work, while the rest had no opinion on the matter. Some of the participants who identified the role felt that the

collaborative function for social workers in local government is with the external stakeholders, who include the community, provincial government office, the private sector, community development organisations, and faith-based and non-governmental organisations. The findings indicate that social workers are already collaborating with the external stakeholders and have established a good relationship with the parties concerned. Only a few participants thought that the social workers' role of collaboration included internal stakeholders i.e. CTMM departments. Social workers pointed out that some of the internal stakeholders were resisting forging collaboration with those listed.

The following voice of the social worker expresses the participants' views on the role of collaborator:

> "We identify partners within communities, we identify other role players in the private sector and we align with other departments."

Payne (2005:153) confirms that the collaborator's role forms part of the developmental role of a social worker when pointing out the importance of "social workers [continuing] to collaborate, network and forge partnerships with various role players including organisations that promote local human, social and economic development". Payne's (2005) assertion confirms that social workers cannot fulfil the government's development agenda on their own but require teamwork and collaboration with all sectors both within and outside local government (RSA, 1998a:15).

Sub-theme 2.7: Educator

All the social workers and a few of the co-workers identified the role of educator as relevant to social work. The rest of the co-workers had no particular view on the matter. The findings highlighted the role of educator as including educating and training the communities on financial literacy; budgeting and financial planning, and educating internal and external stakeholders on the developmental role of social workers, amongst others. The findings also revealed that in some instances social workers partner with other stakeholders in executing the role.

The participants' opinions on the educator's role are reflected in the statements below:

87

"We [social workers] need to do a lot of education. I think there is still a lot to be done to educate even our own social workers from other organisations."

"I think a lot of education still needs to be done to people and other departments to educate them on the role of the social workers".

The findings are supported by Patel (2005:220), who endorses the educator's role as being one of the social worker's developmental roles. According to this author, the role includes literacy training, mentoring and coaching, involving clients in skills training in activities like parenting skills, stress management, how to run a meeting, accessing resources and HIV/Aids counselling (Patel, 2005:220).

Sub-theme 2.8: Awareness raiser

Awareness was considered by most of the participants to be one of the social worker's responsibilities. However, some of the social workers and co-workers had no opinion on the place of this role in social work. Among those participants who identified the role, some thought that social workers should create awareness of their role on the part of internal and external stakeholders, including the services, programmes and projects they offer as social workers, alongside those offered by the municipality. Some participants suggested that, in the awareness campaigns, focus should include the benefit of the services, programmes and projects to the communities. Gray and Lombard (2008:139) maintain that focus on awareness creation should be inclusive of rights and benefits, while Mubangizi (2008b:180) emphasises building self-confidence among the people by showing them their potential, which will eventually result in meaningful action in meeting own needs. The opinions on the role of awareness-raiser are reflected in the following statements:

"I think personally they must market themselves as social workers [in the organisation].They can also do that by community awareness and then [include in the awareness campaign] the importance [of] and the services they offer and how the communities can benefit [from their services]."

"It is their [social workers] role to create awareness."

"To communicate messages about projects."

"Do awareness sessions to the departments [starting with their own]'.

88

Mubangizi (2008b:180) reflects the dual aspect of awareness, that is, to make the community aware of the available resources and the local government aware of the community's needs. The community development processes should follow by meeting those needs.

Sub-theme 2.9: Advocate

All the social workers, but none of their co-workers, regarded being an advocate as part of their developmental role, as reflected in the comment below:

> "We advocate for social change."

Asquith et al. (2005:19) state that the social worker can play the role of advocate for communities, including "assisting or supporting the individuals and/or groups by giving voice or assisting them to give their own voice to their wishes, needs and aspirations". O'Brien (2001:66) indicates that social workers, where applicable, should advocate for resources and services that will promote social and economic development. Ife and Tesoriero (2006:302) maintain that, as part of development, the social worker should also empower the communities to take a lead in playing this role.

Sub-theme 2.10: Mediator

All the social workers but none of their co-workers identified the role of mediator as relevant.

Hepworth et al. (2006:28) and Patel (2005:221) support the idea of the mediator's role, indicating that it involves the social worker mediating between conflicting parties. However, the social workers need to understand that the final decision on any matter lies with the parties involved (Hepworth et al., 2006:28).

Sub-theme 2.11: Guide

Most of the social workers and some co-worker participants regarded being a guide as one of the developmental roles for social workers, particularly with reference to giving direction to programmes and projects. Lombard (1992:131) identified the role of guide for social workers within the community development framework.

Theme 3: Challenges experienced by social workers while executing their role

All the participants agreed that social workers faced challenges in executing their developmental roles. The challenges include lack of resources, duplication of services, interference and lack of training for social workers on their developmental role.

Sub-theme 3.1: Lack of resources

All the social workers and most of their co-workers identified lack of resources as the major challenge for social workers in terms of human capital, budget, equipment and office infrastructure. A few co-workers indicated that the lack of resources is evident only in the previously disadvantaged areas and townships. Most of the participants shared the view that social workers, compared with other professions, are the most disadvantaged in terms of resources.

The participants' views are reflected in the following voices:

> "In my view, I think it [CTMM social work sector] is under resourced in terms of human capital. Two, if you go to most social work offices they share the laptops, they share the printers, they share a phone [especially in black areas] like Atteridgeville, Garankuwa. However, when you go to other areas they are well resourced because they are former white and all those things. So, there are unbalanced [distribution] in terms of resources, including budget."

> "Insufficient budget."

> "More than three social workers share an office."

The RDP (ANC, 1994) indicates that existing resource allocation enables municipal employees to execute their role effectively. However, the views of participants on the mandated responsibility of the CTMM to social workers in terms of resource allocation are summarised in the following response of one of the participants:

> "If you [CTMM] employ people you have to capacitate them in terms of resources, everything you know. You have to give that person resources or tools to be able to work and support [CTMM]."

Sub-theme 3.2: Duplication of services

All the social workers and most of the co-workers identified the main challenge as avoiding duplication of services rendered by the provincial social workers. One aspect of the challenge is that all the identified spheres of government in terms of social development are servicing the same clients and have the same programmes and projects. However, they are working in silos. In addition, a few participants identified duplication of services by the non-governmental agencies as being part of the challenge. The communities are aware of the duplication and take advantage of the situation to their benefit. Some of the social workers identified internal stakeholders, i.e. other departments within the CTMM, as also being part of the challenge to avoid duplication of services.

The following responses reflect the participants' perceptions:

> "Social workers in local government are doing exactly what the social workers in province are doing [that is] we share communities."

> "The challenge is that we [local and provincial social workers] have the same clients and there is no document that states the separation of duties."

> "Communities in some instances are opportunists because they know that there are social workers or there are services from province, there are services from local government and services from the NGOs. You will find that there are three sectors within the community because they want to double dip they will go to the province get assistance, then go to local government get assistance then to the NGOs to get assistance."

The following response by one of the social workers indicates that the social workers are not simply content with the current status quo but are doing something to address the challenge.

> "In some instances there are duplications but we hold meetings to try and address that."

Sub-theme 3.3: Interference

Most of the participants indicated that there was interference from the politicians,

their colleagues - both internally and externally - particularly those in the provincial office, including wanting to take over social workers' responsibilities or remove them from their plan to that of a political agenda. Social workers therefore face a challenge in operationalising their community development tasks. Some of the social work participants attributed the challenge to some of their colleagues in the profession who are not registered with the South African Council for Social Services (SACSSP) and who are not focused on protecting the social work profession.

The following responses reflect the participants' perceptions:

"It is just at some stage I feel that they abuse them [social workers] especially by our politicians..."

"We have got our own administrative mandates then they [politicians] have these political mandates and sometimes you would see that it is not something that was planned for. It just comes when they go around maybe [when] they do door to door or whatever then they realise that it is a priority and they would come back and say you do this. And [as a social worker] you have not planned for it and have no budget for it. But because at that particular time they [politicians] feel it is a priority then you have to come up with a way of responding. This is a serious challenge."

"Some of the people sitting in comfortable positions are not accountable to the Council [SACSSP] but they claim to be social workers but are not registered."

"There and there will always be those differences and people wanting to do things, sometimes taking over [our responsibilities]."

The following remark aptly voices the social workers' perception that there is a need to take action in the matter:

"We need to really stand our ground, we are not going to be pushed around by province and others."

Bhattacharyya (2004:6) adds to the interference challenge defining of the social work role by their colleagues including politicians. Taking action to remove obstacles and address challenges requires the empowerment of social workers. Swenson (2001:224) emphasises that empowerment reduces direct and indirect power blocks

92

caused by external and internalised oppressions and hence social workers in the CTMM need empowerment if they are to address the challenge of interference.

Theme 4: Recognition of social workers' role in the CTMM

The findings reveal that there are differing views on the recognition of the social worker's role. Most of the social workers in the groups were at the senior level and said that their role was recognised, as did some of the co-workers. Other co-workers who disagreed also said that neither the internal stakeholders nor the communities were aware of this role. On the other hand, most of the social workers asserted that both the communities and the leadership in the CTMM were aware of their role. Only a few of the social workers were adamant that most of the leadership is unaware of it. However, some participants in both categories identified a lack of sufficient marketing of the role of social workers as a reason for their non-recognition. In terms of most social workers, training on their developmental role would enhance the recognition of their role. The views on the link of marketing and training are also reflected and discussed in sub-theme 6.5.

The mixed views concerning the recognition of the role of social workers are reflected in the remarks below:

> "I think it [role] is recognised."

> "Most of the people [including] our head of department where I am stationed understand our role as social workers."

> "It is regrettable that most communities do not get guidance or even information on what kind of services they are supposed to get especially [from] social work."

> "I was sort of disturbed because the political head who is my principal did not have an understanding of what social work is all about."

Theme 5: Monitoring and evaluating performance output

All the social workers and most of the co-workers thought that the balance score card system used by the CTMM was not a suitable tool for measuring the social

93

workers' performance in relation to their specific roles. One of the possible reasons for this is that the social workers' achievements are not always tangible and hence cannot be counted in terms of figures/statistics. A few co-workers proposed a quality assurance tool to measure a social worker's performance. Some of the social workers shared the concern that evaluating their role was a challenge not only in local government but in other practice settings as well, and said there was a need for a standardised tool for the profession which could be applied to all practice settings. Only a few co-workers thought that the current balance score card system, which has to be used by everyone in the CTMM, including social workers, was suitable.

The following voices echo the opinions of the participants on the CTMM performance management system:

> "I think what we need for social workers is a quality assurance leg that will help with [the] monitoring and evaluation aspect because when we have that leg you know it will help to develop tools for monitoring and the frequency of monitoring projects the community or whatever project they have or programmes. You cannot compare it with clinics, with clinics they have tools guided by the national Department of Health."

> "We [social workers] are more into making a difference moving a person from point A to point B. To say we are not into measuring as in numbers. Numbers could assist in certain areas but we are more into what difference did our intervention make in the lives of other people around that community, that is how we [should be] measured."

> "We [social workers] do not have a proper monitoring and evaluation tool and I think we need that because it is not only City of Tshwane [CTMM] social workers complaining about that."

The Municipal System Act 32 of 2000 obliges the municipalities to develop a performance management system. In response to this requirement, the CTMM developed and adopted the balance score card system as "a monitoring framework that identifies the responsibilities of the different role-players [within CTMM] in monitoring and measuring its performance" (CTMM, 2006-2011:215). This expectation is also in line with that of Holloway (2005:66), who points out that social

workers have the ability to demonstrate and to provide a rationale for their interventions and services.

Theme 6: Fostering the developmental role of social workers

Most of the participants were of the opinion that an enabling environment is needed to support social workers in their role. Sub-themes include resourcing; structuring the division in terms of social issues; competent leadership; planning and marketing the role.

Sub-theme 6.1: Resourcing

Most of the participants indicated that social workers should be adequately resourced by the CTMM if they are to execute their role effectively. A few participants indicated that the provincial government ought to provide the CTMM with resources.

The following responses capture the essence of the required resources:

> "Local government [social workers] must be capacitated in terms of resources i.e. people, money, everything."

> "The province should bring all the resources to us [CTMM social work]."

When it comes to the local government providing sufficient resources for its employees (RSA, 2000), the provincial government is supposed to ensure that local government is resourced sufficiently to perform its developmental role (RSA, 1998a).

Sub-themes 6.2: Structuring the division in terms of social issues

For most of the participants in both categories, the developmental role of the social workers can be promoted by structuring their division in terms of social issues and needs and vulnerable groups, making referral and access easier for all the stakeholders. These participants indicated that if the division was structured in terms of social issues there would be clarity of roles and services rendered by social workers in both local and provincial government.

The following remarks reflect the participants' views:

95

"Structure the [social work] unit in terms of vulnerable groups, so if we have got units that we know clearly that this deal with child protection, immigrants, poverty alleviation, crèches and so forth."

"… structure their [social work] unit in response to address challenges and respond to those vulnerable groups."

"So those are some of the issues which in terms of the structure needs to be addressed in terms of who is responsible; who are [the] responsible social workers and if the province and local government are there, there should be clear guidelines in terms of these ones are responsible for these [this] and these ones are responsible for these [that]."

"For me I would want a situation where our section is overhauled or changed in the sense that it is issue based. Issue based in the sense that we have drug abuse unit etc."

The findings are consistent with the Integrated Service Delivery Model (RSA, 2005a:05), which indicates that services should be defined in terms of broad categories and service classifications. Social welfare services should be classified in terms of levels of intervention and should include prevention; early intervention; statutory, residential and alternative care; and reconstruction and aftercare services (RSA, 2005a:06). Community development should be classified in terms of the purpose and scope of services and should include a focus on the development of the youth and women, poverty reduction programmes, and the registration and facilitation of non-profit organisations (NPOs) (RSA, 2005a:06). According to the model, the community development services should be further classified in terms of the community development process (RSA, 2005a:06).

Sub-theme 6.3: Competent leadership

Most of the participants attributed the challenges faced by social workers to a lack of competent leadership within the profession in the CTMM. They maintained that getting competent leaders with social work experience would help foster the profession's role in the CTMM, and would address their internal and external challenges.

The views on leadership of both participant groups are echoed in the comments below:

> "Improve on their [social workers] caliber of leadership. I think [there are] leadership problems. They are the ones that need to protect their subordinates and say no, the buck[s] stops here. This is what they are expected to do as social work leadership."

> "If we [social workers] can have a leadership that understands, interacts with social work bodies to understand what social work [role] is all about."

> "It will be very imperative to have some kind of a political head who has an understanding as to what is it that we are doing."

> The following comment by one of the social workers reflects the participants' views on the importance of a leader who understands the role of social work:

> "Our previous mayor understood [our role] very well and involved social workers in everything."

The findings are in line with those of Kotzé and Venter (2010:414), who state that the success of any employee group within an institution depends largely on the quality of its leadership.

Sub-theme 6.4: Planning

Most of the participants in the respective categories identified planning as relevant to fostering the developmental role of social workers. Co-workers emphasised that social workers should formulate their own strategic plans to guide their community development role and provide short- and long-term direction to the profession. Although social workers' views were consistent with those of their co-workers, they were more concerned about their own involvement in the CTMM's overall strategic planning for them to participate actively in terms of providing input.

The following voices echo the participants' views on planning:

> "I can articulate two things, one is about planning. When you have as social workers your plans out there and say these are the things we will do. It will

guide your actions. If you do not have that clearly then you are mostly vulnerable to shift [focus]"

"Each and every [CTMM] department should be populated with social workers as they got [the] know-how of being advisors."

"We [social workers] need to be involved in all [CTMM] departments …in all decisions that are taken on behalf of the human beings we need to be there."

According to Holloway (2005:66), planning holds a key to social work practice. Asquith et al. (2005:21) regard planning in the community development context as integral to social work intervention.

Sub-theme 6.5: Marketing the role

All the social workers and most of their co-workers regarded marketing of the role in terms of creating awareness by social workers as relevant. However, an encouraging environment is needed if the role is to be effective in terms of resources. There should be a platform, such as time slots in strategic and management meetings at organisational and departmental levels, which could be cascaded down to divisional and unit levels and employee induction sessions. Only a few co-workers held no opinion on the matter.

The following remarks capture the participants' perspectives:

"They should define their role then orientate new employees in the department as part of induction."

"In high stakeholders meetings including budget meetings our representatives should take the opportunity to educate [management in other professions] about what we [social workers] are doing."

The findings are supported by the Integrated Service Delivery Model (RSA, 2005a:31), which states that local government has a responsibility to make the individuals, families and communities aware of available services and the roles of local government, which the researcher interprets as also relevant to social workers in this sphere. However, to be able to execute their responsibilities, social workers need to be trained in their role in development. Mubangizi (2008a:281) states that, if

98

social workers are to implement the community development role, they must be trained to do so.

All of the social workers at junior level and some at supervisory levels maintained that no training on social development was provided, including community development. However, a few social workers at the supervisory level thought there was training in developmental work. All the co-workers alluded only to the generic training that all the professions attend, which includes computer training and management courses.

The participants' views on the training of social workers for their developmental role are reflected in the following comments:

> "We have workshops [for social workers], in their various sections [and] they have meetings with their supervisors. We have continuous training like monitoring and evaluation, research to empower them."

> "There is no single part of training which covers social workers."

3.7 SUMMARY

In this chapter the research methodology used for the study was discussed. The ethical aspects relevant to the study were outlined. The research findings were presented in key themes and associated sub-themes namely: the concept 'developmental role' for local government, developmental role of the social workers in the municipal sector, challenges social workers experience in executing their developmental role, recognition of social workers' role in CTMM, monitoring and evaluating performance output and fostering the developmental role of social workers.

In Chapter Four, the findings of the study will be summarized from which conclusions and recommendations will be made.

CHAPTER FOUR

CONCLUSIONS AND RECOMMENDATIONS

4.1 INTRODUCTION

The focus in this chapter is two-fold:

- to present how the goal and the objectives of the study were achieved,
- to list the conclusions and recommendations made by the researcher based on the study's key findings.

4.2 GOAL AND OBJECTIVES OF THE RESEARCH STUDY

The goal of the study was to determine the developmental role of social work in the local government of the City of Tshwane Metropolitan Municipality. The attainment of this goal was directed by the following research question:

> *What are the views of social workers and their co-workers regarding the developmental role of social work in local government in the City of Tshwane Metropolitan Municipality (CTMM)?*

The realisation of the following three objectives went towards the achievement of the goal of the study and towards answering the research question:

- Objective 1: To identify and conceptualise the developmental role of social work in local government within the theoretical framework of developmental social welfare.

This objective was met in Chapter Two (see 2.1-2.6), in which an extensive literature study was carried out on the developmental role in the local government sphere. According to Payne (2002:129), the defining role and responsibilities of the organisation for which an employee works guide the incumbent's role. In line with Payne's assertion, the researcher met this objective by first identifying the roles and responsibilities of local government, which in turn directed the definition of the roles of social workers in local government and CTMM particularly within the developmental social welfare framework. The legislative and policy framework that

100

support the developmental role in local government and the theory of community development, which includes the definition of the concept; the principles that guide or inform the community development role; its features; the interventions to be used and the intended outcomes and roles were identified and discussed.

- Objective 2: To determine the understanding and perceptions by social workers and their co-workers on various levels, ranging from the junior to the management levels, of the developmental role of social work in local government in the City of Tshwane Metropolitan Municipality.

This objective was achieved by means of the empirical study as captured in Chapter Three (see 3.4.2). The empirical findings were verified by the research findings of the literature study as reflected in Chapter Two (see 2.6.7), in which the community development roles for social workers in local government were discussed.

- Objective 3: Based this on the research findings and conclusions, to propose ways of raising awareness and initiating a process of establishing the developmental role of social work in local government.

This objective is met in the present chapter. The key findings of the study will first be presented, followed by conclusions and, finally, the recommendations.

4.3 KEY FINDINGS AND CONCLUSIONS

- The findings indicated that there is clarity among social workers and co-workers on the developmental role of local government. This role pertains particularly to addressing poverty; uplifting communities; integrating human, social and economic development; community involvement and collaboration and partnerships with internal and external stakeholders.

It can be concluded that the social workers and co-workers at CTMM operate according to the Municipal Systems Act 32 of 2000 by promoting and undertaking development in the municipality and hence at the local government level. There are challenges, though, in the implementation of the developmental role, which will be indicated below.

- Findings revealed that there were different views and a lack of common understanding amongst social workers and their co-workers regarding the developmental role of social workers in the municipal sector. The differing views on the various roles that constitute the 'developmental role' of the social worker ranged from not being conceptualised to a statutory role; a role in indigent registration; social welfare services, as facilitator, collaborator, educator, awareness-raiser, advocate, mediator and guide. Co-workers in particular are clear as to the role of the social worker with regard to statutory work, indigent registration and social welfare services. They were less certain about social workers having a role in facilitation, being an advocate, collaborator, mediator and guide. Co-workers associate social workers' awareness-raising role with defining their 'developmental' role and then creating awareness of it, including the services they are offering and those offered by the CTMM to the internal and external stakeholders.

In turn, social workers were divided when it came to defining their own role but shared the same sentiments as those of their co-workers that they should create awareness of services they offer and those offered by the CTMM, including available community resources. In line with their co-workers, the social workers viewed their 'developmental' role as carrying out indigent registration and rendering social welfare services, but disagreed that they had a role in statutory work. Furthermore, the social workers were clear about their role as facilitator, advocate, educator and mediator. They share their co-workers' uncertainty about social workers playing the role of guide and collaborator.

The conclusion can be drawn that there is a need for clarity on the precise role of social workers in community and social development in local government. This applies to both social workers and their co-workers, and includes clarification of the inter-relatedness of the roles. The lack of clarity on their role in social development has a significant impact on the social workers' image in the CTMM. Regardless of the findings made on the same issue by studies in 2008 (compare Buccus et al., 2008; Patel, 2008), no attempts have yet been made to clarify the developmental role of social workers in local

government. Clarity on the matter would facilitate the formulation of a policy framework for developmental social work, which, in turn, would serve as a tool for creating an enabling environment in which social workers could execute their developmental role in local government.

- Findings show that social workers experienced more challenges in executing their developmental role after the transformation of local government, which included the challenge to avoid duplication of services by the provincial social workers. Further challenges were the lack of sufficient resources and interference from their colleagues, politicians and some of the social workers who are not registered with the SACSSP.

  It can therefore be concluded that social workers in the CTMM experience challenges in executing their developmental role. Furthermore, there is a need for monitoring social workers' registration with the SACSSP to ensure professional conduct.

- From the findings, it is evident that lack of training for the social workers in their developmental role contributes to their role confusion, effectiveness and consequently to the   recognition of their role by both the internal and external stakeholders.

  It can be concluded that the social workers in the CTMM are not equipped well enough to execute their developmental role. Training in social and community development would increase social workers' effectiveness in practice which would eventually result in the optimum recognition of their role in local government.

- Findings indicate that the performance management tool, the balance score card system that is in place in the CTMM, is not suitable for monitoring and evaluating the social workers' developmental role. Social workers, in particular, were concerned that the lack of an appropriate tool to monitor and evaluate their role in social development was not peculiar to their setting but

pertained to all environments where developmental social work is being practised.

The conclusion is that there is no evidence of the developmental role of social work in local government and hence there is a need for a standardised tool to measure the performance output of social workers in social and community development.

- Findings reveal that the environment in the CTMM is not sufficiently conducive to social workers executing their developmental role. It was indicated that a more suitable environment pertains to sufficient resourcing, competent leadership, and planning and structuring the division in terms of social issues to foster accessibility to services and marketing the social workers' role.

It can be concluded that an enabling environment would improve the effectiveness of social workers in carrying out their developmental role.

4.4 RECOMMENDATIONS

The recommendations of the study are as follows:

- Social workers should use the Integrated Service Delivery Model (RSA, 2005a) in conjunction with the Framework for Social Welfare Services (RSA, 2011b) as a guideline for demarcating the community development and social welfare services.

- Demarcation will feed into CTMM Policy which will assist with demarcating social workers' developmental role and job descriptions. This would serve a dual purpose, that of demarcating the social workers' role and that of obliging the CTMM to create an enabling environment conducive to executing the social workers' 'developmental' role.

- Social workers' job descriptions should be revised to include the developmental role of social workers in the CTMM.

104

- Social workers in the CTMM should take the lead in facilitating the process of defining their role, writing their job descriptions and ensuring that they operate strictly in accordance with that job description.

- Social workers in the CTMM should stand up for themselves, ensuring that they are represented at all levels of the organisation and are included in all community and social development programmes and projects.

- It is important for social work managers to encourage continuing professional developmental (CPD) training for their subordinates and for themselves, which is also required for registration at the SACSSP. This would enable social workers to keep abreast of current and new developments which would further shape their role in community and social development. The CTMM should enable social workers to attend CPD activities and monitor their registration at the SACSSP.

- Social workers at the national, provincial and local levels should organise themselves and plan workshops and regular meetings to avoid duplication of roles and services within the different spheres of government.

- Training should be provided for social workers at all levels in the CTMM on their role in social and community development to:
  - ensure that they are recognised for their contribution to social development and
  - empower them to contribute positively to the strategic plans of the organisation.

- CTMM should, in collaboration with all stakeholders, explore, develop and implement a monitoring and evaluation tool for social workers' performance in social and community development.

- Awareness of the developmental role of social workers in local government should be intensified with the use of pamphlets, organisational intranet,

izimbizos, newsletters, including that from the SACSSP, management meetings and working with co-workers on specific projects in community and social development.

- Further research is recommended on how social workers' developmental role in CTMM and other local governments contributes to promoting social and economic development and equality.

REFERENCES

Alasah, A.A. 2009. The impact of government policy on grassroots level community development initiative in the Northwest region of Cameroon. *Community Development Journal Advance Access.* doi:10.1093/cdj/bsp061.

Alexandrou, M. 2009. Stakeholder definition. Available:http://www.mariosalexandrou. com/definition/stakeholder.asp (Accessed 2009/09/23).

Alston, M. & Bowles, W. 2003. *Research for social workers: An introduction to methods.* 2nd ed. London: Routledge

African National Congress (ANC). 1994. *The Reconstruction and Development Programme. A policy framework.* Johannesburg: Umanyano Publications.

Asmah-Andoh, K. 2009. Implementation of developmental local government for alleviating poverty and inequality. *Journal of Public Administration*, 44(1.1):100-111.

Asquith, S., Clark,C. & Waterhouse, L. 2005. *The role of the social worker in the 21st century: A literature review.* Available:www.scotland.gov.uk/socialresearch. (Accessed 2012/11/02).

Babbie, E. 2008. *The basics of social research.* 4th ed. Belmont: Thompson & Wadsworth.

Babbie, E. & Mouton, J. 2001. *The practice of social research.* Cape Town: Oxford University Press.

Baldwin, N. & Walker, L. 2005. Assessment. In Adams, R., Dominelli, L. & Payne , M. (Eds). *Social work futures: Crossing boundaries, transforming practice.* New York: Palgrave Macmillan.

Banks, S. & Orton, A. 2005. 'The grit in the oyster': Community development workers in a modernizing local authority. *Community Development Journal*, 42(1):97–113.

Bhattacharyya, J. 2004. Theorizing community development. Journal of the Community Development Society, 34 (2):5-34.

Bless, C., Higson-Smith, C. & Kagee, A. 2006. *Fundamentals of social research methods: An African perspective.* 4th ed. Juta and Company Ltd.

Brinkerhoff, D.W. 2004. *The enabling environment for implementing the millennium development goals: Government actions to support NGOs.* Paper presented at George Washington University Conference. 12-13 May, Washington, DC. Available: http://www.rti.org/pubs/Brinkerhoff_pub.pdf (Accessed 2009/09/28).

Brundtland Commission. 1987. *Report of the World Commission on Environment and Development.* Available: http:// en. wikipedia. org/ wiki/ Our_ Common_ Future (Accessed 2009/09/28).

Buccus, I., Hemson, D., Hicks, J. & Piper, L. 2008. Community development and engagement with local governance in South Africa. *Community Development Journal*, 43(3):297-311.

Carter, J., Pahwa, S., Bester, J. & Pieterse, D. 2005. There is more than one solution. Categorising municipalities according to capacity highlights the need to come up with a range of support measures for different municipalities. *Delivery: The magazine for local government, 68-69.*String Communications.

Cavaye J.M. 2000. *The role of government in community capacity building.* Department of Primary Industries and Fisheries Information Series QI99804. Queensland Government. 2000.

Chechak, D. 2008. The roles of a social worker. Available: http: // www. scribd. com/ doc/7852257/The-Roles-of-a-Social-Worker (Accessed 2009 / 08 / 28).

City of Tshwane Metropolitan Municipality (CTMM). 2006. *City of Tshwane investment promotion and development strategy.* 3rd draft internal working document, March 2006. Pretoria.

City of Tshwane Metropolitan Municipality (CTMM). 2008. City of Tshwane. *The Southern African foreign guide,* 2008. Pretoria.

City of Tshwane Metropolitan Municipality (CTMM). 2006-2011.*Tshwane Integrated Development Plan (TIDP) 2006-2011.* 3rd revision. Pretoria.

Community Development Foundation. 2006. The community development challenge. UK: Communities and Local Government Publications.

Craig, G. 2002.Towards the measurement of empowerment: The evaluation of community development. *Journal of Community Development Society, 33*(1):124–146.

Creswell, J.W. 2007. *Qualitative inquiry and research design: Choosing among five approaches.* London: SAGE.

Davids, I. 2005. Development theories: Past to present. In Davids, I., Theron, F. & Maphunye, K.J. (eds). *Participatory development in South Africa: A development management perspective.* Pretoria: Van Schaik**.**

Dale, A. & Newman, L. 2010. Social capital: A necessary and sufficient condition for sustainable community development? *Community Development Journal,* 45(1):5–21.

Davids, I. (ed.). 2006. *Learning about local government: A first step towards active engagement.* Cape Town: Foundation for Contemporary Research.

Davidson College. 2002. *Descriptions of ethical theories and principles*. Available: http://www.bio.davidson.edu/people/kabernd/indep/carainbow/Theories.htm#EP (Accessed 2009/08/28).

De Beer, J. 2008. City of Tshwane Metropolitan Municipality (CTMM) Health and Social Development Department. Available:http://cot/departments/hsd/Pages/default. aspx (Accessed 2009/09/28).

De Beer, F. & Swanepoel, H. 1998. *Community development and beyond: Issues, structures and procedures.* Pretoria: Van Schaik.

De Vaus, D.A. 2002. *Research design in social research.* London: Sage.

De Visser, J. 2009. Developmental local government in South Africa: Institutional fault lines. *Common Wealth Journal of Local Governance*, 2:27-25. Available: http://epress.lib.uts.edu.au/ojs/index.php/cjlg/article/viewPDFInterstitial/1005/1009 (Accessed 2009/09/28).

De Vos, A.S. 2005. Qualitative data analysis and interpretation. In De Vos, A.S. (ed), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 3rd ed. Pretoria: Van Schaik Publishers

Denzin, N.K. & Lincoln, Y.S. (eds). 2005. *The Sage handbook of qualitative research.* 3rd ed. Thousand Oaks: Sage.

Department of Economic and Social Affairs. 2004.*United Nations Decade for the Eradication of Poverty.* Available: http:// social.un.org/ index/Poverty/ UNDecade for the EradicationofPoverty.aspx (Accessed 2013/ 03/12).

Dominelli, L. 2002. Anti-oppressive practice in context. In Adams, R., Dominelli, L. & Payne , M. (eds). *Social work: Themes, issues and critical debates.* 2nd ed. New York: Palgrave Macmillan.

Fouchè, C.B. 2002. Problem formulation. In De Vos, A.S.(ed.), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social science and human service professions.* 2nd ed. Pretoria: Van Schaik Publishers.

Fouché, C. 2005. An ecological understanding of HIV practice in South Africa. In Nash, M., Munford, R. & O' Donoghue , K. (eds). *Social work theories in action.* London: Jessica Kingsley.

Fouché, C.B. 2005a. *Writing the research proposal.* Pretoria: Van Schaik Publishers.

Fouché, C.B. 2005b. Qualitative research designs. In: De Vos, A.S. (ed.), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 3d ed. Pretoria: Van Schaik Publishers.

Fouché, C.B. & Delport, C.S.L. 2005. Introduction to research process. In De Vos, A.S. (ed), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for*

the social sciences and human service professions. 3rd ed. Pretoria: Van Schaik Publishers.

Fouché, C.B. & De Vos, A.S. 2005. Problem formulation. In De Vos, A.S. (ed.), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 3rd ed. Pretoria: Van Schaik Publishers.

Fouché, C.B., Delport, C.S.L. & De Vos, A.S. 2011. Quantitative research designs. In De Vos, A.S. (ed), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions. 4th* ed. Pretoria: Van Schaik Publishers.

Gray, M. 1996. Towards an understanding of developmental social work. *Social Work Practice*, 1 (96):9-13.

Gray, M. 1997. A pragmatic approach to social development: Part 2. *Social Work/ Maatskaplike Werk,* 33(4), 360–373.

Gray, M. 2006. The progress of social development in South Africa. *International Journal of Social Welfare*, 15 (S1):S53-S64.

Gray, M. & Lombard, A. 2008. The post-1994 transformation of social work in South Africa. *International Journal of Social Welfare*, 17:132-145.

Gray, M. & Mubangizi, B. 2009. Caught in the vortex: Can local government community development workers succeed in South Africa? *Community Development Journal Advance Access.* doi:10.1093/cdj/bsp007.

Greeff, M. 2005. Information collection: Interviewing. In De Vos, A.S. (ed.), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 3rd ed. Pretoria: Van Schaik Publishers.

Green, S. 2008. Perspectives of some non-governmental organizations on progress towards developmental social welfare and social work. *Social Work Practitioner-Researcher*, 20 (2):174-191.

Green, S. & Nieman, A. 2003. Social development: Good practice guidelines. *Social Work/Maatskaplike Werk*, 39(2):161-181.

Hardi, P. & Zdan, T. 1997. *Assessing sustainable development: Principles in practice.* Winnipeg: International Institute for Sustainable Development.

Hayes, D. 2005. Social work with asylum seekers and others subject to immigration control. In Adams, R., Dominelli, L. & Payne, M. (Eds). *Social work futures: Crossing boundaries, transforming practice.* New York: Palgrave Macmillan.

Heathfield, S.M. 2012. *Job Description.* Available: http:// humanresources. about.com /od/jobdescriptions/g/job_description.htm (Accessed 2013/ 03/12).

Henning, E., Van Rensburg, W. & Smit, B. 2004. *Finding your way in qualitative research.* Pretoria: Van Schaik Publishers.

Hepworth, D.H., Rooney, R.H., Rooney, G.D., Strom-Gottfried, K. & Larsen, J. 2006. *Direct social work practice: Theory and skills.* 7th ed. United States of America: Thompson Learning, Inc.

Hepworth, D.H., Rooney, R.H., Rooney, G.D., Strom-Gottfried, K. & Larsen, J. 2009. *Direct social work practice: Theory and skills.* 8th ed. United States of America: Thompson Learning, Inc.

Hofmeyer, B. (ed.). 2007. *Integrated development planning for local Government.* Available: http://www.etu.org.za/toolbox/docs/localgov/webidp.html (Accessed 2009/ 09/23).

Holloway, M. 2005. Planning. In Adams, R., Dominelli, L. & Payne , M. (eds). *Social work futures: Crossing boundaries, transforming practice.* New York: Palgrave Macmillan.

Horton, J., Macve, R. & Struyven, G. 2004. Qualitative research: Experiences in using semi-structured interviews. In Humphrey, C. & Lee, B. (eds). *The real life guide to accounting research: A behind-the-scenes view of using qualitative research methods.* Oxford: Elsevier Ltd.

Huitt, W. 2007. Maslow's hierarchy of needs. *Educational Psychology Interactive.* Valdosta, GA: Valdosta State University. Available: http:// www. edpsycinteractive. org/topics/regsys/maslow.html (Accessed 2012/12/02).

IDASA. 2005a. Part IV: Local government IDP, budget and expenditure analysis. In: Vennekens, A. & Govender, S. (eds) *Local government budget guide.* Available: http://www.idasa.org.za/media/uploads/outputs/files/PART%20IV.pdf (Accessed 2009/09/23).

IDASA. 2005b. Part II: Local government responsibilities. Available: http://www.idasa.org.za/media/uploads/outputs/files/PART%20II.pdf (Accessed 2009 /09/23).

Ife, J. & Tesoriero, F. 2006. *Community development: Community-based alternatives in an age of globalization.* Pearson Longman: Frenchs Forest.

International Association of Schools of Social Workers (IASSW). 2001. *Definition of Social Work.*1-1.

International Federation for Social Workers (IFSW). 2001. *Definition of the Social Work profession,* 1-1.

Jimu, I. M. 2008. Community development: A cross-examination of theory and practice using experiences in rural Malawi. *Africa Development,* XXXIII (2):23–35.

Kanyane, M.H. 2008a. Role of educational institutions in professionalising IDP training: View point .*Journal of Public Administration*, 43(3.2):512-519.

Kanyane, M.H. 2008b. Conceptualising local economic development as a community engagement strategy for poverty alleviation. *Journal of Public Administration*, 43(4.1):698-707.

Kenny, S. 2004.Tensions and dilemmas in community development:New discourses, new Trojans? *Community Development Journal,* 37(4):284-299.

Kiiti, N. & Nielson, E. 1999. Facilitator or advocate: What's the difference? In White, S.A. (Ed.). *The art of facilitating participation.* London: Sage.

Kirst-Ashman, K.K. 2003. *Introduction to social work and social welfare: Critical thinking perspective.* California: Brooks/Cole.

Kleijn, W.C. 2004. *A developmental approach to statutory social work services.* Pretoria:University of Pretoria. (MSW Mini-Dissertation).

Kotzé, M. & Venter, I. 2010. Perceptions of leadership effectiveness in the public sector: An empirical study. *Journal of Public Administration,* 45 (3):413-435.

Kruger, D.J., De Vos, A.S., Fouché, C.B. & Venter, L. 2005. Quantitative data analysis and interpretation. In De Vos, A.S. (ed), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 3rd ed. Pretoria: Van Schaik Publishers.

Landman, L. 2004*. Integration of community development and statutory social work services within the developmental approach.* Pretoria: University of Pretoria. (MSW Mini-Dissertation).

Leadbetter, M. 2002.Empowerment and advocacy. In Adams, R., Dominelli, L. & Payne , M. (eds). *Social work: Themes, issues and critical debates.* 2nd ed. New York: Palgrave Macmillan.

Landman, L. & Lombard, A. 2006*. Integration of community development and statutory social work services within the developmental approach. Social Work/Maatskaplike Werk*, 42(1):1-15.

Lietz, C.A., Langer, C.L. & Furman, R. 2006. Establishing trustworthiness in qualitative research in social work: Implications from a study regarding spirituality. *Qualitative Social Work,* 5(4):441-458. doi:10.1177/1473325006070288.

Lombard, A. 1992. Community development. In Lombard, A., Weyers, M.L. & Schoeman, J.H. 1992. *Community work and community development: Perspectives on social development.* Pretoria: HAUM-Tertiary.

Lombard, A.1996. Developmental social welfare in South Africa: A theoretical framework. *Social Work/Maatskaplike Werk*, 32(2):162-172.

Lombard, A. 2006. Social change through integrated social and economic development. *Inaugural address: Prof. Antoinette Lombard Head: Department of Social Work and Criminology.* Pretoria: University of Pretoria 2006, 24 October 2006: 1-31.

Lombard, A. 2008a.The implementation of the White Paper for Social Welfare: a ten year review. *Social Work Practitioner-Researcher*, 20 (2):154-173.

Lombard, A. 2008b. Social work: A social partner in economic development. *Social Work/Maatskaplike Werk*, 44(2):121-142.

Lombard, A. 2008c.The impact of social transformation on the non-government welfare sector and the social work profession. *International Journal of Social Welfare*, 17(2):124-131.

Lombard, A. 2008d. Social change through integrated social and economic development in South Africa: A social welfare perspective. *Journal of Comparative Social Welfare*, 24(1):23-32.

Lombard, A. & Kleijn, W.C. 2006.Statutory social services: An integrated part of developmental social welfare service delivery. *Social Work/Maatskaplike Werk*, 42(3/4):213-233.

Masango, R.S. 2009. Public participation: An imperative for sustainable democracy and effective service delivery . *Journal of Public Administration*, 44(1.1):123-132.

Maserumule, M.H. 2008. Framework for strengthening the capacity of municipalities in South Africa: A developmental local government perspective*. Journal of Public Administration, 43*(3.2):436-451.

Mathekga, R. & Buccus, I. 2006. The challenge of local government structures in South Africa: Securing community participation. *Critical Dialogue – Public Participation in Review*, 2(1):11-17.

Mayo, M. 2002. Community work. In Adams, R., Dominelli, L. & Payne , M. (Eds). *Social work: Themes, issues and critical debates.* 2nd ed. New York: Palgrave Macmillan.

Mendes, P. 2009. Teaching community development to social work students: A critical reflection. *Community Development Journal*, 44(2):248–262.

Midgley, J. 1995. *Social development: The developmental perspective in social welfare.* London: Sage Publications.

Midgley, J. 2001. South Africa: The challenge of social development. *International Journal of Social Welfare*, 10:267–275.

Midgley, J. 2010. The theory and practice of developmental social work. In Midgley, J. & Conley, A. (eds). *Social work and social development: Theories and skills for developmental social work.* New York: Oxford University Press.

Midgley, J. & Livermore, M.1998. Social capital and local economic development: Implications for community social work practice. *Journal of Community Practice*, 5(1\2):29–40.

Modise, S. 2008. Personal interview with Sarah Modise, Director: Indigent Policy Management of the City of Tshwane Metropolitan Municipality. 14 November. Pretoria.

Mogotsi, N. 2008. Welcome to the Integrated Community Development site of the City of Tshwane Metropolitan Municipality. Pretoria. Available: http://cot/departments/ hsd/icd/Pages/default.aspx (Accessed 2009/09/28).

Molefe, P. 2009. Personal communication with Prince Molefe, Chief Executive Officer with a doctoral social work degree and own private company. 5 April. Pretoria.

Midgley, J. & Tang, K-l. 2001. Social policy, economic growth and developmental welfare. *International Journal of Social Welfare*, 10:244–252.

Mubangizi, B.C.2008a. Utilising available resources: A community development view to make local government work. *Journal of Public Administration,* 43(3.1):271-284.

Mubangizi, B.C. 2008b. Responses to poverty in post apartheid South Africa: Some reflections. *International Journal of Social Welfare*, 17(2):174-181.

Mubangizi, B.C. 2009. Community development and service delivery in South Africa: Work, workers and challenges. *Journal of Public Administration*, 44 (3):435-450.

Munford, R. & Walsh-Tapiata, W. 2005. Community development: Principles into practice. In Nash, M., Munford, R. & O' Donoghue , K. (eds). *Social work theories in action.* London: Jessica Kingsley.

Nabe, T.W. 2000. *Enhancing service delivery at local government level: Challenges and recommendations for the city of Cape Town.* Western Cape: University of the Western Cape (MA Dissertation). Available: http://etd.uwc.ac.za/usrfiles/modules/etd docs/etd_init_8866_1176890855.pdf (Accessed 2009/09/23).

National Association of Social Workers (NASW). 2011. NASW office of ethics and professional review. Available: http://www.socialworkers.org/nasw/ ethics/ default. asp (Accessed 2011/08/ 23).

Ndlela, L. 2008. Social development: An imperative for local government. In Van Donk M., Swilling, M., Pieterse, E. & Parnell, S. (eds). *Consolidating developmental local government: Lessons learned from the South African experience.* Cape Town: UCT Press.

Nelson-Becker, H., Chapin, R. & Fast, B. 2006. The strengths model with older adults: Critical practice components. In Saleebey, D (ed.). *The strengths perspective in social work practice.*4th ed. *Social work theories in action.* London: Jessica Kingsley.

Neuman, W.L. 2003. *Social research methods: Qualitative and quantitative approaches.* 5th ed. Boston: Allyn & Beacon.

New World Encyclopaedia Contributors. 2008. Social work. *New World Encyclopae dia.* Available: http://www.newworldencyclopedia.org/entry/% 20Social% 20 work?old id-=715385 (Accessed 2009/09/28).

Ng, S.M. & Chan, C.L.W. 2005. Intervention. In Adams, R., Dominelli, L. & Payne, M. (eds). *Social Work Futures: Crossing boundaries, transforming practice.* New York: Palgrave Macmillan.

Nkuna, N. 2011. Realising developmental local government in a developmental state. *Journal of Public Administration*, 46(1):622-641.

Nykiel, R.A. 2007. *Handbook of marketing research methodologies for hospitality and tourism.* The Haworth Press, Inc.

O'Brien, K.M. 2001. The legacy of Parsons: Career counselors and vocational psychologists as agents of social change. *Career Development Quarterly*, 50:66-76.

O' Donoghue , K. & Maidment, J. 2005. The ecological systems metaphor in Australasia. In Nash, M., Munford, R. & O' Donoghue , K. (eds). *Social work theories in action.* London: Jessica Kingsley.

Patel, Y. 2004. The next cycle of IDP. In Ministry for Provincial and Local Government (DPLG). *The next cycle of IDPs: LG elections 2005/2006. Discussion Document* (1), 26 October 2004, 1-10. Pretoria: Government Printers.

Patel, L. 2005. *Social welfare and social development in South Africa.* Cape Town: Oxford University Press.

Patel, L. 2008. Getting it right and wrong: An overview of a decade of post-apartheid social welfare. *Practice*, 20(2):71 – 81.

Patton, M.Q. 2002. *Qualitative research and evaluative methods.* 3rd ed. Thousand Oaks: Sage.

Payne, M. 1991. *Modern social work theory: A critical introduction.* London: Macmillan Education Ltd.

Payne, M. 2002. Social work theories and reflective practice. In Adams, R., Dominelli, L. & Payne , M. (eds). *Social work: Themes, issues and critical debates.* 2nd ed. New York: Palgrave Macmillan.

Payne , M. 2005. *Modern social work theory: A critical introduction.*3d ed. Chicago: Lyceum Books, Inc.

Potgieter, M.C. 1998. The South African Welfare Context: Challenges and role players. *The Social Work Progress: Development to Empower People,* 1: 280-289.

Queensland Department of Infrastructure and Planning.2008. Stakeholders in local government.   Available: http://www.localgovernment.qld.gov.au/LocalGovernment/ Soyouwanttobeacouncillor/Module6Workingwithyourcommunity/Stakeholdersinlocalg overnment.aspx   (Accessed 2009/09/23).

Raga, K. & Taylor, D. 2005. An overview of the ward committee system: A case study of the Nelson Mandela Metropolitan Municipality. *Journal for Political Science and Public Administration,* 24(2):244 - 254.

Republic of South Africa (RSA). 1996. The Constitution of the Republic of South Africa, Act No. 108 of 1996, *Government Gazette*, Vol. 176, No. 17678. Pretoria: Government Printers.

Republic of South Africa. 1997. Ministry for Welfare and Population Development. White Paper for Social Welfare. Notice 1108 of 1997. *Government Gazette,* 386(18166). Pretoria: Government Printers.

Republic of South Africa (RSA). 1998a. Ministry of Constitutional Development. *The White Paper on Local Government.* Pretoria: Government Printers.

Republic of South Africa. 1998b. Ministry of Constitutional Development. Local Government: Municipal Structures Act. Notice 117 of 1998. *Government Gazette,* 402 (19614). Pretoria: Government Printers.

Republic of South Africa (RSA). 2000. Local Government Municipal Systems Act. Notice 32 of 2000. *Government Gazette,* 425(21776). Pretoria: Government Printers.

Republic of South Africa (RSA). 2005a. Department of Social Development. *Integrated Service Delivery Model.* Pretoria: Government Printers.

Republic of South Africa (RSA). 2005b. Department of Provincial and Local Government (DPLG). *National Framework for Municipal Indigent Policies.* Pretoria.

Republic of South Africa (RSA). 2006. Department of Provincial and Local Government (DPLG). Stakeholders. D*PLG Stakeholders.* Pretoria. Available: http:// www.thedplg.gov.za/index.php?option=com_content&task=view&id=92&Itemid=10 (Accessed on 2009/09/23).

Republic of South Africa (RSA). 2008. *Towards an anti-poverty strategy for South Africa discussion document September 2008.* Available: http:// www. thepresidency. gov.za/ docs/pcsa/ economic/ draft_ antipoverty 0908.pdf (Accessed 2012/12/02).

Republic of South Africa (RSA). 2011a. National Planning Commission. *National Development Plan (NDP) 2030.* Available:http://www.info.gov.za/issues/national-development-plan/nat-dev-plan-summary.pdf mht (Accessed on 2013/03/12).

Republic of South Africa. 2011b. Ministry for Welfare and Population Development. Framework for Social Welfare Services.

Riley, J. *Recruitment-Job Description.* Available: G:\Recruitment-Job Description.mht (Accessed on 2013/03/12).

Rothman, J. 2001. Approaches to community intervention. In Rothman, J., Erlich, J.L. & Tropman, J.E. (Eds). *Strategies of community intervention.* 6th ed. United States of America: Thomson Learning, Inc.

Rwomire, A. 2011. The role of social work in national development. Social work and Society International Online *Journal*, 9(1). Available: http: // www.socwork.net/ sws/ article/view/10/39 (Accessed 2011/12/11).

Ryan, G. W. 2003. Techniques to identify themes in qualitative data field methods. *Field Methods*, 15 (1):85-109.

Sarantakos, S. 2000. *Social research*. Sydney: Macmillan.

Saleebey, D. 2006. Community development, neighbourhood empowerment, and individual resilience. In Saleebey, D (ed.). *The strengths perspective in social work practice.* 4th ed. *Social work theories in action.* London: Jessica Kingsley.

Schurink, W., Fouchè, C.B. & De Vos, A.S. 2011. Qualitative data analysis and interpretation. In De Vos, A.S. (ed), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 4th ed. Pretoria: Van Schaik Publishers.

Shardlow, S.M. 2002. Values, ethics and social work. In Adams, R., Dominelli, L. & Payne , M. (eds). *Social work: Themes, issues and critical debates.* 2nd ed. New York: Palgrave Macmillan.

Smit, B. 2002. Atlas for qualitative data analysis. P*erspectives in Education*, Available: http://journals.sabinet.co.za/ej/ejour_persed.html (Accessed 2009/09/02).

Statistics South Africa (Stats SA). 2007. Millennium Development Goals Country Report 2007**.** Pretoria.

Statistics South Africa (Stats SA). 2010. Millennium Development Goals Country Report 2010. Pretoria.

Strydom, H. 2005a. *Sampling and sampling methods.* Pretoria: Van Schaik Publishers.

Strydom, H. 2005b. *The pilot study.* Pretoria: Van Schaik Publishers.

Strydom, H. 2005c. Ethical aspects of research in the social sciences and human service professions. In: De Vos, A.S. (ed), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 3rd ed. Pretoria: Van Schaik Publishers.

Strydom, H. 2011. Ethical aspects of research in the social sciences and human service professions. In De Vos, A.S. (ed), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 4th ed. Pretoria: Van Schaik Publishers.

Strydom, H. & Delport, C.S.L. 2005a. Sampling and pilot study in qualitative research. Pretoria: Van Schaik Publishers.

Strydom, H. & Delport, C.S.L. 2005b. Information collection: Document study and secondary analysis. In: De Vos, A.S. (ed.), Strydom, H., Fouché, C.B. & Delport, C.S.L. *Research at grass roots for the social sciences and human service professions.* 3rd ed. Pretoria: Van Schaik Publishers. Republic of South Africa. 1997.

Swanepoel, H. 2006. The principles of community development. In Swanepoel, H. & De Beer, F. (eds). *Community development: Breaking the cycle of poverty.* 4th ed. South Africa: Juta.

Swanepoel, H. & De Beer, F. 1998. *Community capacity building: A guide for fieldworkers and community leaders.* Cape Town: Oxford University Press.

Swenson, C.R. 2001. Clinical social work's contribution to a social justice perspective. In Rothman, J., Erlich, J.L. & Tropman, J.E. (Eds). *Strategies of community intervention.* 6th ed. United States of America: Thomson Learning, Inc.

The New Social Work Dictionary. 4th ed. Washington DC: NASW Press.

Thomas-Slayter, B. & Sodikoff, G. 2001. Sustainable investments: Women's contributions to natural resource management projects in Africa. *Development in Practice*, 11(1):45-60.

Toomey, A.H. 2009. Empowerment and disempowerment in community development practice: Eight roles practitioners play. *Community Development Journal Advance Access.* doi:10.1093/cdj/bsp060.

Tshabalala, E.L. & Lombard, A. 2009. Community participation in the integrated development plan: A case study of Govan Mbeki Municipality. *Journal of Public Administration,* 44(2):396-409.

Tshishonga, N. & Mafema, E.D. 2008. Towards engendering developmental local government: An imperative for multi-skilled, conscientised and empowered development workers. *Journal of Public Administration,* 43 (3.1):360-372.

Vyas-Doorgapersad, S. 2010. Capacity building for developmental local government in South Africa . *Journal of Public Administration*, 45(1): 43-57.

Yin, R.K. 2009. Case study research: Design and methods. 4th ed. SAGE Publication, Inc.

ANNEXURES

Annexure A1

SEMI-STRUCTURED INTERVIEW SCHEDULE
SOCIAL WORKERS

Goal of the study

The goal of this study is to determine the developmental role of social work in the local government of the City of Tshwane Metropolitan Municipality (CTMM).

Section A: Biographical information: participants

1. Gender

Male	Female

2. Age group

20 yrs and below	21-30 yrs	31-40 yrs	41-50yrs	51 yrs and above

3. How many years' experience as a social worker have you had?

At least one year	2-5yrs	6-10yrs	11- 15yrs	16 yrs and more

4. How many years of experience do you have in developmental social work?

   ....

5. For how long have you been employed by the City of Tshwane Metropolitan Municipality (CTMM)?

   ....

6. In which department of the CTMM are you working at present?

   ....

7. What is your job title?

   ....

124

Section B: Developmental role of social work

Municipalities, including the City of Tshwane Metropolitan Municipality (CTMM), have adopted a developmental perspective as mandated by the Municipal Systems Act 32 of 2000.

1. What is your understanding of the developmental approach by local government?
2. What do you think is the developmental role of CTMM?
3. Do you think social workers have a role to play within the developmental context of the CTMM? Motivate your answer.
4. In your understanding, is there a difference between traditional and developmental social work? Explain your answer.
5. What does your role as social worker in the CTMM currently entail?
6. In your opinion, what could be done to promote a developmental role for social work in the local government of the City of Tshwane Metropolitan Municipality (CTMM)?
7. In your opinion, how should the developmental role of social work be implemented and monitored?
8. In your opinion, how should the developmental role of social work be integrated into the developmental policy of the CTMM?
9. How do you think your co-workers (inclusive of all levels) in the CTMM perceive and understand your role as social worker?
10. How could collaboration between the social workers, other co-workers/ disciplines and the community be improved to promote community development within the CTMM?

Annexure A2

SEMI-STRUCTURED INTERVIEW SCHEDULE
CO-WORKERS

Goal of the study

The goal of this study is to determine the developmental role of social work in the local government of the City of Tshwane Metropolitan Municipality (CTMM).

Section A: Biographical information: participants

1. Gender

Male	Female

2. Age group

20 yrs and below	21-30 yrs	31-40 yrs	41-50yrs	51 yrs and above

3. For how long have you been employed by the City of Tshwane Metropolitan Municipality(CTMM)?

....

4. What is your profession?

....

5. What is your job title?

....

6. Do you work together with social workers?

Yes	No

If yes, what is the nature of the collaboration?
……………………………………………………………………………………
…………………………………………………………………………………….

If no, what potential areas of collaboration with social workers could you envisage?
………………………………………………………………………………………
....……………

126

Section B: Developmental role of social workers

Municipalities, including the City of Tshwane Metropolitan Municipality (CTMM), have adopted a developmental perspective as mandated by the Municipal Systems Act 32 of 2000.

1. What is your understanding of the developmental approach by local government?
2. What do you think is the developmental role of the CTMM?
3. In your understanding of the developmental role of the CTMM, what is your opinion of the developmental role for social work?
4. In your opinion, should the developmental role of social work be implemented and monitored?
5. In your opinion, is the developmental role of social workers recognised in the CTMM? Please explain.
6. How could the developmental role for social work be promoted in practice and policy in the CTMM?
7. In your opinion, how could social workers, their co-workers and the community strengthen their collaboration in promoting community development in the CTMM?

Annexure B: Ethical clearance letter for the study

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Humanities
Office of the Deputy Dean

1 July 2011

Dear Prof Lombard,

Project:	**The developmental role of social work in local government in the City of Tshwane Metropolitan Municipality (CTMM)**
Researcher:	**SM Mahlangu**
Supervisor:	**Prof A Lombard**
Department:	**Social Work and Criminology**
Reference number:	**21233994**

I am pleased to be able to tell you that the above application was **approved** (with comment) by the **Postgraduate Committee** on 14 June 2011 and by the **Research Ethics Committee** on 30 June 2011. Data collection may therefore commence.

Please note that this approval is based on the assumption that the research will be carried out along the lines laid out in the proposal. Should the actual research depart significantly from the proposed research, it will be necessary to apply for a new research approval and ethical clearance.

The Committee requests you to convey this approval to the researcher.

We wish you success with the project.

Sincerely

Prof John Sharp
Chair: Postgraduate Committee &
Research Ethics Committee
Faculty of Humanities
UNIVERSITY OF PRETORIA
e-mail: john.sharp@up.ac.za

128

Annexure C: Permission letter to conduct the research in the CTMM

Corporate and Shared Services Department

Human Resources Division

Room 901 I 9th Floor I Sanlam Plaza East I Schoeman Street I Pretoria I 0002
PO Box 440 I Pretoria I 0001
Tel: 012 358 4300 I Fax: 012 358 4152/358 4073
Email: mammam@tshwane.gov.za I www.tshwane.gov.za

My ref:		Tel:	012 3584340
Your ref:	Prof A Lombard	Fax:	012 3584073
Contact person:	Hlase Molapo	Email:	hlasem@tshwane.gov.za
Division/Section/Unit:	Strategic Human Resource		

Prof. A. Lombard
University of Pretoria
PRETORIA
0002

16 October 2009

**REQUEST FOR PERMISSION TO PERFORM EMPIRICAL RESEARCH: MS
SIPHIWE M. MAHLANGU-21233994**

Sir/Madam

**REQUEST FOR PERMISSION TO PERFORM EMPIRICAL RESEARCH: MS
SIPHIWE M. MAHLANGU-212333994**

Your letter dated 30 September 2009 refers

Kindly be informed that permission is granted for Ms Mahlangu to conduct empirical
research for her MSD: Social Development and Policy Programme.

Yours faithfully

HP Molapo
ACTING EXECUTIVE DIRECTOR: STRATEGIC HUMAN RESOURCE
MANAGEMENT

On request, this document can be provided in another official language.

Ke Nako. Celebrate Africa's Humanity™

Annexure D: Consent form for participants

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Humanities
Department of Social Work & Criminology

04/05/2011

Our Ref: S.M. Mahlangu (Ms)
Tel: 0822244352
E-mail: siphiwesp@telkomsa.net

INFORMED CONSENT

Dear Research Participant

Title of the study: The developmental role of social work in local government in the City of Tshwane Metropolitan Municipality (CTMM).

Purpose of the study: To determine the developmental role of social work in the local government of the City of Tshwane Metropolitan Municipality.

Procedures: I understand that I will participate in a focus group/or in a personal interview where I will be asked to answer questions concerning the developmental role of the social worker within the CTMM. I take note that I will be informed in advance of the interview date, time and venue and that the interview will take approximately an hour to one and a half hours. I understand that these interviews will be confidential and commit myself not to reveal any focus group information by member identification.

Risks and discomforts: I understand that there are no anticipated physical/ emotional/ psychological risks or harm associated with my participating in this study.

Benefits: I understand that I will not be offered any benefits or incentives including financial compensation for participating in this study. However, I take cognisance that the results of the study may help the researcher and me to gain a better understanding of the developmental role of social work within the CTMM.

Participant's rights: I understand that my participation is voluntary and that I have the right to revoke my consent to participate at anytime.

Confidentiality: I take note that in order to record exactly what I say in the interview; a tape recorder will be used and be transcribed for purposes of data analysis. My understanding is that only the researcher and supervisor at the University of Pretoria will have access to the tape recordings and data transcriptions. I understand that the research findings will be kept confidential and that both the tapes and the notes will be stored in a safe place. I understand that my name will not be mentioned or published in research findings. I undertake to treat all the information that transpires during the focus group interview as confidential.

Dissemination of research findings: I understand that the results of this study will be captured in a research report and will be published in a professional journal. Furthermore, it may be presented at professional conferences; however, I understand that my identity will not be revealed.

Department of Social Work & Criminology   Tel: Number   00 27 12 420 2325/2030   www.up.ac.za
University of Pretoria   Fax: Number   00 27 12 420 2093
PRETORIA 0002
Republic of South Africa

Data storage: I am aware that the research data will be stored for 15 years at the Department of Social Work and Criminology, University of Pretoria, according to the policy of the University. I take note that the data will not be used for another research project without my consent.

Person to contact: If I have any questions or concerns, I can call the researcher at 0822244352 between 08:00 and 18:00. Alternatively, I can email her at siphiwesp@telkomsa.net

I understand my rights as a participant, and I voluntarily consent to participate in this study. I understand what the study is about and how and why it is being done. I take note that I will receive a signed copy of this consent form.

_____	_____	_____
Participant's name	Participant's signature	Date

S.M. Mahlangu	_____	_____
Researcher	Researcher's signature	Date

132