

# SWARTLAND MUNICIPALITY



## SWARTLAND MUNICIPAL SOCIAL DEVELOPMENT POLICY AND STRATEGY

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Compiled by Marguerite Holtzhausen



## **Abbreviations and acronyms**

CBD - Central Business District

CBO – Community Based Organisation

DOA – Department of Agriculture

DOH- Department of Health

DSD – Department of Social Development

ECD – Early Childhood Development

HBC- Home Based Care

IDP - Integrated Development Plan

HDI – Human Development Index

LED - Local Economic Development

MPCC/ MPC - Multi Purpose Community Centre

NPC – National Planning Commission

NDP - National Development Plan

NGO – Non Governmental Organisation

NGP - New Growth Path

SA – South Africa(n)

SALGA- South African Local Government Organisation

SCM –Supply Chain Management.

SDF- Spatial Development Framework

SD – Social Development

SM – Swartland Municipality

SWOT - Strengths, Weaknesses Opportunities ThreatsIDP

UNRISD – United Nations Research Institute for Social Development

## Summary

The question answered by this study is: what policy and strategy would give the necessary direction within its legitimate mandate to Swartland Municipality's social development programmes to maximise its impact on the social well-being of the community? The policy and strategy compiled first analysed the concept of social development, did a literature study and the conducted various stakeholders workshops.

The term "social development" and related concepts were analysed in order to understand what we are dealing with when talking about social development. Social development was defined for the purposes of this study as the process of strengthening of the relationships/ partnerships and linkages between people, resources and/or systems within the scope of poverty reduction, support to enter the economy and social integration, with the goal to achieve well-being for individuals, groups and/or communities.

Secondly a literature study explored relevant legislation and policy documents to give clarity on the municipality's role for of social development. The SA Constitution as supreme law clearly states the municipal objective is to promote social development and states the functions, which has a direct impact on communities' well-being namely child care facilities, local amenities, municipal parks and recreation, local sports facilities and basic infrastructure (refuse removal, storm water, water and sanitation, electricity).

Social development functions in all municipal departments need to be co-ordinated to optimise social development resources. The municipality's social development programmes should be supplementary and supportive to the work of the Department of Social Development. Furthermore, engagements for purposes of the study, engagements were held with internal and external stakeholders of Swartland Municipality and identified the strategy. The social development vision is: We build and create sustainable social development partnerships with all our people for strengthening the social fabric of the Swartland community.

The social development mission is: We initiate, build and promote social development opportunities with the focus on sustainability, which specifically refers to financial viability in the long term, forming partnerships with the community and service providers, not harming the environment operating, within legal powers, functions and requirements. Five strategic focus areas were identified. To promote collaboration and co-ordination is the pivotal focus area. All stakeholders agreed that social development has to be co-ordinated by means of a Social Development Forum represented of all sectors (government, NGO, faith based, business, agriculture). The other focus areas identify identified were: facilitate promoting child development/establish child facilities, lobbying for the vulnerable, facilitate access to the economy and promote youth development. The impact of service delivery according to the various focus areas must be measured and reflected in the Integrated Development Plan

# Table of Contents

<b>Chapter 1: Introduction to the formulation of a social development policy And strategy</b>	<b>6</b>
<b>Chapter 2: What is social development?</b>	<b>9</b>
2.1 Definition of social development	9
2.2 Social Development and other related concepts	10
2.3 What is social development?: summary and conclusion	12
<b>Chapter 3: Local Government Context for Social Development</b>	<b>13</b>
3.1 Swartland municipal social development resources	13
3.2 Relevant South African legislation, national policies and strategies	17
3.3 Swartland strategies and policies related to social development	21
3.4 Local government context: summary and conclusions	30
<b>Chapter 4: Process Of formulating The policy and strategy</b>	<b>32</b>
4.1 Defining policy and strategy	32
4.2 External stakeholders	34
4.3 Ward Committees	34
4.4 Internal stakeholders	35
4.5 Strategic task team	36
4.6 Joint stakeholders	36
4.7 Sector meetings	36
4.8 Key stakeholders	37
4.9 Process of formulatong the policy and strategy : summary and conclusions	38
<b>Chapter 5 : Determining strategy through stakeholder engagements</b>	<b>39</b>
5.1 Youth issues	39
5.2 Social Development Services	40
5.3 Economic development	41
5.4 Services to the vulnerable	41
5.5 General approach to social development	41
5.6 Vision and mission	42
5.7 Swartland Social Development vision	42
5.8 Swartland Social Development mission	43
5.9 Social development focus areas	44
5.10 Strategic focus area objectives	46
5. 11 Strategic action plan for social development	51

5.12 Roles of the sectors	51
5.13 Structures needed to co-ordinate social development	53
5.14 Determining strategy: summary and conclusions	56
<b>Chapter 6: Internal systems to implement strategy</b>	<b>57</b>
6.1 Principles of the policy and strategy	57
6.2 Implementation of the social development policy and strategy	58
6.3 Measuring impact of the external social development sector	60
6.4 Policy and procedures for funding/resource applications	61
6.5 Implementation of policy and strategy: conclusions and summary	64
<b>List of Sources</b>	<b>67</b>

## List of Figures

<b>Figure 1.1:</b> Components of the Swartland Social Development Policy and Strategy	7
<b>Figure 2.1</b> HDI : The Development Tree (Spline design), Source: UNDP 2010:46	10
<b>Figure 2.2:</b> Relationship between various concepts	11
<b>Figure 3.1:</b> Social development projects per municipal departments	14
<b>Figure 3.2:</b> Diagramme to illustrate line of responsibility for social development in accordance to the Children's Act 38 of 2005	19
<b>Figure 3.3:</b> Arrangement of municipal functions in relation to the social safety net	20
<b>Figure 4.1:</b> The ABCs of strategic planning	32
<b>Figure 6.1:</b> Strategic triangle to explain strategic concepts	55

## List of Tables

<b>Table 3.1:</b> Swartland Municipal Staff positions with Social Development functions	15
<b>Table 3.2:</b> DSD integrated service delivery model 2007	21
<b>Table 3.3:</b> Spatial development framework development proposals and proposed action plans for community facilities	26
<b>Table 3.4 :</b> Number of people on equitable share per town	28
<b>Table 4.1:</b> Comparison of steps for strategy formulation	33
<b>Table 6.1</b> Measuring the long term impact of interventions in social development focus areas	58

# **Chapter 1: Introduction to the formulation of a social development policy and strategy**

Swartland Municipality was one of the first municipalities to have a Community Development Division. The Division was established in 1995. Initially there was only one Community Development Officer, but over time the division grew to eight people in 2012. Apart from this division, other divisions and departments of the Municipality also drive or are involved with social development projects, although social development has always been seen as a community development responsibility.

Swartland Municipality has six departments. All Municipal departments do some projects with a social development focus, although Social Development is the primary focus of the Community Development Division within the Department of Development Services.

Decisions on what programmes to initiate are made on the basis of community requests, political priorities, requirements of legislation, the Integrated Development Programme process, initiatives of the officials, and Provincial and National government initiatives. All programmes fall within the broad framework of the Integrated Development Plan (IDP).

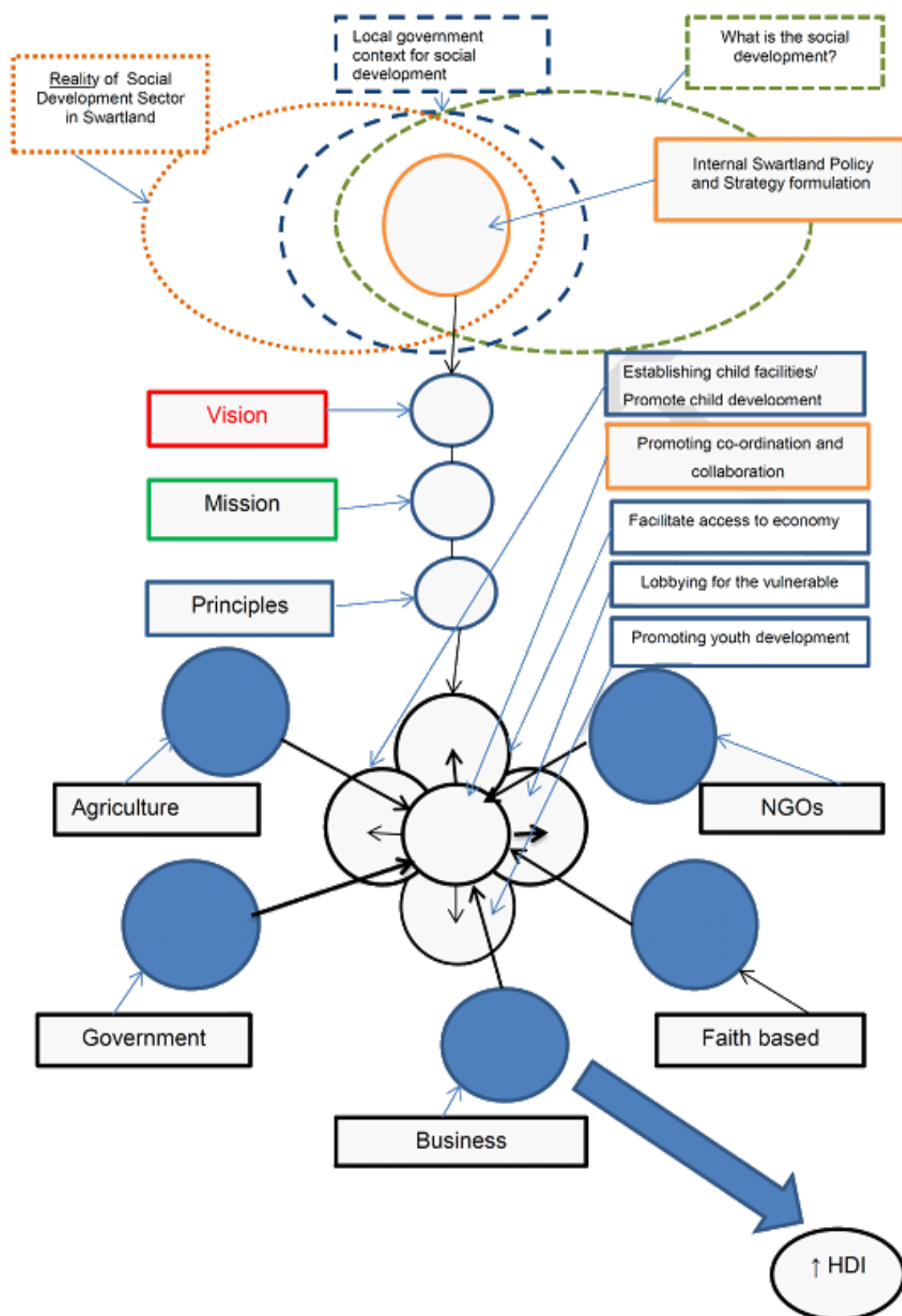
This lack of focus or clarity on what the municipal priorities are in terms of social development had the consequence that the community had unrealistic expectations of what the municipality could and should do.

Because social development is a wide field of study and often not very well defined, various interest groups had their own ideas on what social development projects the municipality should do.

The Swartland Municipality Integrated Development Plan of 2012 indicated that the Social Development Policy and Strategy is intended to give direction to social development programmes.

Apart from creating framework from which to make decisions pertaining social development, a council approved social development policy and strategy will enable sustainable support for programmes. If there is a change in political decision makers (even within the same party), a council approved policy, will guide decision making on social development programmes.

Here follows a diagramme that gives a visual representation of how the policy and strategy were compiled by considering three components.



**Figure 1.1:** Components of the Swartland Social Development Policy and Strategy

Here follows an explanation of the diagramme depicted above. The three components underpinning the policy and strategy are:

- 1) An understanding of what social development is
- 2) Describing the resource and legal local government context for social development
- 3) Understanding the reality of Social Development in Swartland

From studying these three concepts, themes were identified that lead to the formulation of a Swartland Social Development Policy and Strategy. The policy and strategy has the following parts namely the vision mission principles and five focus areas.

The focus areas identified are:

- a) Co-ordination of and collaboration within the social development sector
- b) Establishing child facilities/ Promoting child development
- c) Facilitating access to the economy
- d) Lobbying for the vulnerable
- e) Promoting youth development

The first focus area is depicted as being in the middle of the other focus areas. It demonstrates the central role of co-ordination of and collaboration with stakeholders. The stakeholders were divided into sectors of agriculture, government, NGOs, faith based and business.

These external sectors could collaborate with the municipality to add value to the other focus areas. Internally between departments and divisions co-ordination also has to take place.

By means of collaborating with the broad spectrum of stakeholders in addressing social development issues, an impact could be made on the overall well-being of the community measured by an increase in the Human Development Index.



## Chapter 2: What is social development?

The first component underpinning the formulation of the Swartland social development policy and strategy is the question about what social development is. Various definitions and historic deliberations were considered and the term was defined for the purposes of this strategy.

### 2.1 Definition of social development

Social development could be defined as:

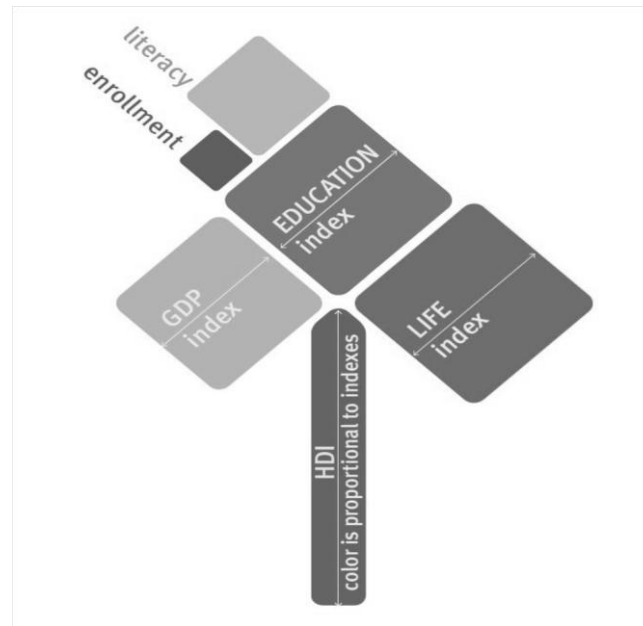
- The strengthening of relationships/ partnerships and linkages between people, resources and/or systems :
- Within the scope of poverty reduction, support to enter the economy and social integration,
- With the goal to achieve well-being for individuals, groups and/or communities.

Chidester, Dexter and James (2003) defines social capital as social networks, informed by trust, that enable people to participate in reciprocal exchanges, mutual support and collective action to achieve shared goals. Social development is as defined above is therefore a process of building social capital.

Just like increasing financial capital brings more money to the table, social capital brings strengthened connections between people to the table. By social networks is not meant facebook or twitter, but rather those links between people, resources and systems.

The output of social development is therefore strengthening the social fabric or social capital of the community, which enables the community to achieve the outcome of well-being for all.

The outcome that social development therefore strives for is well-being which could be measured by the Human Development Index (HDI).



**Figure 2.1** HDI : The Development Tree (Spline design), Source: UNDP 2010:46

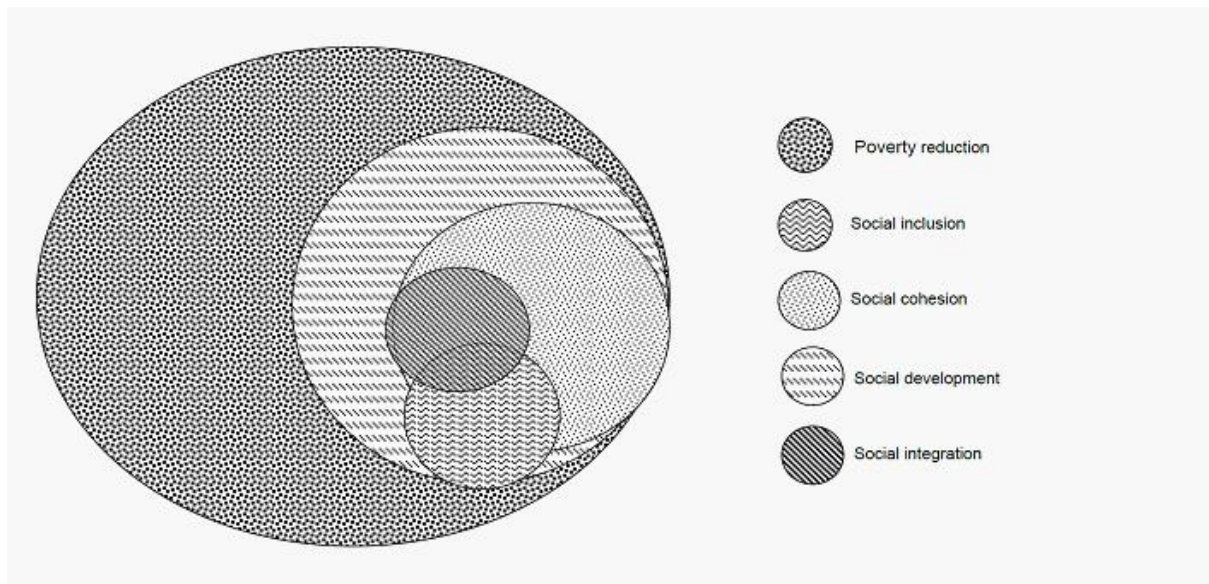
The Human Development Index measures development in terms of the dimensions of education, income and life expectancy and is an international tool for comparing states of development.

## 2.2 Social Development and other related concepts

The concept of social development could be regarded as an overarching concept including building relationships between people and also between people and resources. There are many concepts that become fashionable in social development circles from time to time e.g. social cohesion, social inclusion and social integration.

Social cohesion solely focuses on the relationships between people, which includes respecting diversity (also the focus of social integration) and equal rights (also the focus of social inclusion). Social inclusion focus on providing equal opportunities like with social integration and social cohesion, but social inclusion furthermore has an additional focus on equal distribution of resources. Provision of equitable resources is a component of social development, but not necessarily social cohesion, which focuses more on human development and not so much on physical resources. Poverty reduction could be seen as a concept which contains social development together with aspects of economic development.

Below is a picture of how the concepts of social development, social inclusion, social integration, social cohesion and poverty reduction link and overlap with one another. The conclusion of this discussion of concepts is that there are many terms, which might be confusing to services providers and even more so, to the public. These terms overlap in meaning and just emphasise different aspects of social service delivery.



**Figure 2.2** Relationship between various concepts

Another concept that is relevant to social development is community development. Community development is the method of implementing development (economic, social and environmental) in a community context. Rothman's (2001) document on approaches to community development is a classic text.

He classifies three different approaches namely locality development, social planning and social action. Various approaches to community development could be classified into these three approaches. The locality development approach has a process goal and a focus on self-help, building community capacity and realising integration.

The social planning approach is task orientated and focuses on problem solving regarding substantive community problems. The social action approach is task and process orientated and has the goal of shifting of power relationships and resources and transforming institutions.

One aspect of community development that is often debated is the level of participation needed from communities when implementing projects. In the South African municipal context, community participation covers a whole chapter in the Municipal System's Act Chapter 4 (Republic of South Africa, 2000). Therefore, there is legislative support for involving the community in local government processes in South Africa.

The challenge is to decide what method will be most appropriate to what situation. The emphasis in the Systems Act 32 of 2000 Chapter 4 on community participation gives an indication that locality development in the South African context should be the main focus. This means working with people on problems they want to change and build capacity in order for them to bring about change by themselves. On a practical level the target group

for intervention must be engaged in planning for their own development (See Systems Act 31 of 2000 Chapter 4 17(1)c and (2)d).

Getting collaboration from the community is also more cost effective. Because the municipality shares responsibility with other stakeholders and the community for development, the municipality do not have to provide all the necessary resources for change. One entity providing resources would anyway create dependency and not lasting change. Community buy-in due to participation also makes the impact of service delivery more sustainable.

### **2.3 What is social development? Summary and conclusion**

Social development is a broad term and for the purposes of this study could be defined as:

The strengthening of relationships/partnerships and linkages between people, resources and/or systems; within the scope of poverty reduction, support to enter the economy and social integration; with the goal to achieve well-being for individuals, groups and/or communities.

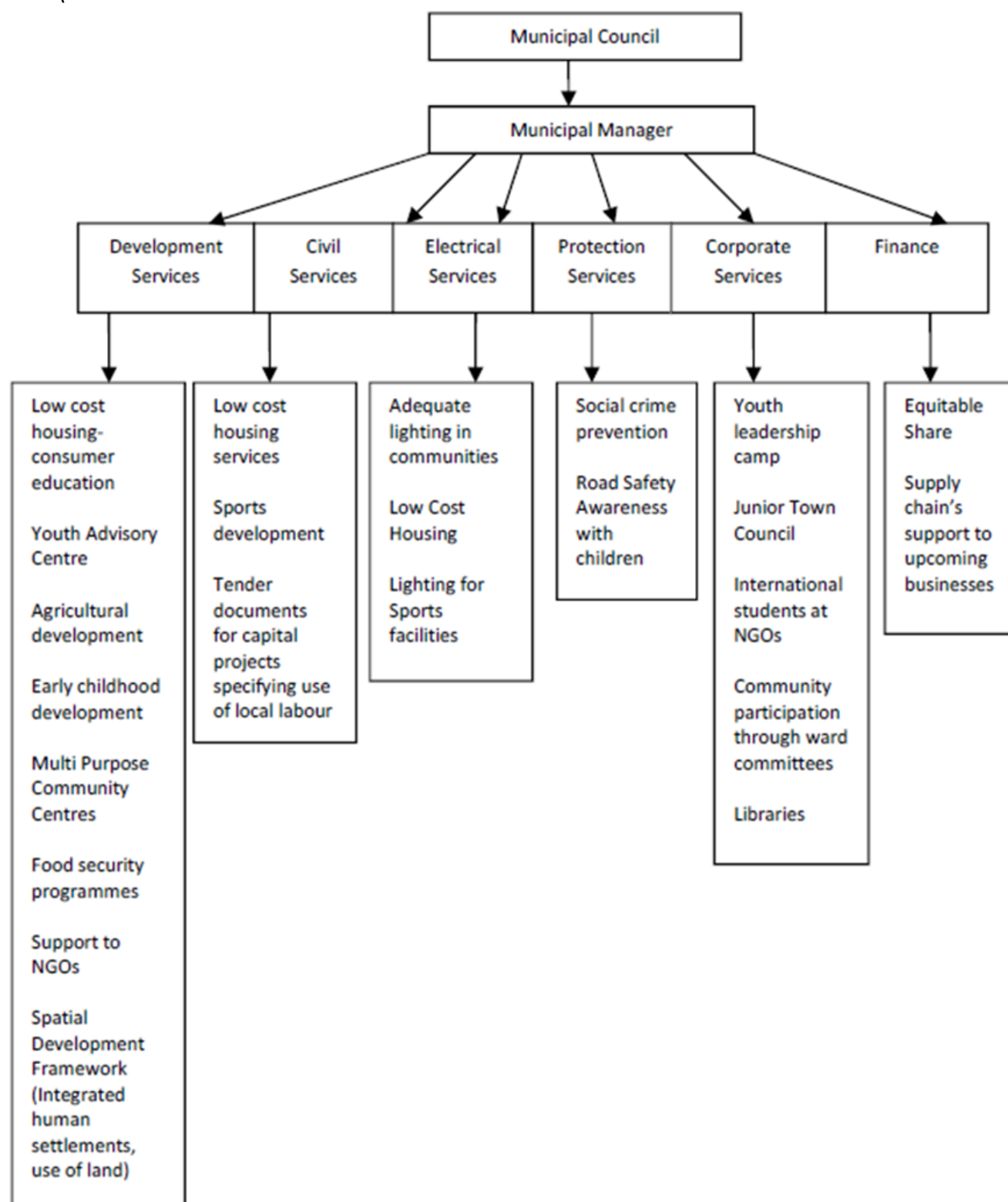
There are many social development related terms, e.g. social integration, social cohesion, social inclusion and poverty reduction, which might be confusing to services providers and even more so, to the public. These terms overlap in meaning and just emphasise different aspects of the social interventions, for example providing equal opportunities, valuing diversity and finding common goals.

The term community development is a method of doing social development. The community development approach most suited for South African context (Systems Act chapter 4) is locality development, which is a method with a strong focus on community participation.

## **Chapter 3: Local Government Context for Social Development**

The aim of this section is to identify factors in the context of social development at a local government level (in terms of available resources and relevant legislation and policies), that would contribute to the formulation of a Swartland social development policy and strategy.

Swartland Municipality has various social development initiatives including agricultural development, sports development, youth development (Youth Advisory Centre, Junior Town Council, Sondeza Afriyouth camp), Early Childhood Development and nutritional projects. Furthermore we provide support and network with the social development organisations in Swartland Municipal Area. See figure below showing the various municipal departments and the social development interventions of each.



**Figure 3.1** Social development projects per municipal departments

Currently co-ordination between various departments in Swartland Municipality on social development issues is done on an informal ad hoc basis. A lack of strategy confuses the staff and public as to the role the municipality with regard to social development.

Around budget time the value of social development projects always become a topic for debate. A more systematic approach to social development will make it easier to determine failures and successes. Below is indicated the staff directly involved with social development projects on a full time and part time basis.

### 3.1 Swartland municipal social development resources

Swartland Municipality has limited resources for social development. Below is a breakdown of existing resources that the municipality could use directly for promotion of social development. Note that this excludes the posts and resources that indirectly promotes social development for example engineers who ensure building of resources (e.g. early childhood development centres) that would be of benefit to the community's social well-being.

**Table 3.1: Swartland Municipal Staff positions with Social Development functions:**

Department	Division	Posts	Full time social development involvement	Part time social development involvement	Role in Social Development
Development Services	Community Development	Head Community Development Community Development Officer x3 Administrative Officer Administrative Assistant Administrative assistant (youth)	1 3 1 1 1		Implement projects regarding youth development, agriculture development, food security, business development, early childhood development, community centres, access to government services, co-ordination of services
	Building Control, Town Planning and Valuation	Manager Building Control, Town Planning and Valuation  Senior Town Planner Senior Building Control Officer		1  1 1	Planning for social facilities in the Spatial Development Framework Approve zoning applications of social development organisations Approving building plan applications for social development facilities according to specifications of the Department of Social Development via the guidelines of the Children's Act 38 of 2005
	Housing	Manager: Housing  Housing clerk	1  1		Implement housing projects according to funds allocated by treasury. Social development facilities could be funded from the housing allocation
Corporate services	Communication and Public Affairs	Manager : Public Relations Exchange student contract  Librarian x5 Assistant Librarian x 3		1 1  8	Junior Town Council, Sondeza Afri Youth Camp  Share information on opportunities and government services on notice boards Provide books as resources for youth for development

<b>Civil</b>	Parks and Recreation	Sports Officer	1		Maintaining infrastructure, co-ordination of sports community
	Buildings and structures	Manager: buildings and structures		1	Maintaining community centres
<b>Protection Services</b>		Special Crime Prevention Office (vacant)	1		Crime prevention programmes
<b>Finance</b>	Credit control	Head Credit Control First Clerk Credit control and equitable share Senior Clerk (credit control and equitable share) x9 (one vacancy)		1 1 9 1	Identification of households who qualify for equitable share. Give guidance and counselling to debtors
	Supply Chain Management	Manager Supply Chain Management		1	Assistance to small businesses to register on the suppliers database of the municipality
<b>Office of the municipal manager</b>		Strategic Manager		1	Make sure social development issues have their rightful place in the Integrated Development Plan

Apart from human resources, the municipality also has other resources:

**Facilities:** Three3 library halls, eight halls, one Thusong Service Centre (or 1 Multi-Purpose Community Centre)

**Sports Facilities:** All towns (23 facilities)

**Social Grants:** 8 Nine organisations (four4 Multi-Purpose Community Centres, two2 Residential Child Care Centres, one 1 Training Centre, one 1 Night Shelter, one Disability Day Care Centre)

**Plots/Urban Units:** Make made available for social development project applications

**Planning Frameworks:** Planning for social development needs in the Integrated Development Plan and Spatial Development Plan.

The role of councillors to identify needs in the community and to lobby for vulnerable people in their constituency also could have a huge impact on people'



***Extra reading: International best practices for social policies***

The United Nations Research Institute for Social Development (UNRISD) published an article determining the crucial elements for achieving an inclusive and sustainable development strategy. They found that those countries who were successful in reducing poverty did not focus only on “uplifting the poor” as often is the strategy, but on sustained growth with structural changes, which promote creating jobs and increasing income for the majority of people, comprehensive social policies grounded in universal rights, civic activism and political arrangements that show responsiveness to needs (UNRISD, 2010).

In order for social development to succeed, a study done in Phillipines suggested that communities must participate in crafting a strategy, there must be a free flow of information as well as technocratic skills for basic services provision must be provided (Malay, 2001). De Souza from Brasil claims that the a pro-poor approach of involving the poor with local government processes puts more resources into uplifting poor people, than liberal service delivery focused authorities. She could not, however, provide evidence that one approach has a better impact than the other. She also emphasised the need for federal government to provide continuous support for local authorities with social services delivery (Souza, 2002).

International studies therefore emphasise that social development must be part of a comprehensive plan of sustainable development and not just a few projects. Various studies mentioned the importance of community participation in development and determining strategy.

### **3.2 Relevant South African legislation, national policies and strategies**

According to the Constitution of South Africa 1996 section 152 (1), one of the objectives of municipalities is to promote social and economic development. Craythorne (2003: 141) puts emphasis on the word “promote”. He said that the word “promote” means that local government must not be the sole deliverer of social and economic development, but must enter into partnerships.

Schedule 4B and 5B of the Constitution (describing the functions of local government) mentions social development related functions of the provision of basic infrastructure (refuse removal, municipal roads, storm water, water and sanitation, electricity), municipal health services, local amenities, local sport facilities, municipal parks and recreation and child care facilities. Other municipal functions mentioned in Schedule 4B and 5 B, that could relate to social development are: building regulations, public spaces, municipal planning, municipal public transport and public works.

According to Section 153 (a) of the Constitution, the developmental duties of the municipality is to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community. The concept of basic needs is not defined, in order to clarify the duties of the municipality. According to Maslow's hierarchy of needs, basic needs are a hierarchy of physiological and safety needs, esteem needs and need for self-actualisation (Maslow, 1943: 372-373). The needs at the base of the hierarchy, namely physiological needs must first be met, in order for people to meet their needs for self-actualisation.

In the Children's Act 38 of 2005 Chapter 5 section 88(1-3), Chapter 6 section 102 (1-3) and Chapter 14 section 225 (1-3) the provincial head of the Department of Social Development can assign certain functions to the municipality by written agreement if the municipality complies with prescribed requirements and has the necessary capacity.

There is controversy around this article at present, because the constitution states the member of the executive council (MEC) of DSD has the powers to delegate functions. The Constitution of RSA of 1996 is a supreme law; therefore the member of executive council would be the one to delegate powers.

According to the Children's Act 38 of 2005, functions that could be assigned to municipalities with regard to partial care facilities, early childhood development Centres and drop-in centres are:

- Registration,
- Cancellation,
- Notice of enforcement as well as
- Establishing, prioritising and identifying suitable premises for facilities (only partial care and drop in centres).

The municipal manager may then delegate these functions to a social service professional employed by the municipality. A social service professional is a person registered under the Social Service Professions Act 1978 (110 of 1978). Section 304 (1) from the Children's Act 38 of 2005 states that a person authorised by a municipality may enter any child and youth care centre, partial care centre, shelter or drop-in centre. The person could be authorised to do inspections of centres in accordance with Chapter 22 section 304 (2-5) of the Children's Act.

Partial care, as broadly defined by the Children's Act 38 of 2005 section 76-80, is provided when a person provides care for children with or without reward on behalf of the parents by agreement between parents and caregiver and service provider. Partial care facilities therefore could include early childhood development centres and other child-minding

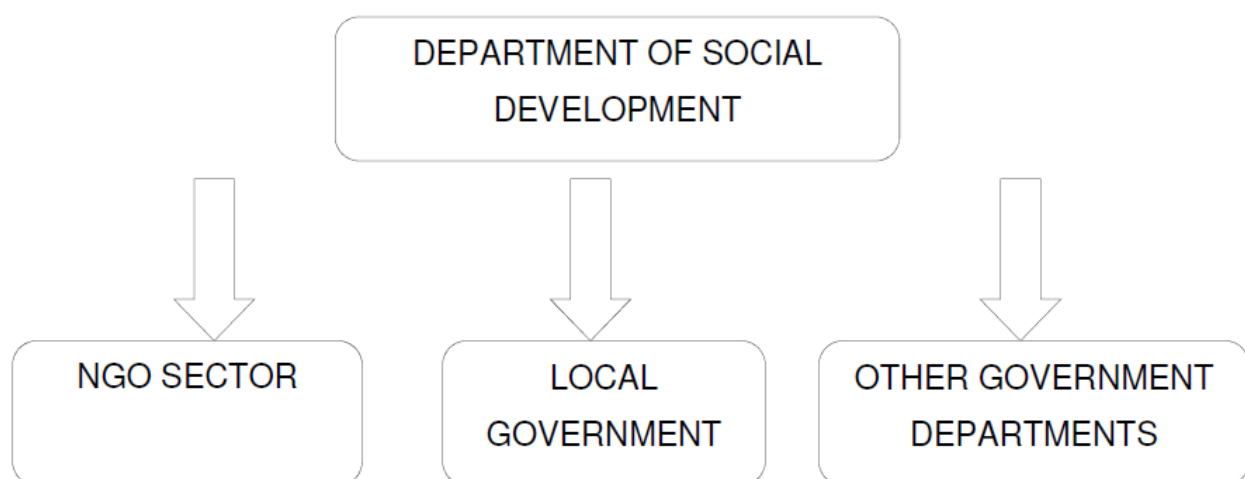
facilities. Partial care facilities could therefore also be a hall or a sports field where an event for children takes place.

According to the Children's Act 38 of 2005 123 (1)(f), no person could be employed according to the Municipal Systems Act 32 of 2000 to work with or to have access to children if their name is in Part B of the National Child Protection Register. Part B of the National Child Protection Register refers to a list of people who have committed offenses against children. It is important that municipalities are serious about adhering to this legislation.

The Children's Act 38 of 2005 defines the role that municipalities could play in terms of child facilities and possible delegation of functions. Furthermore it could be regarded that the Children's Act clarifies what child care facilities are, by giving the examples of child care facilities e.g. early childhood development facilities, drop-in centres, partial care centres, shelters or youth care centres. This could give municipalities an idea of the scope of their constitutional responsibilities towards child care facilities.

According to the Children's Act 38 of 2005, they define the Provincial Department of Social Development as the department responsible for social development in the province. Thus, it is the legal mandate of the Department of Social Development to take responsibility for social development in the province. Local government has to be supportive and supplementary to service delivery by the Department of Social Development.

The following figure could illustrate how responsibility for social development could be structured.



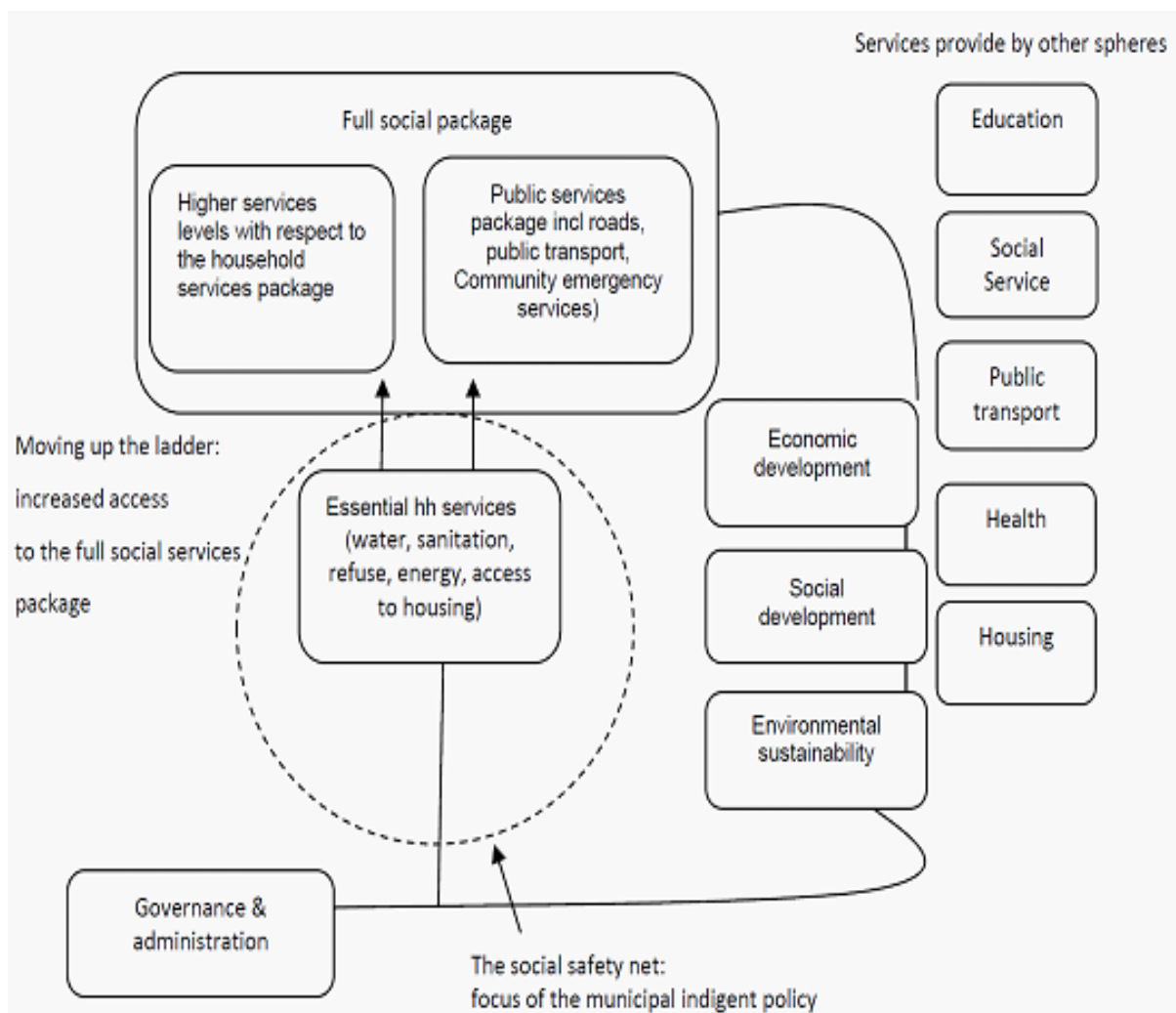
**Figure 3.3:** Diagramme to illustrate line of responsibility for social development in accordance to the Children's Act 38 of 2005

Another piece of legislation where reference is made to duties of municipalities is the Prevention of and Treatment of Substance Abuse Act 70 of 2008. According to this act, the municipalities must form local drug committees to co-ordinate service delivery in the area.

The mayor has to appoint stakeholders from various government departments to be part of the committee as prescribed by the legislation.

The South African Local Government Association (SALGA, 2007) compiled a document , “Final social development policy framework: principles, guidelines and recommendations for the delivery of social development services at local level” to give guidance to municipalities on their role with regard to social development. SALGA describes social development priorities as HIV/AIDS, poverty alleviation, enhancing gender equality, increasing institutional capacity, improving intergovernmental relations, youth development and creating employment. SALGA (2007), in their social development framework document, puts emphasis on increasing public participation, which is an important part of local government processes. The SALGA social development framework is very broad and does not really give guidelines on what should be prioritised in terms of a municipality’s role in social development. SALGA puts a special emphasis on vulnerable groups for example people with HIV/AIDS, the disabled and women (gender issues).

The National Framework for Municipal Indigent Policies (Republic of South Africa, 2006b:12) provides the model below illustrating the role of the municipality with regard to indigent households.



**Figure 3.2: Arrangement of municipal functions in relation to the social safety net**

Source: Republic of South Africa, 2006b:12.

The National Framework for Municipal Indigent Policies (Republic of South Africa, 2006b:12) provides the model above illustrating the role of the municipality with regard to indigent households. An indigent household is where members do not have the necessities a person needs to survive namely sufficient water, basic sanitation, refuse removal, sanitation, basic energy, environmental health, housing, food and clothing. The municipality has to assist in providing water supply, sanitation, refuse removal, supply of basic energy and assisting in the housing process.

There are minimum requirements that municipalities must provide, but together with other public services, more than the minimum could be provided together with other public service offerings, which comprises the full social package. The indigent policy model again emphasises the importance of collaboration with all service delivery systems and the development duty of local authorities to provide in the basic needs of the community.

**Table 3.2: DSD integrated service delivery model 2007**

Role of local government	
Integrated service delivery model: role of local government	Discussion/interpretation:
Work in partnership with other spheres of government in the provision of social services	This emphasises the role of local government to work in partnership with other stakeholders and fulfilling a co-ordinating function.
Creates comprehensive integrated database and information management systems	This could be a database of organisations and needs assessment or skills audit of the community
Recognises and addresses specific service needs as per Schedule 4B and 5B of the constitution	Service needs as per Schedule 4B and 5B of the constitution are basic infrastructure, child care facilities and sports facilities, public amenities. Municipal health services is currently done by district municipalities
Formulates integrated development programmes that would incorporate social development issues	The social aspect could be taken into account in terms of all development projects by considering access to basic services, employment creation, life skills projects, and equal opportunities.
Promotes access to services by providing infrastructure to bring services closer to clients	Accessibility could be improved by means of the establishment of Thusong Service Centres, satellites and mobiles.(previously multi-purpose centres)
Develops and implements disaster management programmes	Disaster management programmes could be done in collaboration with the district municipalities, where the main responsibility for this function lies.

The Department of Social Development (DSD) also emphasises the importance of local government to co-ordinate services with other government spheres. Like SALGA, the DSD also suggest that local government has a role in planning, although SALGA suggests planning social development programmes separately with other role players, while the DSD emphasises integrated planning for local government.

According to the DSD, planning of social development programmes should be part of integrated planning for local government. DSD puts more emphasis on providing information about the state of development in communities, providing infrastructure and fulfilling Schedule 4B and 5B responsibilities of the Constitution, while SALGA emphasises service delivery to the vulnerable.

There are two other government documents that need mentioning with regard to social and economic development. The one is the New Growth Path (NGP, 2010) compiled by the Department of Economic Development (DED) to address the structural problems in the economy focussing on job creation together with economic growth and promoting the green economy.

The National Planning Commission (NPC) published the National Development Plan (NDP) for 2030 and presented a broad cross cutting view of the current state of development in South Africa. The key challenges will be addressed by creating jobs, improving education, expanding infrastructure, using resources sustainably, transforming spaces, providing quality health care, building a capable state, fighting corruption and uniting the nation.

These strategic thrusts also need to be implemented on a local level. The various policies and legislation could be of use to direct local government in understanding its role with regard to socio-economic development. Again, the thrusts of the NDP shows the interdependence of the various sectors in addressing challenges in South Africa namely amongst others the economic sector and the educational sector and social sector (uniting the nation).

The NDP also gives an indication of the specific issues that needs to be prioritised with service delivery. See **ADDENDUM G** for alignment of NDP with the Swartland social development strategy.

Treasury measures local government on five key performance areas which are derived from the five objectives of local government. The objectives are:

- Financial viability
- Local economic development
- Infrastructure and service delivery
- Institutional development
- Good governance

(RSA, 2006c).

It is interesting that Treasury reduced the second objective namely to promote social and economic development, to include only local economic development. This shows again how social development is often neglected in favour of economic development, although they are two sides of the same coin.

National and provincial legislation and policies impacting on social development on a local government level has been thoroughly discussed in the above section. In the following section policies specific pertaining Swartland Municipality is discussed.

### **3.3 Swartland strategies and policies related to social development**

Swartland has already a few policies or strategies that interface with social development. Swartland Municipality has a Local Economic Development (LED) strategy in the financial year 2006–2009 which needs to be reviewed. The LED strategy of Swartland Municipality focuses on:

- Economic growth sector
- Education skills development and training sector
- Business support and development strategy
- Spatial planning and township development
- Poverty reduction strategy

(Swartland Municipality, 2007b)

Three of the five focuses have links to social development namely education, skills development and training sector (especially ECD); business support and development and poverty reduction. In 2010, an internal evaluation has found that 61 % of the actions in the strategy were fully or partially implemented. The downturn in the economy had an impact on the economic growth rate expected in the policy and therefore some of the planned actions did not realise.

The Urban and Rural Agriculture Policy of Swartland Municipality (2005a) categorises agriculture into poverty reduction (subsistence food production), poverty alleviation (sub economic food production and poverty elimination (commercial farming). The first two categories link directly to social development and the provision of basic needs as stated in the Constitution of South Africa 1996 section 153. The last category namely commercial farming links to economic development.

The Swartland Sports Policy (Swartland Municipality, 2007a) focuses on the establishment of a representative sports structure through which the need for sports facilities could be identified (Swartland Municipality, 2007a). The policy is being reviewed at present. The Annual Housing Plan 2008 is compiled to give strategic direction to housing provision, which is an essential part of developing people. In the housing plan, special needs housing is mentioned, which benefits those further disadvantaged by:

- being infected or orphaned by HIV/AIDS
- being orphaned and vulnerable children
- being seriously ill
- being old and infirm
- being disabled
- being homeless or living on the street

(Swartland Municipality, 2008a).

Currently a new housing policy is in progress of being compiled.

NGOs could be approached to manage the facilities and the availability of operational funding has to be considered. The Western Cape Provincial Housing Department also has funds for setting up community facilities for example community halls, Multi Purpose Centres and Early Childhood Development Centres (Swartland Municipality, 2008a).



Swartland Municipality (2003) also has a HIV/AIDS strategy 2003-2005, but this needs to be revised and adjusted since the health function was moved to the Provincial Department of Health. Currently Swartland Municipality serves as a partner in the HIV/AIDS co-ordinating structure established under the leadership of the Department of Health.

In 2008, Swartland Municipality appointed the Centre for Early Childhood Development to compile a Child Facilities Report. This report gave some strategic direction for the role of the municipality with regard to child facilities; especially the formation of a forum to address various child development issues.

The report suggested that the municipality has a holistic approach towards child care and child development and not to focus only on child facilities. The report indicates deficits in service delivery (for example the need for home-based care), but also the need for food security, after care facilities, gender equality and child safety improvements (Swartland Municipality, 2008b).

The Supply Chain Management (SCM) Policy (Swartland Municipality, 2005) enables the equitable procurement of services, while giving preference to local suppliers. This indirectly gives support to upcoming local businesses to enter the formal market. One of the principles of this policy is to promote and develop business from previously disadvantaged areas. The SCM Policy has a role to play in LED, but also to lobby for the vulnerable (previous disadvantaged).

The objective of the SCM policy is to deliver an efficient and effective service, but secondarily it also aims for the promotion, development and support of business from previously disadvantaged communities and the promotion of local businesses. Effective implementation of this policy could lead to making an impact on inequality in the community (Swartland Municipality, 2005b: 7).

Furthermore the SCM policy makes provision for free disposal of computer equipment to local schools through the Department of Education. Although this is a small gesture it could make an impact on skills development for disadvantaged communities (Swartland Municipality, 2005b:41).

The Credit Control and Debt Collection Policy of Swartland Municipality explains the poverty alleviation and reduction assistance that are provided to indigent households by means of indigent grants. These grants are financed by unconditional government grants and amounts budgeted yearly by the municipal council to this effect.

Households who qualify earn equal or less than two times the old age pension plus 10 per cent. Indigent households get 50 KWh electricity free, free refuse removal, the first sewage pan free and reduced rates for premises (Swartland Municipality, 2011a).

The Policy and Procedures for Ward Committees 2011 gives guidelines for community participation in the ward committees. In the policy the opportunity is provided to various interest groups as well as geographical areas to be represented on the ward committee, including people from the social development sector.

Provision is also made for subcommittees that could enhance representation by various interest groups to an even greater extent. Sectors to be represented are determined by council in collaboration with the ward councillor (Swartland Municipality, 2011b:2).

The Integrated Development Plan 2012-2017 of Swartland Municipality (2012b) sets the overall strategy for Swartland Municipality.

The vision of the municipality:

“Swartland Municipality is a frontline organisation which promotes sustainable development and delivers services effectively and efficiently to all its people by building partnerships with all stakeholders” (Swartland Municipality, 2012b: 89).

The vision reflects the social development principle of working in an integrated manner with other stakeholders to address problems. It also captures the concept of sustainable development which includes the three pillars of sustainability namely economic development, social development and environmental protection (profit, people and planet).

The mission of the organisation is the following:

“At Swartland Municipality it is our mission to promote social and economic stability and growth through sustainable delivery of services in term of our legal powers and functions to all our interested parties” (Swartland Municipality, 2012b: 89).

The mission specifically give equal weight to social and economic development equal in terms of stability and growth. Also, the equality principle was emphasised that all interested parties will be at the receiving end of sustainable delivery of services.

The new integrated development plan has seven outcomes:

Strategic outcome 1: Financially sustainable municipality with well-maintained assets

Strategic outcome 2: Satisfied, involved and well-informed clients

Strategic outcome 3: An effective, efficient, motivated and appropriately skilled workforce

Strategic outcome 4: Access to affordable and reliable municipal infrastructure

Strategic outcome 5: Sustainable development of the municipal area (with special emphasis on previously neglected areas)

Strategic outcome 6: A lean, integrated, stable and corruption free organisation

Strategic outcome 7: Increased community safety through traffic policing, by-law enforcement and disaster management.

The fifth outcome of this policy is sustainable development and the fourth outcome links to the establishment of infrastructure, which includes infrastructure for social development purposes i.e. local sports facilities, child care facilities and local public amenities. Outcome two seeks to communicate with the community, keeping them satisfied and meeting their needs, which could be linked to the principle of community participation.

Part of outcome five is the Spatial Development Framework of Swartland Municipality (Swartland Municipality, 2012c). The framework is also transversal and has an impact on the social well-being of the community by encouraging landscaping to improve the living environment of communities. It addresses inequality by integrating poorer communities with workspaces. Furthermore, in low income areas the framework plans for development of social development facilities, i.e. community halls and early childhood development centres.

The table below shows the development proposals of the spatial development plan related to community facilities.

**Table 3.3: Spatial development framework development proposals and proposed action plans for community facilities**

AREA	Development proposals	Proposed action plans
CHATSWORTH	<p>Provide primary health facilities within the proposed central community node to serve Greater Chatsworth</p> <p>Support community focused social uses within residential area that are accessible to residents</p> <p>Develop a multipurpose community facility between Riverlands and Chatsworth, on area adjacent to the entrance road to Chatsworth that could be utilised by both communities for sports and community centre</p> <p>Support moving of existing clinic and library to central business area</p> <p>Make provision for ECD facilities in residential area</p> <p>Make provision for additional school site for possible future extension of combined primary and high school</p> <p>Develop sports node as part of centres community node.</p>	<p>Indicate future spatial needs of bulk services to ensure compatibility with spatial proposals</p> <p>Master plan for provision of bulk services and maintenance plan</p> <p>Tar of entrance road to new subsidised housing scheme</p>
MALMESBURY ABBOTSDALE	<p>Upgrade central town for informal gathering places</p> <p>Functional open spaces network for public use</p> <p>Support existing nodes</p> <p>Provision formal recreational nodes next to the Dieprivier</p> <p>Provision of primary health facilities inside the community</p> <p>Support community focused accessible projects within residential areas</p> <p>Make provision for education facilities to accommodate population growth in Malmesbury</p> <p>Extend grave yard for greater Malmesbury</p> <p>Extend sport node for Abbotsdale</p> <p>Maintain existing sports facilities next to Dieprivier and Wesbank</p> <p>Upgrade existing sports facilities to attract sports events to Malmesbury</p> <p>Investigate possibility of shared sports infrastructure between schools and school grounds to increase cost effectiveness</p> <p>Support development of Malmesbury swimming pool as regional facility and community node.</p>	<p>Development strategy for upgrading and renewal of Malmesbury town centre and renewal of public nodes</p>

AREA	Development proposals	Proposed action plans
<b>RIEBEEK WES</b>	<p>Provide supportive community facilities within central business node and refuse bins next to activity streets</p> <p>Extension of graveyard</p> <p>Redevelopment of show grounds for industrial sites</p> <p>Provision of primary health facilities in the community</p> <p>Community focused use of facilities accessible within residential area</p> <p>Multipurpose centre for Riebeeck West</p> <p>Investigate placement of satellite fire station and police station in Valley</p> <p>Incorporate existing entertainment areas of Groenrivier and Allesverloren and consider incorporating them into urban edge to encourage more economic development opportunities</p> <p>Upgrade sports nodes</p>	<p>Landscaping and provision of street furniture and refuse removal inside central business node</p> <p>Identification of area for extending of the graveyard</p> <p>Identify area for multipurpose facility</p> <p>Upgrading, integrating and establishing of new sports grounds to serve the community better.</p>
<b>RIEBEEK KASTEEL</b>	<p>Provide supportive community facilities within central business area</p> <p>New graveyard for RK</p> <p>Satellite fire station/police station</p> <p>Primary health facilities in community</p> <p>Develop multipurpose centre</p> <p>Make provision for education facilities especially with regard to ECD facilities</p> <p>Upgrade existing sports node in Riebeeck Kasteel</p>	<p>Identify and plan a new area in Riebeeck Kasteel</p> <p>Providing public toilets on central area supportive to festival functions</p> <p>Upgrading the sports facilities to serve the bigger community</p>
<b>MOORREESBURG</b>	<p>Create social infrastructure in previously disadvantaged area.</p> <p>Community facilities: provide primary health facilities</p> <p>Training and educational facilities: promote agricultural skills development</p> <p>Sports facilities: Create sport node between Rosen and CBD.</p> <p>Recreational facilities: create formal recreational area including campsite</p>	<p>Development of central market as public node</p> <p>Identify taxi and bus stop</p> <p>Support development of Erg 449 for establishment of satellite library and ECD facility</p> <p>Extension of existing graveyard.</p>
<b>KORINGBERG</b>	<p>Provide training opportunities in the agri tourism industry to residents</p> <p>Provide area for extension of graveyard</p> <p>Consider establishment of satellite library on vacant area at Rautenville entrance</p> <p>Provision taxi and bus stop inside Rautenville to provide access to public transport</p> <p>Support the provision of community gardens with purified sewerage water</p> <p>Support facilities for ECD facilities in residential area</p> <p>Utilise the existing sports grounds at schools for community events</p>	<p>Central market place as public node</p> <p>Identify area next to erf 297 for taxi and bus stop</p> <p>Support development of erf 449 for establishment of satellite library and ECD facility</p> <p>Facilitate extension of existing graveyard at existing site.</p>
<b>KALBASKRAAL</b>	<p>Promote community facilities in residential areas</p> <p>Community training facilities for communities to improve their skills</p> <p>Adult education facilities</p> <p>Development of school at road camp site</p> <p>Extend sports grounds and upgrade existing facilities</p>	<p>Planning of ECD and multipurpose facility</p>
<b>RIVERLANDS</b>	<p>Provide community facilities (sport and community centre) between Chatsworth and River lands</p> <p>Formalise of existing open spatial areas for recreational facilities</p> <p>Provide primary health care facilities in community</p> <p>Support community focused projects inside community accessible for the community</p>	<p>Formalising area around dam into picnic area</p> <p>Formalise area next to water drainage system for landscaping and walking route</p> <p>Identify possible area for multipurpose centre</p> <p>Identify central sports area for Riverlands and Chatsworth</p>

Source: Swartland Municipality, 2012c.

The spatial development framework (SDF) provides a framework by identifying specific spatial development needs of the community. These needs are mostly expressed in terms of

a need of multi-purpose community (MPC) facilities, ECDs, graveyards, library, recreational facilities, health facilities and sports facilities.

The previous integrated development plan (Swartland Municipality, 2007c) referred to the growth potential study of towns, undertaken with regard to all the towns in Western Cape (Van der Merwe et al, 2004). This study on growth potential categorised towns into towns with low needs (LN) or high needs (HN).

Furthermore, they looked at the development potential of being high (HD) or low (LD). This categorisation is based on the national spatial development perspective (NSDP) (Republic of South Africa, 2006a), which suggests that certain areas have a higher economic growth potential and should be the preferred choice for infrastructural investment, while other areas have a low growth potential and should rather be a preferred choice for human capital investment. Human capital investment is described as education, training, social welfare, sound rural planning, aggressive land and agrarian reform and expansion of agricultural extension services, the focus on providing social transfers, human resource development and labour-market intelligence.

This will enable people to become more mobile and move to areas with higher growth potential (Republic of South Africa, 2006a:12, 20). For the provincial growth potential study, Van der Merwe et al (2004) identified four categories for which a differentiated investment strategy is suggested.

The four categories and corresponding investment strategies were identified as follows:

- High Needs/Low Development - social investment strategy
- High Needs/High Development - social and town investment strategy
- Low Needs/Low Development – minimal investment
- Low Needs/High Development – town/infrastructural investment

In terms of the towns in Swartland, town investment should be in Malmesbury and Moorreesburg. Town and social development should be done in Kalbaskraal and surrounding area to increase mobility and to upgrade infrastructure. Only social investment should be done in Koringberg. Minimal investment (social and infrastructural) should be done in Darling, Riebeek Wes and Riebeek Kasteel.

This gives some guidelines towards the prioritisation of social development projects in the various towns. This could be reassessed by also using the number of equitable share households per area as an indicator for the need of social development.

Information on where the most equitable share households are, will also give an indication on what the poverty areas:

**Table 3.4 : Number of people on equitable share per town**

<b>Town</b>	<b>Number of people on equitable share</b>
Abbotsdale	183
Chatsworth	319
Darling	811
Greater Chatsworth (Riverlands)	154
Kalbaskraal	187
Koringberg	50
Malmesbury	1304
Moorreesburg	707
Riebeek Kasteel	508
Riebeek west	183
Yzerfontein	6

There are many factors that also indicates severity of poverty including access to poverty alleviation services from government and if the community has a culture of supporting the vulnerable. The frequency of equitable share cases are highest in Malmesbury, Darling, Moorreesburg and Riebeek Kasteel. The percentage of equitable share people per town is also not yet available, because the number of people per town as counted by the Census 2011 is not yet available.

### **3.4 Local Government Context: Summary and Conclusion**

Swartland Municipality have various staff and resources that could be utilised for social development purposes. These social development efforts need to be unified under a social development policy and strategy.

From the international examples of social development strategies on a local level, programmes aimed at achieving equality was regarded as conducive for economic development. Participatory approaches to strategy formulation and implementation were recommended by international examples.

There are various views on which social development services local government must deliver and also how it has to be delivered. In order to determine the role of local government in social development, requirements of legislation have to get priority. The legislation that is relevant here is: The Constitution of South Africa 1996 (supreme law), the Children's Act 38 of 2005, the Prevention of/and Treatment of Substance Abuse Act 70 of 2008 and the Systems Act 32 of 2000.

The Constitution gives a broad mandate of promotion of social development and a specific mandate in Schedule 4B and 5B for service delivery on basic infrastructure, child care facilities, sports facilities and public amenities. The constitution is the supreme law and other legislation is subordinate to this law. The Children's Act 38 of 2005 requires that child protection measures be built into municipal human resource processes. Furthermore the legal mandate of the Department of Social Development as leading department in the social development sector has to be recognised. Furthermore the Prevention of and Treatment of Substance Abuse Act identifies a co-ordinating role for the municipality, specifically with regard to the drug problem. The Systems Act 32 of 2000 includes community development principles into municipal processes, for example identifying needs, integrated development planning and encouraging community participation in planning processes. There is a general trend of government policies to expect municipalities to give special attention to vulnerable groups. Opinions vary as to what issues and target groups need to be focused on. This will have to be determined by doing a needs assessment in the area. Various studies regard it as important for municipalities to work in partnerships and to co-ordinating projects. A policy on social development for a municipality should not only align with national legislation, policies and strategic documents, it should also align with other policies in the municipality in terms of their social focuses. These initiatives and policies will be co-ordinated with internal dialogue regarding social development.

Now that the role of local government in the social development of communities has been explored, it would be the next step to explore the views of stakeholders and community members of the social development sector in Swartland Municipal area.

## **Chapter 4: Process of formulating the policy and strategy**

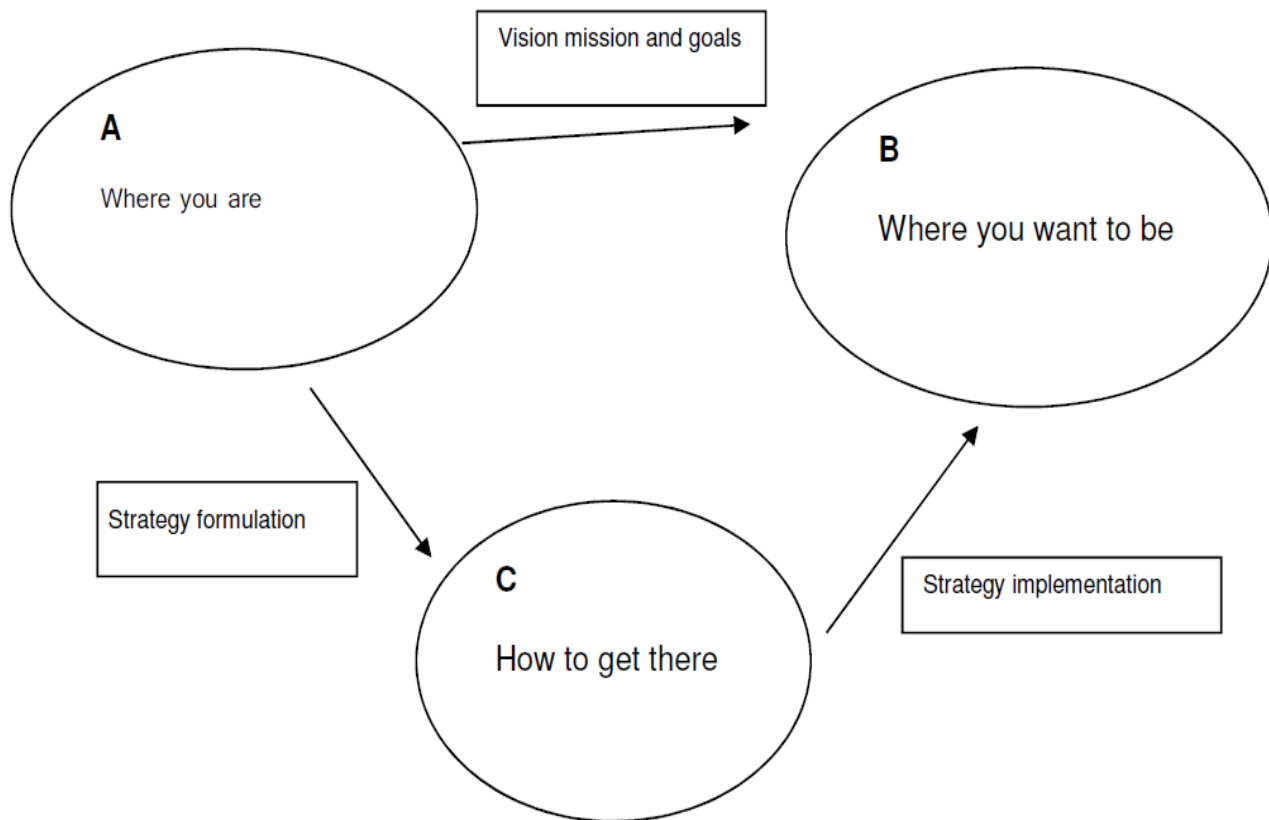
This document is about formulating a social development strategy and policy. The research study is a qualitative process of gathering ideas and information for the formulation of a social development strategy and policy. Formulating strategy and policy is a discipline and body of knowledge in its own right. The various methods on how to formulate strategy, determines the structuring of interviews with stakeholders. It is, therefore, necessary to look at these approaches and techniques in order to determine the research technique.

### **4.1 Defining policy and strategy**

In order to determine the process of formulating a strategy and policy, it is useful to define what is strategy and policy. According to the Oxford Dictionary, a policy is a course or principle of action adopted or proposed by an organisation or individual (Oxford, 2012a). Strategy is defined by Oxford dictionary as the plan of action designed to achieve a long-term or overall aim (Oxford, 2012b).

The current legislative frameworks, national and provincial policies and interpretations thereof, provide principles to give direction to social development policy. Kirst-Ashman (2007: 208) defines social welfare policy as rules, laws and regulations that govern which social welfare programmes exist, what categories of clients are served and who qualifies for a given programme. This definition gives an indication of which aspects policy should be focused on. Strategy is the plan of action that follows from the principles or course of action set by policy.





**Figure 4.1: The ABCs of strategic planning**

Source: Bryson & Alston 2005

Moving from A (where you are) to C (How to get there) is strategy formulation and from C (how to get there) to B (where you want to be) is strategy implementation. From A (where you are) to B (where you want to be) is formulating the vision, mission and goals. By means of this study, Swartland Municipality reflected on what the state of social development sector in Swartland is (A), where the municipality wants to be in terms of social development service delivery (B) and lastly what strategy to follow to get there(C).

Patel (2007: 270) describes the process of strategic planning for social development organisations. The process could also be divided into the three steps of Bryson and Alston (2005).

**Table 4.1: Comparison of steps for strategy formulation**

<b>Bryson and Alston</b>	<b>Patel</b>
Where you are	Analysing the external and internal environment,
	Conducting the SWOT analysis (strengths, weaknesses, opportunities, threats)
Where you want to be	Stating the vision, mission or purpose of the organisation,
	Establishing goals
How do you get there	Selecting strategies to meet goals,
	Establishing objectives,
	Selecting activities for each objective and preparing a work-plan
	Developing a funding strategy and a financial plan

## **4.2 External stakeholders**

It is important to remember that this study is about formulating the social development strategy and policy of the municipality and NOT formulating a strategy and policy for the whole social development sector in Swartland municipal area. Therefore, the first step in the research process was to conduct an external analysis of social development. Thus, a holistic picture of the social development sector within the Swartland municipal area could be configured.

In this phase an external stakeholder social development workshop was organised to which the various external role players in the field of social development were invited to assess the social development sector in Swartland. (See **ADDENDUM I** on who attended)

Government organisations working in the region, faith-based organisations, various non-governmental organisations and key business organisations were invited. In order to get the viewpoint of the various communities, ward committees, who are representative of various sectors in communities, were interviewed during ward committee meetings (SALGA & War on Poverty, 2011). It was the most cost effective way of engaging the broader community.

## **4.3 Ward Committees**

The ward committees were interviewed by ward committee clerks from the Corporate and Development Services Departments. They were also trained to conduct a structured interview that could be done in twenty minutes as was requested by the councillors. Ward committees have many agenda items to cover during their meetings and the social

development policy and strategy questionnaire was only one item on the agenda, hence the time constraint.

Ward committees could be regarded as somewhere in between internal and external stakeholders. A ward committee is a local government structure with the function to increase community participation in municipal affairs and are brought into existence in accordance with the Municipal Structures Act 117 of 1998. They are representative of all sectors in civil society (Republic of South Africa, 1998b).

The questionnaire focused mainly on the identification of needs, strengths and identification of shortcomings in the social development sector in Swartland (See **ADDENDUM A**). The ward committees, being regarded as official municipal structures, were also asked to comment on the role of the municipality in terms of social development. Because of time constraints, it was not possible to do a full SWOT analysis as well as to discuss the role of the municipality.

Therefore, an analysis was made of the ward's needs in terms of social development (relates to weaknesses and threats), programmes/projects services in the field of social development (relates to strengths), deficits in the field of social development (relates to weaknesses) and the role of Swartland Municipality in the field of social development (relates to opportunities).

#### **4.4 Internal stakeholders**

When adequate information on the social development sector was gathered from requirements of legislation and stakeholder workshops and questionnaires, the Swartland Municipality had to determine its role within the broad social development sector. The information gathered from external stakeholders was analysed and presented to the internal stakeholders during an internal stakeholders' social development workshop. The internal stakeholders were people working within the structures of the municipality either as officials or councillors (See addendum I on who attended).

The municipal manager, directors and representatives of all divisions and departments of the municipality as well as the mayor and councillors were invited. During the session with internal stakeholders, participants had the opportunity to comment on the information presented. Furthermore, the municipality's mission and vision for social development were discussed. An outcome of this workshop was the formulation of a municipal social development strategy task team.

#### **4.5 Strategic task team**

This task team were represented by officials from all municipal departments as well as councillors. The role of the task team was to assist the researcher with the final formulation of Swartland Municipality's social development vision and mission as well as to identify focus areas for social development in Swartland Municipality within the social development sector. This related to the phase of "where you want to be" in Bryson and Alston's (2005) ABC model of strategy formulation. This author in collaboration with the task team presented Swartland Municipality's identified social development vision, mission and strategic focus areas to the community at the joint social development workshop. (See addendum I for list of task team members)

#### **4.6 Joint stakeholders**

The researcher planned a third stakeholder workshop, referred to as the joint social development workshop. For this workshop all external stakeholders were invited including NGOs, relevant government departments and churches (See **ADDENDUM I** on who attended). Furthermore, the mayor, task team and ward councillors were invited. The researcher did a presentation of the information gathered on the social development sector thus far.

Furthermore the proposed social development vision and mission for Swartland Municipality as well as proposed focus areas were presented. The task team was consulted in planning of the workshop. Workshop participants identified actions for each focus area.

The participants who represented various organisations and institutions were to focus on their own contribution in order to see how the various sectors could support each other and the municipality within the identified focus areas. This related to the "how we get there" phase of the Bryson and Alston (2005) model.

#### **4.7 Sector meetings**

Workshops were held in 2011 with various sectors to determine their respective roles within the social development sector. The sectors that were invited were government departments, non-governmental organisations, business organisations, faith-based organisations and agriculture. Agriculture did not respond to the workshop invitation and separate interviews were held with representatives from Darling, Malmesbury and Riebeek agricultural associations. Small farmers were included in the first workshop. This approach was also followed with key business people in the Swartland as well as Moorreesburg and Malmesbury chambers of commerce. Leaders were visited to present the draft social

development strategy and policy and to get comments. (See **ADDENDUM H** for outcomes of the sector meetings)

#### **4.8 Key stakeholders**

Key government officials were interviewed by means of semi structured interviews after presenting the information gathered from the workshops (Saunders et al., 2007: 312). For the purposes of this study, various strategic leaders of district offices of the key government departments were visited. Government departments were selected according to their involvement with human and social issues following the outcome of the conceptual analysis.

The Department of Education's two circuit managers Mr J. Mouton and Mr J. Joubert were visited as well as the acting regional manager of the Department of Social Development, Mr R MacDonald, and Head Child Protection, Cathy Nell. Mr P. Templeton, founder of many social development programmes, and trustee of Goedgedacht Trust were interviewed.

Experts in the field of social development policy and strategy formulation from the two universities were interviewed. Dr Ignatius Swart and Dr Erasmus from Community Development Department, Huguenot College (UNISA affiliated) and Dr Sulina Green from Social Work Department, University of Stellenbosch were consulted.

Furthermore, the Municipal Manager Joggie Scholtz was interviewed to get direction with regard to local government legal mandates as well as to get buy-in from the top leadership of the municipality in the policy.

#### **4.9 Process of formulating policy and strategy: summary and conclusions**

A policy is defined as a course or principle of action adopted or proposed by an organisation/individual. Strategy is defined as the plan of action designed to achieve a long-term or overall aim. In this document strategy is regarded as the plan of action that follows from the principles or course of action set by the policy. Strategy was about determining where you are, where you want to be and how to get there.

In order to determine where we are, the term social development was analysed, local government's legal and resource environment was investigated and the state of social development was explored by means of various engagements with ward committees, internal and external stakeholders. The ward committees were interviewed as representatives of the community of Swartland.

External stakeholders interviewed were Non-Government Organisations, churches, business, agriculture and government organisations. Internal stakeholders interviewed, were officials from all departments and representatives from council. Interviews were also held with sectors separately to determine their roles within the social development sector and best ways of co-ordinating the social development sector.

By determining roles, actions and ways of co-ordination relates to the "how we get there" aspect of strategy. Key stakeholders were interviewed to test the relevance of the policy and strategy and to get high level support. Internal stakeholders and especially the strategic task team were instrumental in determining the vision and mission which relates to the "where we want to be" aspect of strategy.

## Chapter 5 : Determining strategy through stakeholder engagements

Various workshops were presented with a wide range of stakeholders during the period of July 2010 to March 2011. Following is a description of how the research methodology and techniques were implemented, the results of the study and the interpretation of results. The aim of this chapter is to discuss the results of the public participation processes in the formulation of the vision, mission and focus areas of the Swartland social development policy and strategy.-

From the engagements with the public, the following themes were highlighted namely youth issues, service delivery, vulnerable people and economic development.

### 5.1 Youth issues

Youth issues related issues were highlighted by ward committees, external stakeholders and internal stakeholders see **ADDENDUM J** for a more detail discussion of youth issues mentioned in workshops

Youth related issues mentioned in workshops were:

- School drop outs
- Teenage pregnancies
- Issues with Department of Educations
- Lack of recreational facilities
- Alcohol and drug abuse
- Crime

It was mentioned in the workshop with municipal officials and councillors that the following has to be considered with regard to building new facilities:

- Operational cost has to be taken in account
- Municipality could not be funded on private land
- Funding of facilities must be according to Schedule 4B and 5B of the Constitution of RSA of 1996

The variety of issues related to youth calls for a multi-sectoral approach for example:

- Drugs (Social Development)
- Crime (SAPS)
- Transport to school (WCED)

Youth issues are regarded by external stakeholders as an critical threat to the social development sector as a whole.

## **5.2 Social Development Services**

Social Development Services was another theme that was flagged during the various engagements with stakeholders See **ADDENDUM K** for a detail discussion of the issues regarding Social Development Services.

Issues with regard to Social Development Services were:

- Lack of co-operation between organisations
- Duplication of services
- Lack of co-ordination

Lack of co-ordination could also lead to other problems like:

- Inadequate health services
- Reactive programmes
- Limited resources
- Fly by night programmes without community participation

In contrast, Social Development Services in Swartland Municipal area were regarded as a strength by some stakeholders especially the services by non-governmental organisations and community initiatives.

This relates to suggestion by stakeholders that the municipality fulfils the following roles:

- Intermediary between community and government organisation to address service delivery problems
- Co-ordination of social development services

These two roles are supplementary to each other, because it is easier to be an intermediary if there is a body where services are co-ordinated.

The roles of various organisations involved with social development could be identified. The role of the Department of Social Development as leading organisation in the social development sector must be clarified, as well as the limitations of the municipality within this sector.



### **5.3 Economic development**

Economic development issues were also frequently mentioned when the social development sector was discussed. Economic problems could also be regarded as underlying to social problems. For example people get pulled into drug and alcohol addiction due to being frustrated from being unemployed. Employment related programmes could therefore be regarded as a relevant starting point in dealing with other social problems. For a more detailed discussion see **ADDENDUM L**.

Improving the skills base of the community is regarded as one strategy of addressing unemployment. Training of entrepreneurs has also been identified as a deficit in service delivery.

Economic issues links to poverty which could be indicated by the amount of equitable share households. Swartland has a total of 4412 equitable share households (December 2012). If that could be an indication of poverty and it is assumed that at least 4 people live in each household, that means 17678 people are living in poverty in the Swartland. The 2011 census indicated that there are 113 000 people in Swartland. Therefore at least 15% people live in poverty. These number excludes the illegal backyard residents.

### **5.4 Services to the vulnerable**

Although not the most mentioned issue, the theme of vulnerable groups and care for those marginalised and neglected by society, were mentioned in most discussions. The plight of farm workers and disabled people, women and children were mentioned. Also adding to vulnerability of people was the vulnerability of the environment. Care for the vulnerable were especially emphasised when the external social development stakeholders discussed the ideal scenario for social development. Women empowerment in business, equal opportunities for farm workers, people with disabilities and basic services to the poor were mentioned as signs focal points of an ideal scenario for the social development sector. The role of intermediary by the municipality between service providers and the community ties in well with lobbying for the vulnerable.

Children were mentioned specifically when looking at what the ideal scenario is for social development, especially with regard to universal education and universal food security.

### **5.5 General approach to social development**

The approach to community development suggested during the workshops was an approach where the community is involved in determining the process of development.

Some municipal officials and councillors also mentioned that discipline in communities has to be encouraged. This was especially mentioned with regard to paying of municipal accounts. A culture of paying must be created. This links to encouraging the community to take responsibility for their own development.

## **5.6 Vision and mission**

During the workshop with municipal stakeholders, a vision and mission were discussed. The workshop was divided into four groups who all formulated their respective visions and missions for social development. Feedback was given to the greater group. It was proposed and accepted that a task team be selected with representatives from all departments to finalise the vision, mission and strategic focus areas.

In order to formulate a vision and mission it is important to know what a vision and mission is. Thomas, Strickland and Gamble (2007) explain that “the distinction between vision and mission is fairly clear-cut: a strategic vision portrays a company’s future business scope (‘where we are going’) whereas a company’s mission typically describes its present business and purpose (‘who we are, what we do and why we are here’)”. The challenge was to get the stakeholders to work within this definition, seeing that the vision of the municipality at the time did not align with this definition.

When formulating the vision, the municipality’s overall vision was kept in mind. Furthermore the views of internal stakeholders, who must take ownership of the strategy, as well as the professional and experienced input from social development partners, were considered.

## **5.7 Swartland Social Development vision**

At the time when the Swartland Municipality’s social development vision was discussed with internal stakeholders the vision of Swartland Municipality was:

Swartland Municipality builds sustainable partnerships with its all its people (Swartland Municipality, 2007c)

Since then, Swartland Municipality changed its vision in 2012 to the following:

Swartland Municipality is a frontline organisation, which promotes sustainable development and delivers services effectively and efficiently to its entire people by building partnerships with all stakeholders.

The various visions from the breakaway groups at the internal stakeholders’ workshop were combined and then presented to the social development strategic task team. The task team agreed that the vision for the social development policy should be aligned to the vision of Swartland Municipality.

The social development vision of Swartland Municipality is:

We build and create sustainable partnerships for social development with all our people for strengthening the social fabric of the Swartland community.

The social development vision aligns with the 2012 vision of Swartland Municipality with the “building of partnerships”. The use of the word “sustainable social development partnerships” in the social development vision links to the social component of the sustainability triangle (environment, social and economy).

Furthermore, the vision relates to the definition of social development, which refers to linking people and linking people and resources, which is in essence about strengthening social capital or social fabric. Social fabric refers to the interpersonal relationships within the community, therefore strengthening the ability to collectively work towards a better quality life.

The ultimate vision would be to see the quality of life of the community improving (measured by means of the Human Development Index). Because there are so many stakeholders who must be part of the process of achieving a better quality of life, it could not be only a municipal vision, but should be a vision inclusive of all the people under the jurisdiction of the municipality.

The engagement with ward committees, external stakeholders and internal stakeholders highlighted the role of the municipality to co-ordinate and to create the climate for social development.

### **5.8 Swartland Social Development mission**

The social development mission, derived from discussion during the internal workshop, was especially focused on opportunities for social development and on sustainability. The Swartland Municipality social development mission is:

We initiate, build and promote social development opportunities with the focus on sustainability, which specifically refers to financial viability in the long term, forming partnerships with the community and service providers, not harming the environment and functioning within legal powers, functions and requirements.

The mission communicates the essence of the social development approach of Swartland Municipality. The municipality builds, initiates and promotes opportunities and therefore has a facilitative role rather than being an organisation delivering social development services. This indicates “who we are” in the mission (Thomas et al., 2007).

Instead of just using the “sustainability” term, in this mission this is clarified. This states clearly “what we do”. The formulation about being within legal powers and functions of the municipality aligns with the overall mission of the municipality (see section 3.5) and the strong view from internal stakeholders (councillors and officials) that the mandate from the Constitution needs to be followed.

The social part of the sustainability term focuses on getting community participation, getting communities to take responsibility and working with service providers.

Furthermore, projects of the municipality must be financially viable and must consider the operational costs of projects in the long term and form partnerships for funding projects that are not funded mandates. In developing people their dependency on the wellness of the ecosystem has to be considered, therefore the environment must not be harmed.

## **5.9 Social development focus areas**

From the study of legislation, literature and information gathered inside and outside the municipality, the focus areas were identified and agreed upon by the social development strategic task team. Council also approved the policy and strategy in principle.

The focus areas that were identified for the social development strategy were:

- Establish child facilities/promote child development
- Facilitate youth development
- Promote co-ordination/collaboration
- Promote access to the economy
- Lobbying for the vulnerable.

When revisiting the literature study and analysing the data obtained from the ward committees and internal and external stakeholders, themes reoccurred that lead to the identification of the above strategic focus areas. Following is a description of how and where these focus areas was identified throughout this research process. The focus areas will be placed in bold as they emerge in the discussion below.

The strategic focus areas must align with the social development mission of Swartland Municipality. The social development mission indicates that the municipality must have guidelines on how projects will be funded and must be cautious in making long-term financial commitments. By forming partnerships and initiating collaborative efforts, funding and resources will be shared, which will not only have more of an impact on well-being, but will also be more cost effective. The reference to the legal compliance refers to the Municipal Finance Management Act 2001, which indicates that municipalities are not allowed to fund functions not assigned to the municipality by the Constitution. Forming links between people and between people and resources is the essence of social development. Ultimately, this will most probably lead to improved well-being of society.

Already in the definition of social development, the scope of the concept includes elements of economic development. Related concepts of poverty alleviation, social capital, social cohesion, social integration and social inclusion brought other elements of social development to the fore, namely the relationship between economic and social development, the building of social structures, celebrating diversity, a rights-based approach and finding common goals.

From the discussion of what social development is, economic development and co-ordination/ collaboration were two concepts that stood out as important focus areas in this field.

The various positions in all departments of Swartland Municipality dealing with social development in the municipality calls for better collaboration and buying into the shared vision internally. The various resources of the municipality have to be put to good use in order to promote social development.

When considering international and local development policies for local authorities, the emphasis is also on collaborative endeavours and there is an appreciation of the symbiosis link between economic and social development. SALGA (2011) separates community development and economic development in directorates. SALGA emphasises the need for municipalities to mainstream **services to vulnerable people including youth, women and disabled people.**

**Lobbying for the vulnerable** and making sure services are accessible to all people, could also be regarded as a social development focus area of the municipality. Councillors also have a role to lobby for their constituency, which includes vulnerable people, to ensure their needs are captured in the IDP and reflected in the budget (Republic of South Africa, 2003). It therefore is in the nature of the municipality to look after the needs of vulnerable people in the community.

Section 153 of the Constitution of South Africa speaks directly to the developmental duty of municipalities to make sure that basic needs of the community is prioritised in the budget. From the workshops, various **vulnerable groups** were mentioned, of which youth and children were most prominent. Equal access to the economy for women was mentioned by external stakeholders and access to services for farm workers and disabled people.

There are various interpretations of what are legislative requirements relating to social development. The functions of local government according to Schedule 4B and 5B of the Constitution of South Africa is quite clear. Basic infrastructure already gets prioritised in the municipality. Local sports facilities get annual funding from the Lotto and local amenities (Thusong Service Centres, halls and community centres) could be resources for social development. The neglect of **child care facilities** as a function of local government since the proclamation of the Constitution makes it an area of priority for intervention and an important focus area. Sport facilities and local amenities could be supportive to address other social development focuses.

The spatial development framework addresses social development needs per town ranging from identifying spaces for **ECD facilities, sports facilities, recreational facilities and economic development** opportunities to enable job creation. The growth potential study

indicated that social development investment should be prioritised ward 7, ward 4 and ward 1 (Kalbaskraal and surround as well as Koringberg).

The engagements with ward committees and internal stakeholders identified **youth and related issues** (drugs and crime) to be a strongly felt need in the community. The external stakeholder workshop also emphasised drug abuse, crime and sexual health as social pathologies which threatens the social development sector. The internal stakeholders of the municipality confirmed this concern and crime statistics also confirms this.

Weaknesses identified in the external stakeholders workshop were **lack of co-ordination of services**. Following an asset-based approach, interventions should not always focus on weaknesses, but must build on strengths. Both the ward committees and the external stakeholders regarded current services (government and community based) as the greatest strength of the sector. By combining this strength with the **co-ordinating** role of municipalities, the links and collaboration between these services could be enhanced, leading to less duplication, better synergy and a higher impact on well-being of the community.

Training, job-related and life skills, is regarded by external stakeholders as the most important opportunity of the social development sector and the greatest deficit by ward committees. Increasing training could have a positive effect on both **economic** and social development.

The internal stakeholders emphasised again the need to be **legally compliant**, which justifies making child care facilities a focus area. The internal stakeholders also recognised the need for **youth projects** and identified the role of the municipality to make **facilities** available. The role to co-ordinate and consult interest groups were also emphasised and collaboration relates to the systemic nature of the social development sector.

### **5.10 Strategic focus area objectives**

For each of the strategic focus areas, objectives were identified to give more clarity on the content and scope of the focus areas. The objectives were formulated in collaboration with the strategic task team, based on the information gathered through the workshops, the capacity of the municipality and the legislative powers and mandates of the municipality. The objectives would give guidance to the municipality on the social development interventions that has to be done regarding each focus area.

#### **a) Establish child facilities and promote child development**

Child facilities are a function assigned to local government in Schedule 4B of the South African Constitution of South Africa of 1996. The Child Facilities Report (Swartland Municipality, 2008) suggested not only to look at child facilities, but broader at child development. Children are defined as people of the age 0 to 18 years. Furthermore, the

report refers to the Children's Act 38 of 2005 in determining what child facilities are, which includes child and youth care centres (Chapter 13), partial care facilities (Chapter 12, drop in centres (Chapter 14), and early childhood development centres (Chapter 6). The Children's Act 2005 also indicates that the Department of Social Development is the responsible authority for enforcing the Children's Act, but could delegate some functions to municipalities in terms of approving, monitoring and approving child care facilities. Therefore, the municipality needs to work closely in planning for facilities with the Department of Social Development.

Child development issues could be co-ordinated by means of a Swartland social development forum and/or early childhood development forum. It is important that the Department of Social Development play an active part in any child-related programme or project. Swartland has facilities namely sports facilities and halls and must promote a safe environment for children. Partial care facilities, according to the Children's Act 32 of 2005 are facilities where children are in care of and adult with the parents' consent. A sports field or community hall can therefore also fall under this definition.

The municipality has grants, which goes to organisations to assist with operational expenses. Child facilities, being a funded mandate, should be a priority. Swartland Municipal area has over hundred ECD centres, therefore it is wise to exclude ECDs from grants for operational funding. In terms of the spatial development framework, the municipality must plan for the establishment of ECD centres in all towns according to the population of preschool children. Subsidies to child care facilities for operational use must preferably be allocated to residential child care centres. Swartland Municipality must also find partnerships to get external funding for the establishment of ECD centres. Operational funding of ECDs are subsidised by Department of Social Development.

The municipality also has a role to play in terms of approval or for buildings or land for utilising or establishing a child facility. The municipality must see that guidelines for child care facilities derived from the Children's Act 38 of 2005 are enforced. Child facilities should also have the correct zoning. The municipality must also work closely with the Department of Social Development to ensure that spaces for social development are sold/ allocated to organisations that could run facilities according to legal requirements of the Children's Act 38 of 2005 and the NPO Act 71 of 1997 and ultimately in the best interest of the children.

This focus area specifically emphasises compliance with the Children's Act 38 of 2005 (Republic of South Africa, 2005) and therefore, also in terms of checking all staff who have access to children on the B Register for offenders against children. The Children's Act 38 of 2005 especially makes mention of staff of municipalities appointed in terms of the Municipal Systems Act 32 of 2000.

### **b. Promote youth development (aged 14-35)**

Youth development is a focus area, because of emphasis on youth issues by all stakeholders. Youth is defined as people from 14 to 35 years old for purposes of this policy and strategy. This focus area's aim is to give hope to youth of a better life through accessing economic opportunities. This could encourage youth to make positive lifestyle choices away from drug abuse, crime and teenage pregnancy.

It is important to start interventions before those negative behavioural patterns are established. After care centres and ECD centres already have an impact on the later behaviour of youth. The youth focus area builds on the child development focus area. There is a slight overlap between the two focus areas, but the emphasis in this focus area is on presenting programmes (life skills and vocational training) that would allow youth to enter the economy. The community's perception that unemployment is the cause of drug abuse and crime also motivates the focus on vocational programmes. Leadership development of youth resorts under the category of life skills training, that would encourage positive life choices.

The municipality has access to various resources and information and could assist upcoming youth organisations by linking them with these resources and sharing information. The function of sports facilities also belongs to local government according to Schedule 5B of the Constitution of RSA of 1996. Most sport participants are within the youth category, therefore sports facilities and sport development activities also resort under this focus area.

The municipality has halls, community centres and sports facilities that could be utilised and made available for promoting youth development. Municipalities also have the function of local amenities according to Schedule 5B of the Constitution of RSA of 1996 and municipal parks and recreation (Schedule 4B) and includes facilities where youth could do recreational activities.

The Prevention of/and Treatment of Substance Abuse Act 70 of 2008 could also be implemented under this focus area due to the high levels of drug abuse under youth. This Act gives municipalities the function to form local drug committees to co-ordinate interventions aimed at resolving the drug abuse problem in the community.

Because youth development is not a function of the municipality according the constitution, the municipality should form partnerships and strive to get external funding (local or international) for special youth projects. The function of sport facilities is mentioned as a function in Schedule 5B of the Constitution of RSA of 1996.



### **c. Promote collaboration/co-ordination**

Through the engagements with the various sectors, the role of the municipality to co-ordinate and collaborate with various stakeholders on social development was continuously highlighted. This focus area is pivotal to the other focus areas and effectiveness in this focus area, could enhance effectiveness in the other focus areas.

Social development should be co-ordinated within the municipality between the various departments and divisions busy with social development-related activities. A social development task team will be formed to deal with social development on a quarterly basis. Again, social development is the mandate of the provincial Department of Social Development. Therefore, the municipality must co-ordinate external stakeholders in collaboration with the Department of Social Development.

The form this co-ordinating body of all external stakeholders could take, will be discussed in the next section with the various subsectors of the social development sector. The total impact of the co-ordination and collaboration will be measured at this co-ordinating forum. The Integrated Development Plan and Spatial Development Framework must reflect social needs and programmes of the Swartland as a whole. Thusong Service Centres, satellites and mobiles, are also spaces where services could be delivered in close proximity of each other and in a co-ordinated way. This focus area links to compliance with the Municipal Systems Act 32 of 2000 Chapter 4 section 17(1)c and the Constitution of the Republic of South Africa 1996 section 41 (h)7. Section 17(1)c of the Municipal Systems Act emphasises getting participation from the community. Section 41 (h) of the Constitution of RSA 1996 refers to co-operative governance and how the various spheres of government should work together.

### **d. Promote access to the economy**

Throughout this study, the interdependence of social and economic development has been emphasised. In the youth development focus area, emphasis is on providing access the economy. This focus area has a broader emphasis than just youth. Swartland Municipality could also link entrepreneurs with economic development service providers.

This focus area forms a link with the LED strategy and is concerned with the implementation of the human development aspects of the LED strategy. Training and employment opportunities will be shared throughout the Swartland via partners in all towns.

The municipality does not provide employment on a large scale, but could be instrumental in encouraging local employment with municipal tenders. Employment is also provided by means of the EPWP programme in which the municipality participates. The municipality could also co-ordinate their databases and the database of Department of Labour and provide one single unemployment database to the community.

Training was regarded as an important opportunity for the social sector by the external stakeholders and a deficit in social development service delivery by the ward committees. The municipality could provide information on training opportunities and even play an important role to co-ordinate skills development initiatives. The municipality could also encourage training providers to bring their courses to the Swartland area. This will lead to job creation and long term economic viability of the area. Small businesses could also be trained in the requirements for tenders. Red tape could also be reduced to support access to the economy for small businesses.

The provision of infrastructure must also be promoted. In a broader sense, the economy of the area needs the municipality to function well, therefore, encouraging residents to pay the bills will contribute to the economy of the area. This also links to consumer education for new low cost home owners. This focus area has the legal base of the Constitution of South Africa of 1996 section 152 mentioning the promotion of social and economic development as an object of local government.

#### **e. Lobbying for the vulnerable**

Vulnerable in this context is regarded as farm workers, women, children, disabled, poor and the aged. Care must also be taken of the environment, because the vulnerable people in society will be first to be affected by climate change and environmental disaster. Most poor people in Swartland are dependent on the agricultural centre to earn an income. Agriculture is vulnerable as it is affected by climate change, which in turn adds to the vulnerability of farm workers.

One of the core functions of the municipality, according to the Constitution Schedule 4B and 5B, is to provide basic services to all (water, electricity, sanitation, refuse removal, roads). The provision of equitable share to low income households further increase access to services. Other basic needs provided are housing on behalf of the Provincial government and facilitating food security. The municipality has a developmental duty according to the Constitution of RSA 1996 article 153 to prioritise the basic needs of the community.

In the role as planner, the municipality could identify the needs of the vulnerable through the IDP planning process, Spatial Development Framework and ward plans and share this information with other service providers to ensure there will be an improvement in quality of life.

The municipality also plays the role in providing low cost housing to vulnerable people on behalf of provincial government. Furthermore, municipalities could play a role to facilitate the building of social or economic amenities in low cost housing areas. Provision of local amenities is also a function of local government according to the Constitution of South Africa of 1996.

The Thusong Service Centre and satellites are also local amenities. The TSC programme also plays an important role in providing access of the poor and vulnerable to the relevant government department and NGO. The municipality is also in a good position to raise awareness on rights of vulnerable through newsletters, events and projects.

The needs of the disabled could be addressed by means of infrastructural planning. Municipal buildings must have disability access. Building control must enforce disabled access to public service. The maintenance division should prioritise upgrading of municipal buildings in terms of wheel chair access .

On a broader level, the municipality is the sphere of government closest to the people and might become aware of needs of vulnerable people in general. This could especially be relevant in times of disaster when the municipality provides social assistance in case of disaster to people left vulnerable by events. These needs could be communicated to the relevant Departments and NGOs. Councillors could be instrumental to raise awareness on vulnerable groups in their constituency. The Constitution of South Africa section 153 (a) states that a developmental duty of the municipality is to see that basic needs are prioritised in the budget and administration, which relates to the vulnerable who don't always have their basic needs met. Schedule 4 of the Constitution also mentions basic infrastructure (roads, water refuse removal, electricity) as a municipal function which would serve the vulnerable. Also Schedule 4B mentions municipal planning as a municipal function, which includes planning for vulnerable people in society, local amenities which could include Thusong Service Centres, and building regulations with regard to facilities for children and disabled people.

## **5. 11 Strategic action plan for social development**

On 5 October 2010, a joint workshop was held with external and internal stakeholders of the municipality. The policy framework was communicated during this workshop and strategic actions were to be determined. The strategic focus areas were presented as well as the reason for selection of focus areas. At that stage the objectives of each focus areas were not yet identified.

These suggestions give Swartland Municipality an idea of the type of outputs that people in the community want to see in terms of social development. These actions could be taken to the stakeholder forums to unpack in more detail and to clarify responsibilities (see **ADDENDUM C**). The input from the community was a further input to inform the formulation of focus area objectives and action plans. The discussions also gave an indication what role players could be engaged with regard to the respective focus areas.

## **5.12 Roles of the sectors**

In March 2011, workshops were held with the following sectors: government departments, Non-Governmental Organisations, faith based organisation, business organisations and

agricultural organisations. The sectors were informed about the proposed strategic focus areas of Swartland Municipality. Furthermore they were shown a video on the Dinokeng scenarios, which helped those present to decide on the kind of partnership they want to have with the government, namely walking apart, walking behind or walking together.

This was received very positively and encouraged the sectors to take responsibility for their future. The one factor is the character of civil society on a spectrum of being engaged to being disengaged. The second factor is the capacity of the state. The ideal scenario would be a civil society that is engaged and with the state being effective. This would lead to a collaborative and enabling state with engaged and active citizenry. The video took some time from the discussion, but allowed for a much more constructive discussion.

In comparison to the joint stakeholder workshop where participants took on more of a “walking behind” approach, the participants took ownership of the field of social development in this round. The greatest success of these engagements with sectors was the response of the faith-based sector. After the session with the faith-based organisations formed a forum through which they could engage in a constructive manner with local government and also address social issue in the community together.

The need for co-ordination of social development services was one of the themes that were repeatedly mentioned in the first three workshops. The co-ordination of services is also related to intermediary role identified for municipalities namely liaising with organisations or departments on behalf of the community. This part of the policy looks at the role of different sectors and what they could contribute to social development of the community.

As discussed earlier, the social development sector is systemic and is influenced and enhanced by various other sectors like, for example, the health sector, education sector and business sector. The strategic focus area of co-ordination of social development is therefore regarded as the core strategic focus area through which the other focus areas will be affected.

Information from the workshops (**ADDENDUM B**) was supplemented with information on the various sectors. This analysis of information on the various sectors in **ADDENDUM H** will assist Swartland Municipality to know with which stakeholder to engage on the respective focus areas. The SAPS play a role in terms of youth and children in the social sector. The DOE obviously also play a role in terms of children and youth but also early childhood development. (Grade R).

The DSD would need to be engaged on all focus areas, but especially the co-ordination and collaboration focus area, due to their mandate to be a leader in the social development sector. The DFEDT play a role in terms of the economic development sector. The DLG, with regards to vulnerable people, have a pivotal role to play through the CDW and Thusong Service Centre programme. DCAS, especially, could assist with engaging school-going

children and youth. The Agricultural department could assist with economic development through agriculture and looking after vulnerable people through food security programmes. The DOH has a role to play with several of the focus areas. SASSA looks after the needs of the vulnerable, but starts to engage in the economic development focus area. NGOs would engage in all the focus areas, but are not yet co-ordinated as a sector. The faith-based sector is better co-ordinated and mostly could contribute to support of vulnerable people. Business fund projects from all focus areas, but are mostly focused on economic development and co-ordination for business or Corporate Social Responsibility (CSR) purposes.

Agriculture as a sector function as businesses and therefore play a role with economic development, but also look at the needs of the vulnerable farm workers, and are easy to engage with being a well-organised sector.

### **5.13 Structures needed to co-ordinate social development**

All stakeholders and role players were asked to give suggestions on how social development initiatives could be co-ordinated. This is important, because social development is a multi-sectorial field and could easily be fragmented. To achieve the optimum impact, initiatives need to be co-ordinated.

In terms of the five focus areas the co-ordination of social development could be regarded as central to the other focus areas. Co-ordination between stakeholders and collaboration between service providers and beneficiaries will take service delivery for all focus areas to a new level. .

#### **a) Current and preferred co-ordination structures**

There are various forums in Swartland which meet at least quarterly. The list is:

- Health forum (multi-sectorial action team)
- Sports forum (not established in all towns)
- Agricultural associations and Swartland small farmers forum
- Small farmers associations (Darling, Malmesbury, Riverlands, Riebeek, Swartland)
- Chamber of commerce (Malmesbury, Moorreesburg)
- Community police forums (sector based) (Malmesbury, Darling, Moorreesburg, Riebeek)
- Early childhood development forum (Swartland)
- Ecumenical Forum (Malmesbury)
- Skills development forum (dormant)
- Community nutrition development centre consortium (dormant)
- Community forums (Riebeek Valley Forum, Moorreesburg Familie Fees)

All stakeholders agreed that they would participate in a Swartland social development forum made up of representatives from each forum and the respective government organisations. This structure could meet at least twice a year to co-ordinate social development. The Swartland social development forum could be encouraged to do one collaborative project per year.

The first meeting could identify issues that need to be addressed. Furthermore, the forum could work on a collective vision for social development and the impact the forum would like to see from its programmes collectively. Furthermore a collective programme could be identified. With the second engagement, progress of the collaborative project could be monitored and could include a social development expert to address the participants.

Participants could bring feedback from their respective forums and organisations on how they plan to align their programmes to the collective vision for social development. From this a joint strategy for social development for the Swartland could be compiled. The indicators of the impact on social development programmes could be measured and discussed yearly. The above are only preliminary suggestions and are subjected to change.

Different sectors had specific views on co-ordination. One business chamber for example stated that they will come to a co-ordinating event if it is not a whole day long with lots of money wasted on catering. The idea of meeting twice a year, appealed to the group. Government organisations agreed that sessions could be held once a semester and that existing functioning structures, for example ward committees and community police forums, should not be duplicated, but strengthened.

One joint project per year could be implemented. The municipal officials from the strategic task team agreed that the ward committee system is not ready to implement these projects and that the social development forum must run in collaboration, but alongside the ward committee system.

Lack of information about services by various organisations and entities have been identified as a challenge, therefore a booklet will be produced and updated yearly with:

- a. All services by NGOs and CBOs
- b. All government departments
- c. All funding organisations (government and business) and their criteria
- d. All co-ordinating forums

This information could further be distributed by means of the Swartland Municipality's website and through social media networks. In terms of communication channels government, NGOs and businesses prefer e-mails, while faith-based organisations and agricultural organisations prefer to be notified via a combination of e-mail and SMS.

The quarterly newsletter of the municipality could provide information on services and projects.

**b) Link with ward committees**

Organised sectors must be encouraged to participate in ward committee elections and IDP workshops. This will ensure that ward committees are well comprised of people who represent sectors of society. Ward committees could assist in the social development process by getting input from the community on their needs and by communicating this to the relevant stakeholders. The social development representatives on ward committees could report these needs to the social development forum. Social development representatives on ward committees must preferably be involved in the structures of the social development forum

**c) Swartland Social Development Forum**

Currently Swartland Municipality and the Department of Social Development jointly manage the Swartland Social Development Forum and is in the process of putting a structure together that would also be represented on a local level, either by collaborating with the community police forums or by forming new social development Local Action Committees. These local committees could also be represented on the Swartland Social Development Forum, which would have representatives from all government organisations and leading NGOs.

**d) Co-ordination on a regional and district level**

Issues with regard to social development co-ordination must also be fed back to a district level and a provincial level. On a district level there is the IDP co-ordinating committee attended by the strategic manager and on a provincial level there is a the Premier's co-ordinating forum also named the MinMayTech, attended by the municipal manager and mayor.

Minutes of the Swartland Social Development Forum could be forwarded to the council in order to transfer issues with co-ordination to the provincial and district co-ordinating committees. Social development co-ordination and service delivery issues will have to be fed to district and provincial co-ordinating forums.

#### **4.9 Determining strategy: summary and conclusion**

In this chapter, various stakeholders were consulted to get information for the formulation of the policy and strategy. From these engagements four themes crystallised namely youth issues, social development services, economic development and services to the vulnerable. From these themes a vision mission and focus areas were formulated.

Furthermore this section dealt with the various sectors involved in social development and their roles in the respective focus areas. Existing local, district and provincial co-ordinating structures were also discussed through which the strategy could be implemented.



## **Chapter 6: Internal systems to implement strategy**

Swartland Municipality identified a need to formulate a social development policy and strategy in order to give direction to social development programmes and to maximise impact of the programmes on the well-being of the community. An extensive consultation process was followed in collaboration with community structures and stakeholders from various sectors in order to gather information to compile a social development policy and strategy. The essence of the policy and strategy was compiled in collaboration with an internal strategic task team representative of all departments in Swartland Municipality.

### **6.1 Principles of the policy and strategy**

From the literature and engagements with the various sectors, principles came to the fore on which this policy is based.

The concept of social development is defined as the process of strengthening of relationships/partnerships and linkages between people, resources and/or systems within the scope of poverty reduction, support to enter the economy and social integration, with the goal to achieve well-being for individuals, groups and/or communities.

This definition conveys the systemic nature of social development which also guides this policy. Social development is a multi-disciplinary field and by nature has to be done together with other stakeholders. Well-being of individuals, groups and communities is the ultimate impact that social development must have and could be measured by the Human Development Index. In the next section more information of how measurement of impact is done, will be discussed. Due to the diverse nature of the field, social development is a function of all departments and divisions of the municipality. There is not one department that must do social development although guidance and leadership will be provided from the Community Development Division.

From engagements with internal stakeholders and also by studying legislation, the role of municipalities in terms of the field for social development has been clarified. Municipalities only promote social development and it is not the function of the municipality to do social development. The only functions related to social development that are specified in the Constitution of South Africa 1996 are the provision of basic infrastructure, municipal health services, local amenities, municipal parks and recreation, local sport facilities and child care facilities. Municipal health services are not relevant for local authorities, but have been assigned to District Municipalities. Only functions mentioned in the Constitution of RSA 1996 are funded mandates.

The Department of Social Development is the responsible government entity for social development programmes. Therefore, programmes by the municipality should supplement and support the work of the Department of Social Development.

The participation and engagement of the community (especially beneficiaries) is an important principle of this policy. Thus, the community development approach of choice should be the locality development approach as far as possible. Social Development programmes should be initiated based on needs, in partnership with communities and building on the community strengths. There should not only a focus on needs but also on the strengths of the community.

## 6.2 Implementation of the social development policy and strategy

The policy and strategy needs to be measured and implemented across all departments of the municipality. The implementation of the social development policy and strategy will be the responsibility of the internal social development committee that will be selected by the Swartland Municipality management team. Measuring of the impact on strategic focus areas in the long term has to become part of the IDP. Below are measurement indicators that could be measured in collaboration with other government departments. The interdepartmental team will have to prioritise the strategic objectives and set up action plans for implementation. The interdepartmental team will be a platform for dialogue in the municipality and will ensure co-ordination between government departments around social issues.

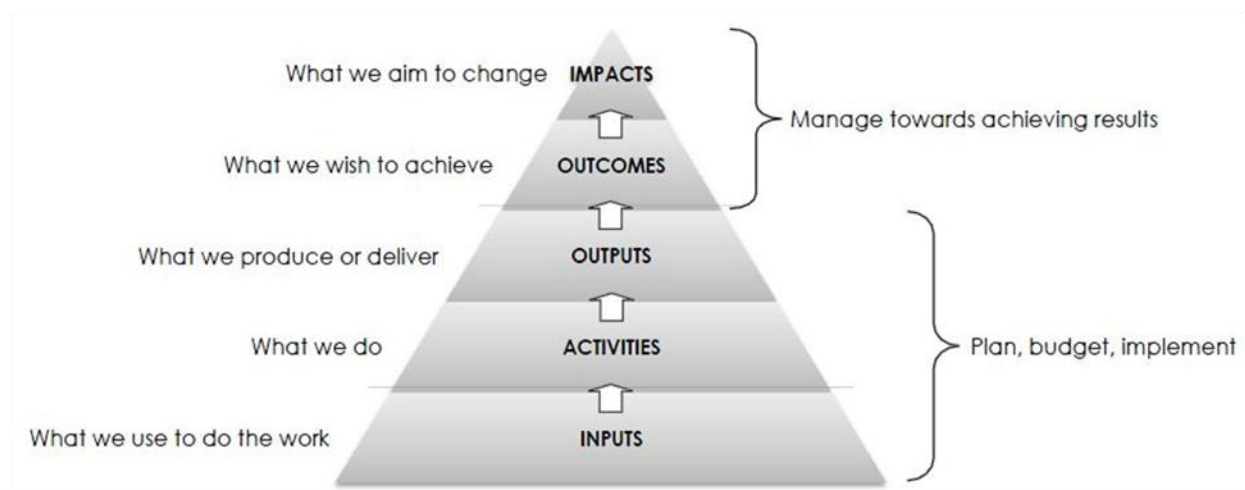
**Table 6.1** Measuring the long term impact of interventions in social development focus areas

Swartland Municipality social development focus areas	Impact	Measurement of overall impact	Source of info for measurement
Child development/ Child facilities	All Children safe	Number of child abuse cases reported	DSD
	All Children are fed	Decrease in malnutrition cases reported at clinics	WCED
	Increase in % of children who finish matric	Decrease in drop out numbers	WCED

<b>Swartland Municipality social development focus areas</b>	<b>Impact</b>	<b>Measurement of overall impact</b>	<b>Source of info for measurement</b>
		Increase in % pass literary and numeracy in grade 6, 9	WCED
		Infant mortality 18 out of 1000	statssa
		Child mortality rate 20 out of 1000	statssa
<b>Youth Development</b>	Improvement in youth lifestyle	Decrease in number of youth on ART	DOH
		Decrease of 4-7 % number of crimes reported per 100 000	SAPS
		Decrease in number of juveniles entering criminal justice system	DSD
		Increase in % pass literary and numeracy in grade 6, 9	WCED
<b>Local Economic Development</b>	Increase employment	% employed	statssa
	Increase average income	% increase in income	statssa
	Decrease inequality	Gini coefficient decrease	statssa
	Households financially independent	Decrease in % indigent households	SM
	Youth trained for relevant skills	Increase in youth receiving post matric education	statssa
<b>Co-ordinating social development</b>	Better government service delivery in terms of social development	Overall improved development: Human Development Index (HDI)	Statssa
<b>Lobbying for the vulnerable</b>	All people have access to government services	Consumer surveys	SM
	Community has access to food security	% decrease in malnutrition cases	DOH
	Access to basic services	% access to basic services (water, electricity, sanitation)	SM

### 6.3 Measuring impact of the external social development sector

Strategic focus areas were determined in Chapter 5, but they need to be aligned with provincial and national government's impact, outcomes, outputs and activities. This could ensure that the Swartland municipal area benefits from national and provincial government programmes and contributes to national and provincial objectives and outcomes. In **ADDENDUM G**, the Swartland municipal strategic focus areas are aligned with the millennium goals, the national outcomes, national outputs, national development plan (NDP) and the provincial strategic objectives.



**Figure 6.1:** Strategic triangle to explain strategic concepts

Source: Swartland Municipality, 2012b.

Social development is a collaborative effort. Swartland Municipality has to do its part in social development, but cannot get all the credit if an impact is made on the overall

development of the Swartland measured by means of the Human Development Index. Other stakeholders are also part of the solution to the problem. Therefore, Swartland Municipality also can't take the blame alone if the Human Development Index decreases in the area.

The provincial and national Department of Social Development are the departments mandated by legislation to drive social development programmes (Republic of South Africa, 2005). This policy and strategy only clarifies the role of Swartland Municipality within the bigger picture of social development.

Dialogue between various sectors will lead to integrated service delivery and the impact of the social development can then be measured as a collective. The suggested Social Development Forum could be a vehicle to collectively measure the impact of social development programmes in the region. When the various sectors set goals and measure impact as a collective it might encourage public participation and integrated service delivery.

A long term measurement of indicators of social development impacts could indicate the success of social development programmes by the social development sector as a whole. Swartland Municipality will only play a part in achieving that impact. If the municipality is instrumental in facilitating collaboration between sectors, it might see the overall impact due to collaboration, as the municipality's success.

The measurement of impact is often not popular with government, because one entity could not be held responsible for achieving or not achieving an impact of social development, for example decrease in youth crime activities. Impact should be measured in the context of collaborative governance. The suggested Swartland Social Development Forum would be a platform to measure overall impact. The integrated development plan already reports regularly on the access of the population to basic services and the Human Development Index. The indicators in **table 6.1** could be monitored in five year cycles by means of reporting in the Integrated Development Plan.

#### **6.4 Policy and procedures for funding/resource applications**

Local government is often seen as the main funder of community initiatives, because of being the face of government closest to the community. The following guidelines would guide the officials to recommend assistance to projects and will assist the municipal council to make objective decisions in this regard.

Guidelines are provided with regard to:

- allocation of operational subsidies by the council to social development organisations

- supporting community projects from the community development division project fund
- funding for social development infrastructure
- social development land/facility applications

**a) Subsidies of social development organisations**

Swartland Municipality gives annual subsidies to NGOs to do social development programmes. The following funding guidelines for allocation of subsidies are provided:

- Funding will be allocated depending on the available budget.
- Projects linked to the municipality's legal mandate will get priority.
- Projects will be funded that could align with the social development strategic focus areas.
- Beneficiaries will be subjected to yearly monitoring and evaluation processed, which will include to submit audited financial statements as well as a yearly progress report on programmes.
- Beneficiaries must be willing to do a presentation on their activities to the municipality once a year or as deemed necessary.
- Swartland Municipality have the right to stop subsidy if a satisfactory progress report could not be produced or if an acceptable audit report could not be submitted. Furthermore the municipality could stop subsidy if an organisation do not progress on recommendations from monitoring and evaluation sessions.
- No operational funding will be allocated to early childhood development centres.
- Funding allocations will be discussed with Department of Social Development to avoid duplication
- Funded organisations must be willing to attend capacity building sessions.

**b) Funding of community projects from the community development division project fund**

External projects will be funded from the community development projects fund, which:

- links to the social development strategic focus areas
- are presented as part of commemorative days
- links to key performance areas
- is allowed by the Municipal Finance Management Act no 56 of 2003
- is part of a comprehensive development programme
- has educational value and builds capacity
- is sustainable
- builds capacity that would directly lead to income generation
- is done in partnership with other role players
- involves more than one town/community

- involves vulnerable people (rural people, children, youth, disabled people, aged or women).

External projects will only be funded if a staff member of Swartland Municipality is part of the planning and implementation of the programme. No funding will be allocated to a project without the submission of a project plan according to the required format. A project report on the required format has to be submitted after completion of the project. No funding would be provided to individual church organisations or party political affiliated organisations.

**c) Funding of social development infrastructure**

- Only infrastructure that aligns with functions stated in the Constitution 1996 Schedule 4B and 5B, will be funded i.e. basic infrastructure, local sports facilities, local amenities and child care facilities and municipal parks and recreation. Therefore, no unfunded mandates will be supported.
- Municipal funding will be subjected to availability of funds.
- Municipal funding has to be supplemented with external funding.
- Only infrastructure on municipal land will be funded.
- Operational plans must be compiled in order for capital funding to be approved.
- Department of Social Development must be consulted to advise on the need of developing social development infrastructure.
- Decisions for allocation of municipal funds for social development infrastructure must be motivated from needs assessments and social development statistics as far as possible.
- Community stakeholders will be consulted and be involved with the process of building a community facility.

**d) Approval of social development land applications (municipal property and private property)**

- From time to time external organisations apply for municipal land or use of municipal buildings, or want to buy land for establishment of social development facilities in the Swartland municipal area.
- Facilities may include any facilities where for example children, aged, disabled or homeless will be accommodated.
- No applications for establishing social development infrastructure or allocation of land will be considered without a letter of approval from the Department of Social Development (Children's Act 38 of 2005). This will ensure that social development programmes are co-ordinated and implemented according to the correct and legally compliant requirements. This will ensure needs based and effective utilisation of social development resources. The capacity of the organisation to run social development programmes must also be assessed by DSD.

- No building plans of social development infrastructure (ECD facilities, foster care facilities, shelters, and children's homes) will be approved without considering the requirements of the Department of Social Development in terms of the Children's Act 38 of 2005 Guidelines for such infrastructure.
- The process of applying of municipal land has a slightly different process than the process for applying for private land (see **ADDENDUM D and E**).

To summarise, Swartland Municipality does assist some social development organisations with an annual subsidy. Furthermore Swartland Municipality provides assistance to projects throughout the Swartland where municipal officials take part in these programmes. There are specific criteria according to which the municipality allocates funding, which has to be followed in a consistent manner.

Approval of any application to acquire land for the purpose of erecting social development infrastructure must only be approved in consultation with the Department of Social Development.

The flow charts of **ADDENDUM D and E** indicates the proposed process of application for land or facilities to be used for purposes of social development. There is a difference between application for municipal land and applications on private land. It is important that all divisions, departments and the council agrees to this process to ensure that social development facilities gets established according to social development needs. Furthermore, the municipality must determine if the applicants have the necessary capacity to establish and manage those facilities in accordance with legislative requirements.

The inter-departmental committee for social development in the municipality development will finalise these procedures as well as any amendments of this policy and strategy that might be necessary, prior to approval by council.

## **6.5 Implementation of policy and strategy: conclusions and summary**

The research question asked was answered by means of the provision of a policy and strategy designed to work in collaboration with other stakeholders internally and externally to maximise the impact of social development programmes. Through the literature study social development as a concept was defined for the purposes of this study and compared with other related concepts currently popular in government circles.

Social development was defined as the process of strengthening of relationships /partnerships and linkages between people, resources and/or systems within the scope of poverty reduction, support to enter the economy and social integration, with the goal to achieve well-being for individuals, groups and /or communities.



The broad definition of social development made it useful to incorporate other definitions but specific enough to distinguish itself from economic development in order not to lose the human development aspect.

The Constitution of RSA of 1996 is the supreme law in South Africa and guides municipalities to promote social development and to concentrate on the social development functions of municipalities stated in Schedule 4B and 5B. Other aspects highlighted in policies were the importance to acknowledge the between social and economic development, the need to include the vulnerable in service delivery and the importance of the municipality to integrate the overall planning and the co-ordination of social development in the Swartland area.

The current state of the social development sector was described by means of interviews with ward committees and individuals and workshops with stakeholders. The problems and strengths, needs, shortcomings, opportunities and threats were identified. The issues that were highlighted were the need for creating access to employment opportunities, youth development and co-ordination of services.

The role of the municipality was identified namely to promote social development with an emphasis on co-ordination but also being a go-between of service providers and the community, making land, buildings and facilities available for development, doing overall planning and some service delivery. The policy and strategy were formulated to assist Swartland municipality to fulfil its role in the social development sector. Focus areas, principles, a vision and mission were compiled and thoroughly motivated (see **ADDENDUM F**).

The co-ordination of other sectors happen through the Swartland Social Development Forum. The roles of the sectors with regard to focus areas were identified in order to strengthen service delivery and maximise the impact of municipal interventions. Finally, indicators for measuring an improvement in the social well-being of communities were identified in order to measure the overall impact of collaborative service delivery over time.

An internal social development committee will co-ordinate social development within the municipality and be responsible for implementing this strategy and policy. Internal processes were designed with criteria to give guidance to social development funding applications to the municipality and applications for land and/or use of buildings. The principle of working together with the Department of Social Development was incorporated into these internal processes. Applications have to align to the social development focus areas set out by the municipality.

Swartland Municipality does not only have a social development policy and strategy document by means of this study; through the process of gathering information for the policy and strategy, the stakeholders bought into the process, which will encourage

participation in the future. Structures were designed namely the internal social development committee and the Swartland Social Development Forum, through which the strategy will be refined and tested in practice.

Formulating and implementing strategy is a continuous process of determining where you are, where you want to be and how to get there. In a rapid changing world the strategy needs to be redefined on a continuous basis. The strengthening of the social fabric or social capital of the community by means of strong collaborative structures could ensure that the challenges faced by the community could be managed in a constructive manner. Within this enhanced social landscape Swartland Municipality will be able to maximise its impact through its social development programmes on the well-being of the community.

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