

Evaluation of the level of community participation in the implementation of the Indigent Exit Strategy as a poverty alleviation measure in the City of Tshwane

by

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Submitted in accordance with the requirements for the degree of

MASTER OF ARTS

In the subject

DEVELOPMENT STUDIES

at the

University of South Africa

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(24 February 2015)

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DECLARATION OF OWN WORK

I, Thabo Rodney Mashego, Student NO 35825529, declare that, *Evaluation of the level of community participation in the implementation of the Indigent Exit Strategy as a poverty alleviation measure in the City of Tshwane* is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references. I declare that this work has not been submitted before for any other degree at any other institution.

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ABSTRACT

The aim of the study was to evaluate the level of community participation employed by the City of Tshwane in the implementation of the Indigent Exit Strategy (IES) as a poverty alleviation measure in Olievenhoutbosch. A total of twenty two respondents participated in the research. The first group was ten beneficiaries and the second was ten that was exited from the database. Lastly, two Social Workers coordinating the programme were interviewed as well.

The research findings reflect that the IES was not sufficiently rolled out as outlined in the policy and strategy. Capacity building and skills development, assistance to emerging entrepreneurships and other forms of economic development support did not reach out to the broader community as outlined in the IES.

The study recommends that: the Indigent Exit Strategy interventions should be made accessible to the registered indigent households so that they can clearly know what is expected of them.

Key terms.

- Community
- Development
- Participation
- Empowerment
- Indigent
- Poverty

Acknowledgement

It would have been impossible to complete my dissertation without the guidance I received from my supervisor, help from friends and support from my family.

I would like to pay salute to my supervisor, Mr. Plaatjie Sebeka, for his caring heart, consistent guidance, patience and providing me with that space for completing this research. I would also like to thank the staff from UNISA, Department of Development Studies who played their role behind the scene in ensuring the completion of this project.

I would like to thank Sydney Mofokeng for assisting me with the field work. He gave up his time to ensure that the research participants were accessed. His patience and commitment made it possible for me to acquire the raw data I needed from the community of Olievenhoutbosch.

Lastly, I would like to thank and dedicate this work to the pillars of my strength, my father (may his soul rest in peace), my mother, my two beautiful daughters; Mahlatshe and Lethabo, my three brothers and four sisters. They were always there to give me strength through good and bad times.

Thank you Lord for giving me this life time opportunity, praises unto you, the almighty God.

DEFINITION OF KEY CONCEPTS

1. 'Indigent' means lacking the necessities of life (RSA, 2005) as guided by the Constitution, the view is that the following goods and services are considered as necessities of life: sufficient water, basic sanitation, refuse removal, environmental health, basic energy, health care, housing, food and clothing. Anyone who does not have access to these goods and services is considered indigent (RSA, 2005).
2. 'Basic municipal service' means a municipal service that is necessary to ensure an acceptable and reasonable quality of life that, if not provided, would endanger public health or safety or the environment and for the purpose of the Tshwane indigent policy they include water and sanitation, electricity, and refuse removal (RSA, 2005).
3. Indigent policy: In response to the constitutional mandate to ensure provision of and access to basic services as but one objective amongst many initiatives to eradicate poverty, the City of Tshwane has, based on the national indigent policy framework, and developed its own indigent policy. The policy intends to ensure that qualifying indigent families have access to a basket of municipal basic services which are defined as municipal services that are necessary to ensure an acceptable and reasonable quality of life that, if not provided, would endanger public health or safety or the environment and they refers to the following as provided by the City of Tshwane Metropolitan Municipality (CTMM): water and sanitation, electricity, refuse removal and indigent burial (CTMM, 2008)
4. Indigent household: Any household of which the members are South African citizens/permanent residents and municipal tenants in the register

- who, due to a number of economic or social factors, are unable to pay for municipal services (CTMM, 2008).
5. Municipal tenant: in terms of the indigent policy tenants refer to:
 - i. A person residing in a property who has a formal lease agreement with the City of Tshwane and the property is used for residential purposes;
 - ii. A person who has been allocated a stand/property by the City of Tshwane in a formalised informal settlement, with a legal authentic document confirming such from the legal services and the Department of Housing and Human Settlements in the CTMM (CTMM, 2008).
 6. Indigent register: A database of all households approved and qualified to receive free basic services (CTMM, 2008).
 7. Indigent exit/deregistration: Exiting the database is upon death, sale of property within 24 months of registration, if the registered indigent is no longer residing at the property, when livelihoods have improved above the defined indigence level and upon provision of false information during registration (CTMM, 2008).
 8. COGTA: Department of Co-Operative Governance and Traditional Affairs
 9. RSA- Republic of South Africa

ABBREVIATIONS

1. ACC: American College of Cardiology
2. CTMM: City of Tshwane Metropolitan Municipality
3. COGTA: Department of Local Government and Traditional Affairs
4. ECLA: Economic Commission for Latin America
5. EPA: Environmental Protection Agency
6. FAO: Food and Agricultural Organisation
7. IES: Indigent Exit Strategy
8. PRA: Participatory Rural Appraisal
9. RRA: Rapid Rural Appraisal
10. RSA: Republic of South Africa
11. SMME: Small Medium Micro Enterprise
12. UNDP: United Nations Development Programme

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CHAPTER 1: INTRODUCTION

1.1 INTRODUCTION

The first chapter of this study provides the research background which forms a base for discussion on community development, participation and poverty as they affect the world and South Africa in particular. Secondly, the chapter discusses the research problem which is central to conducting the study, followed by the aim and objectives that assist to measure the success of the project intent. The third aspect of the chapter is the motivation to conduct the study. Lastly, a community profile of the geographic area where the study was conducted is provided. Generally the chapter sets the ground for the whole research project and the form it takes.

1.2 RESEARCH BACKGROUND

World leaders made commitments to improve the lives of the poorest people when they signed the Millennium Declaration and agreed to meet the Millennium Development Goals of ending poverty by 2015 (United Nations, 2000). According to Cornwall (2008, p.169) community participation has become an essential part of modern government in its endeavour to fight poverty and it has realized that engaging its citizens more in shaping the decisions that affect their everyday lives improves legitimacy, as well as the quality of public services. The world over, public institutions appear to be responding to the calls voiced by activists, development practitioners and progressive thinkers for greater public involvement in making the decisions that matter and holding governments to account for following through on their commitments (Cornwall, 2008, p.169). A considerable amount of work has been done on the concept and processes of participation, particularly in relation to the development efforts in the Third World countries.

Municipalities are strategically positioned to enable the culture of community participation while they implement programmes that are geared towards poverty eradication. The City of Tshwane Metropolitan Municipality (CTMM) continues to honour its commitment to communities in distress through the indigent policy as part of poverty relief interventions. The characteristic orientation of this intervention is to help communities help themselves. In his State of the City address of May 2012, the Executive Mayor of the CTMM, Councillor Ramokgopa, indicated that since the approval of the indigent policy in 2008 to year 2012, 153 indigent households exited the programme against the target of 300, and 187 indigent people have been linked to job opportunities (CTMM, 2012). While acknowledging the good initiative by the city, it is worth noting that the involvement of communities in the implementation of this policy is very important; however, like any other system, the programme is vulnerable to abuse such as undeserving people being registered on the database and depriving the deserving poor of benefits. In building a developmental state it is important for the programme to pay more attention to exiting the people from the register through linking them to opportunities within the economic mainstream and community participation can be critical in realizing that goal.

Community participation has proven to be an effective tool for community development and poverty eradication (Chambers, 1994, p. 1257). The indigent policy is a national policy and therefore does not necessarily encourage popular participation at a local level in a conventional sense; however, there is room for popular participation at the level of the exit strategy. Therefore, active participation of recipient communities is critical in realizing the goal embedded in the Indigent Exit Strategy (IES). This study, therefore, seeks to evaluate the levels of community participation in the city's implementation of the Indigent Exit Strategy.

As part of the broader social agenda and anti-poverty strategy of the South African government, the then Department of Provincial and Local government (DPLG), now referred to as the COGTA (Department of Cooperative Governance and Traditional Affairs), developed a National Indigent Policy Framework and Guidelines in 2005 for use and implementation by all municipalities in the country (RSA, 2005). The aim of the policy is to improve access to basic services and goods, thereby having a major impact on

reducing levels of poverty amongst the poorest of the poor people (RSA, 2005). It provides a foundation upon which municipalities can build their own indigent policies in order to meet their own responsibilities in respect of providing basic municipal services for all (RSA, 2005).

In responding to the national call, on 26 May 2008 the City of Tshwane Metropolitan Municipality's Mayoral Committee approved an indigent policy after a council report on its public participation process (CTMM, 2008.). The purpose of the policy is to ensure that registered indigent households have access to a basket of basic municipal services and they include: water and sanitation, refuse removal, electricity and burial (CTMM, 2008). The municipality makes provision in its annual operating budget to subsidize tariffs of the registered indigents (CTMM, 2008).

The policy implementation is threefold: registration, monitoring and exiting the indigent beneficiaries registered in the database. There is a strict criterion that is followed for a person to be registered in the database which is kept by the municipality and registered indigents have a particular binding responsibility to the programme. Social workers are playing a critical role in administering the registration process, providing a monitoring function and recommending for exit. Exiting the database is upon death, sale of property within 24 months of registration, if the registered indigent is no longer residing at the property, when livelihoods have improved above the defined indigence level and upon provision of false information during registration (CTMM, 2008). Adhoc evaluations are done to check compliance with stipulated policy requirements (CTMM, 2008). More than 69 000 households have been registered on the indigent database and the registration process is ongoing (CTMM, 2010). Because of the ever increasing numbers of people registered on the indigent database, the city has seen it as critical to come up with mechanisms to further ensure that those whose livelihoods have improved are exited from the register as a measure to sustain the programme and, as a result, the City has developed an effective IES (CTMM, 2010).

The IES intends to assist the poor to improve their livelihoods and to rely less on direct government support (CTMM, 2010). Ordinarily a household gets to be exited from the indigent register/database when their circumstances improve to the extent that they can

afford to pay for the essential services provided by the municipality and, furthermore, when the CTMM is made aware of this fact (CTMM, 2010). However, 'exit' is not necessarily a permanent transition; if a household exits but in due course its circumstances deteriorate, then it may re-enter the indigent register (CTMM, 2010).

The IES is in effect three things:

- It is a poverty reduction strategy for the CTMM which harbours the ultimate aim of achieving poverty eradication,
- It is a means of linking the indigent (i.e. those who are too poor to pay for essential services) to that strategy, and
- It is a mechanism for tracking households deemed indigent in order to determine when they should be graduated/ removed from the indigent register, i.e. the list of all households whom the CTMM recognises as indigent according to its objective criteria (CTMM, 2010).

Accordingly, in general terms the CTMM conceptualises its poverty reduction role via the IES as focusing on:

- 1) Building individuals' capacity to participate in the economy and to lead rich lives,
- 2) Intervening to prevent the inter-generational transmission of poverty,
- 3) Improving communication and the flow of information,
- 4) Offering encouragement, and
- 5) Further promoting labour intensity (CTMM, 2010).

The core elements of the IES are: training, employment referral service and applicant training, strategic Small Medium Micro Enterprise (SMME) investments, individual commitments, airtime subsidies, communications conduits and short message service coaching, intensifying the role of social workers, and re-thinking procurement for household services and other things (CTMM, 2010).

1.3 THE RESEARCH PROBLEM

Despite continuous efforts by the South African government to fight the evils of poverty, a large number of the work force is still unemployed and live in dire poverty conditions. According to the United Nations Development Programme (UNDP, 1996) the gap between rich and poor is widening, both within and among countries. In 1960, the richest 20 percent of the world's population controlled 70 percent of global income. By 1993, they controlled 85 percent, and the share of the poorest 20 percent had decreased from 2.3 to 1.4 percent (UNDP, 1996). These disparities are likely to increase for the next half century even if real economic growth rates in most developing regions significantly outpace those in the developed regions (UNDP, 1996,). Within many countries, income is also distributed inequitably. The table below, titled *The Gap between Rich and Poor is Widening*, shows how the poor compare in income with the national average income of several countries. The differences are striking: in Brazil, for example, the poor earn only one tenth as much as the average person:

TABLE 1: PER CAPITA INCOME OF THE POOREST

The Gap Between Rich and Poor is Widening		
Per Capita Income of the Poorest 20 Percent, 1993[a]		
Country	Average Per Capita Income	Per Capita Income of the Poorest 20 Percent
United States	24,240	5,814
Japan	20,850	9,070
The Netherlands	17,330	7,105
United Kingdom	17,210	3,958
Republic of Korea	9,630	3,563
Chile	8,400	1,386
Hungary	6,050	3,237
Brazil	5,370	564
Guatemala	3,350	352
Indonesia	3,150	1,370
Nigeria	1,400	357
India	1,220	537
Bangladesh	1,290	613
Nepal	1,020	464
Guinea-Bissau	840	88
Tanzania	580	70

(UNDP, 1996).

South Africa is not an exception to the problem above. A major concern for South Africa's new democracy is the huge gap between the living conditions of the poor and the rich (Eyben, 2003, p. 105). Since 1994 the new government has sought to implement

ambitious programmes to redress past discrimination against the poor and address quality of life issues. The glaring gap between rich and poor poses a major challenge to the fledgling democracy (Smith, 2000, p. 105).

The City of Tshwane in its indigent policy implementation aims to accelerate the registration of indigent beneficiaries to reduce the impact of poverty by providing access to free basic services (CTMM, 2010). The continued increase in the number of people registered is not on par with the number of people who exited from the programme and the trend will affect sustainability as the programme will require more resources for the high volumes of permanently registered beneficiaries. As mentioned earlier, the city has registered more than 69 000 heads of households as indigent beneficiaries while only 153 people exited from the database in 2012. This is a clear indication of the imbalances between the registration and exit phases. The challenge that the CTMM is faced with is to assist the registered indigent households to exit the indigent register to escape the poverty and deprivation trap. The other challenge is to assist those indigent households who are not yet registered so that they are able to exit the cycle of poverty and so do not have to be registered as indigents in the first place. The programme beneficiaries whose livelihoods have improved but do not voluntarily declare their economic status for exit purposes exacerbate the problem. Failure to depict this cohort of people has a potential to collapse the system as it will be overloaded and unsustainable. The pace at which people are exited is very slow compared to the rate at which people are registered. Insufficient interdepartmental feedback on beneficiaries placed in job opportunities results in under reporting as well as overloading of the database by people who should have been exited thus escalating the problem (CTMM, 2010).

The research project is based on the hypothesis that there is not much effective or sufficient participation of beneficiaries at the level of the exit strategy. Effective participation of beneficiaries at this level of the exit may potentially increase the number of those exited from the system. The role of communities is equally important in making recommendations and ensuring that qualifying beneficiaries are registered and those whose livelihoods have improved are exited so that qualifying beneficiaries are the only ones who remain on the database. Secondly, communities need to be engaged on

developmental programmes that are aimed at improving their sustainable livelihoods. The indigent programme is very good with intentions to reduce the impact of poverty; however, it can be a failure if active community involvement is neglected.

1.4 MOTIVATION FOR THE STUDY

Critical to the enquiry is the utilization of its findings to ensure that the marginalized are brought from the periphery to the centre for active and true community participation in government programmes. The City of Tshwane can, therefore, become the best practice from which other Municipalities across the nation will learn.

There is no study identical to this one that has been conducted before and thus it will add value to the community of knowledge as its findings will bring about recommendations for the community participatory approach at the municipal level, specially designed for the Indigent Exit Strategy. Globally there are a good number of studies conducted that pay attention to community participation issues but the uniqueness of this project is that it focuses on an indigent programme which deals with the poorest of the poor at local government level and how they participate in freeing themselves from the cycles of poverty.

1.5 AIM OF THE STUDY

The aim of the study is to evaluate the level of community participation employed by the City of Tshwane in the implementation of the Indigent Exit Strategy in Olievenhoutbosch.

1.6 RESEARCH OBJECTIVES

1. To determine the extent to which beneficiaries of the indigent programme are actively involved in processes aimed at exiting them from the indigent database.
2. To explore with communities the active role that they can play to improve the implementation of the Indigent Exit Strategy.
3. Lastly, to identify gaps in this approach and come up with recommendations to improve community participation in the implementation of the IES.

1.7 KEY RESEARCH QUESTIONS

1. How involved is the community in realizing the goal of CTMM's IES?
2. What are the challenges experienced in implementing the Indigent Exit Strategy?
3. How can the community itself contribute to addressing the challenges?

1.8 CASE STUDY AREA BACKGROUND

In 2007 the demarcation board resolved that the boundaries of the City of Tshwane be changed to include the jurisdiction boundaries of Nokeng Local Municipality, Kungwini Local Municipality and the Metsweding District Municipality in a case of section 12 incorporation notice (CTMM, 2011). The merger became fully effective from the 19th May 2011 after the local government elections. According to the 2011/12 Tshwane Service Delivery Business Implementation Plan (SDBIP) the new City of Tshwane became the largest metropolitan municipality in South Africa comprising of 6 368 km, and a population of 2,5 million. It has seven regions and 105 wards (CTMM, 2011). The city is characterized by a rapidly growing population (a projected 4.2% annual growth). The

situation is exacerbated by immigration, resulting in an increase in informal settlements and an estimated 26.8% of households residing in the informal settlements. The population of the city is scattered with the highest density of people to be found in the previously disadvantaged areas such as Atteridgeville, Olievenhoutbosch, Garankuwa, Soshanguve, Temba, Refilwe, Rethabiseng, Zithobeni, Onverwacht, etc (CTMM, 2011). However, the research case study is Olievenhoutbosch.

Olievenhoutbosch covers an area of 11.39 km² with a population of 70 863 (6219.76 per km²) and 23 777 (2086.94 per km²) of households (RSA, 2014). The following table taken from Statistics South Africa reflects on some of the important variables constituting the area:

TABLE 2: OLIEVENHOUTBOSCH COMMUNITY DEMOGRAPHICS

Gender	People	Percentage
Male	38351	54.12%
Female	32512	45.88%
Population group	People	Percentage
Black African	69467	98.03%
Other	817	1.15%
Coloured	395	0.56%
Indian or Asian	110	0.16%
White	74	0.10%
First language	People	Percentage
Sepedi	23008	32.58%
isiZulu	10008	14.17%
Other	6269	8.88%
isiNdebele	5631	7.97%
isiXhosa	5039	7.14%
Setswana	4829	6.84%
Sesotho	4517	6.40%
Xitsonga	4133	5.85%
Tshivenda	2574	3.64%
English	2514	3.56%
SiSwati	1116	1.58%
Afrikaans	745	1.05%
Sign language	240	0.34%

(RSA, 2014).

Based on the community profile compiled by the City of Tshwane Social Development Division in 2011, Olievenhoutbosch is a township area under ward 48 that is strategically placed between two metropolitans, the City of Tshwane and Johannesburg, as well as very prominent suburbs such as Centurion, Midrand and others. As this township is a mixed settlement, there are areas such as Absa which are developed and those such as Choba that are informal and underdeveloped. Most parts of the area have access to water and electricity. There are also areas in Olievenhoutbosch that have proper Reconstruction and Development Programme (RDP) houses such as Ext 25 but without tarred roads. These roads are not level, are eroded by rain and are full of potholes. When it rains these areas are also not accessible. There are 3 primary schools and one high school. Due to the high numbers of children, these schools cannot accommodate the learners. Some children are transported by busses to other areas such as Atteridgeville for school. Olievenhoutbosch has 1 local municipal clinic. This clinic renders primary health care to its residents. Injuries resulting from abuse and crime such as rape are referred to Laudium Community Health Centre. An ambulance is called for cases of emergency as there is no ambulance attached to the clinic at present. HIV/AIDS is the most prominent disease found in Olievenhoutbosch. There are 28 early childhood development centres that have currently affiliated with the Readira crèche forum. About 20 more new crèches that have not affiliated are known by the forum. For public transport, the community relies on taxis whose roadworthiness is of great concern (CTMM, 2011).

The area has formal and informal settlements. Most people have been awarded with RDP houses. Land, however, is invaded a lot in Olievenhoutbosch hence the mushrooming of informal settlements. The area also has a well-developed area of loaned homes called Absa. Due to a lot of unemployment and the influx of foreigners into the area, there is a lot of crime. Inaccessibility of the roads makes it difficult for the police to patrol the area. Community policing forums together with patrollers are visible in the area. There is 1 under-developed sports field. Informal trading such as spaza shops and street vendors exist. Some trading takes place at the Tshwane Local and Economic Entrepreneur Centre near the community centre (CTMM, 2011).

There are 5 churches and more than 50 shebeens. Olievenhoutbosch community receives its pensions at the pension pay point held at the community centre from the 10-12 of every month. 5 Non-Governmental Organisations and 13 community forums are in existence. The community lives under severe conditions and has 2 major challenges being poverty and the influx of South African citizens from rural areas as well as foreigners as it is situated between two cities (CTMM, 2011).

From all the townships of Tshwane the researcher selected Olievenhoutbosch as an area of study because of the economic opportunities the area provides to its populace as a possible contributor to the IES. The area is situated in Centurion between Johannesburg and Pretoria (South Africa's economic hub), very close to Midrand. Its surrounding areas have factories and other sectors that contribute immensely to the South African economic growth in terms of provision of employment. Therefore, Olievenhoutbosch is a good case study for evaluation of levels of community participation in the indigent exit strategy as a poverty alleviation measure. There is a good chance for potential employers to tap their human resource needs from the area because of its proximity to their work places and as such this can contribute to the indigent exit goal.

CHAPTER 2: THEORETICAL FRAMEWORK: THE FIGHT AGAINST POVERTY THROUGH COMMUNITY PARTICIPATORY APPROACH

2.1 INTRODUCTION

Poverty remains one of the key challenges that undermine the dignity of people and therefore the chapter will pay more attention to the challenges presented by poverty. The focus will be on the background to the concept 'poverty', its definition, impact and available case studies. Secondly, discussion will be done on community participation as one of the possible solutions in responding to the impact of poverty. More focus will be on the history, theories, case studies and the critiques of community participation with an aim to explore it as a potential solution to the global crisis of poverty and mass starvation.

2.2 POVERTY BACKGROUND

Poverty is a global reality and it affects the majority of people. It is estimated that over nine million people die worldwide each year because of hunger and malnutrition of which five million are children (Shah, 2010). Generally, poverty is the lack of necessities that are based on shared values of human dignity, and they include basic food, shelter, medical care, and safety (Bradshaw, 2005, p. 4). Poverty and inequality have been a problem for ages in both developing and developed nations, and this is in the midst of various interventions applied in an attempt to eliminate the problem (Triegaardt 1996, p. 483). In order to restore human dignity stolen by the demons of poverty and inequality, global solutions to the problem are required.

In the current decade of growing economies, advanced technology and globalization, the eradication of mass poverty is still not realised and the vulnerable communities are the most affected. Despite the efforts to fight against poverty, close to a billion people are widely affected by hunger, children die from easily preventable health problems, more

than 100 million primary age children do not have access to primary education and avoidable maternal death is still a huge problem in some countries (Hulme, 2010, p. 1). The available resources and modern technology in the world can assist to address, amongst others: access to primary education, health services and even cash transfers; however, the problem is that the world is organized in such a way that the majority of people have little or no access to the most basic human needs (Gillespie & Haddad, 2003, p. 141).

In human history poverty amongst the majority has always been common, disease outbreaks have been hitting this pool of people the hardest, mortality rates have been high and few changes in the levels of poverty were noted over the first millennium of the Common Era. The year 1990, however, registered some changes in the global poverty trends (Hulme, 2010, p. 29).

The World Bank's produced a development report which paid more attention to poverty by acknowledging that economic reforms must be accompanied by social policies and the report introduced the "dollar a day" headcount measure of global poverty (World Bank, 1999). The report published in 2000 by the United Nations Development Programme promoted human development as opposed to the neo-liberal economic growth as a critical path to fight the global poverty (UNDP, 2000). The world summit on Social Development in Copenhagen in 1995 in which 117 countries participated, declared war against poverty and adopted a programme of action with commitments to eradicate poverty (UNDP, 2000). It cannot be helpful to put emphasis on the origins of poverty, its impact and other factors without expressing or exploring tools and means that can assist its eradication, hence the mentioning of reports and summits that played a role in mapping out the world's approach to the cause.

2.3 WHAT IS POVERTY

The United Nations defines poverty categorises people living on less than US\$1 per day as living in extreme poverty, and people who earn less than US\$2 a day as being in moderate poverty (UNDP, 2000). Unlike the income poverty which is only based on a single indicator, human poverty embraces various aspects associated with poverty and they include, amongst others, deprivation on a material level, such as lack of clothing, shelter, and proper diet. It also includes social deprivation such as lack of participation in social institutions, education and denial of employment (Hickey & Mohan, 2004, p. 35).

Many in the world's population experience hunger and malnourishment largely because they cannot afford to buy enough nutritious food, or do not have money to purchase farming supplies needed to grow enough good food to feed themselves and, therefore, hunger can be understood to be a level of extreme poverty. It is often referred to as the most severe and critical manifestation of poverty (Hickey & Mohan, 2004, p. 49). Townsend (1992, p. 13) defined economic poverty as a deprivation of income that may otherwise enable people to play the roles, participate in the relationships, and follow the customary behaviour which is expected of them by virtue of their membership in society. Furthermore poverty is classified between absolute poverty and relative poverty. Absolute poverty is talking to a set of resources a person must be in possession of for one to have and to maintain an acceptable living standard, whilst relative poverty is focused on how well off an individual is compared to others in the same society (Hagennars & De Vos, 1988, p. 211).

Poverty can be experienced in different ways such as hunger and malnutrition; unsafe environments; lack of income and resources to ensure sustainable livelihoods; ill health; limited access to education and other basic services; increased morbidity and mortality from illness; homelessness and inadequate housing; and social discrimination and exclusion (UNDP, 2000). Fundamentally, poverty strips off the dignity of the directly affected individuals as it denies them of opportunities or the basic capacity to participate effectively in society (Bristol, 2005, p. 4). Poverty is about lack of access to decent income that will enable one to feed and clothe a family, not having a school or clinic to go

to; not having the land on which to grow one's food or a job to earn one's living and not having access to credit (Honadle & Cooper, 1989, p. 121). Poverty is insecurity, powerlessness and exclusion of individuals, households and communities, and susceptibility to violence, and it often implies living on marginal or fragile environments, without access to clean water or sanitation (Honadle & Cooper, 1989, p. 121).

Poor people are voiceless and powerless and are therefore subject to exploitation and their condition of being impoverished also leaves them vulnerable to rudeness, humiliation, and inhumane treatment by both private and public agents of the state from whom they seek help (World Bank, 1999). Poor people also speak about the pain brought about by their unavoidable violation of social norms and their inability to maintain cultural identity through participating in traditions, festivals, and rituals and therefore their inability to fully participate in community life leads to a breakdown of social relations (World Bank, 1999). Meanwhile the impoverished live alongside and share many other problems with the better offs. They are, however, unique in having a relative shortage of goods and services at their disposal (Watts, 1991, p. 7).

A poverty free world has been the World Bank's mission which is based on the bank's analytical, financial and convening work in more than 145 client countries (World Bank, 2013). In responding to the United Nations' Millennium Development Goal to reduce by half the world's extreme poverty rate by 2015, developing countries have registered success over the past few decades in which hundreds of millions of people have benefited from a greater access to education and better-paying jobs – two of the most important tickets to a better life (World Bank, 1999). Yet, nearly 1.3 billion people remain below the extreme poverty line with an income of US \$1.25 or less a day which is an indication of the deeply rooted deep deprivation (World Bank, 1999). The gap between the rich and the poor in some developing countries is continuing whilst the deprived are still faced with challenges such as economic shocks, food shortages and climate change that threaten to undermine the progress made in the fight against the scourge of poverty (World Bank, 1999).

To date more than a decade has passed since world leaders established goals and targets to free humanity from extreme poverty, hunger, illiteracy and disease. The

Millennium Declaration and the Millennium Development Goals (MDG) framework for accountability derived from it have inspired development efforts and helped set global and national priorities and focus subsequent actions (UNDP, 2000). However, nearly a quarter of children in the developing worlds are underweight due to a shortage of quality food and poor feeding practices. The rate of unemployment among women is alarming and over 2.6 billion people still lack access to flush toilets or other forms of improved sanitation and, where progress has occurred, it has largely bypassed the poor (UNDP, 2000). Progress in the battle against slum conditions has not been sufficient and this is evident by the current estimations that around 828 million people in developing regions are residents in urban slums and combined efforts to improve the living conditions of the urban poor in cities will be needed (UNDP, 2000).

The poor survive on daily basis without knowing where the next meal is going to come from and below are testimonies of people from developing countries:

- “We now live in fear of getting loans because we don't know the means we are going to use to pay them back” (Zambia),
- “I feel we are actually treated as very low-class people” (Kenya) and “We are actually voiceless” (Tanzania) (Hanley & Hossain, 2010, p. 2).

The challenges of poverty are complex and to support the claim over the last decade there have been significant shifts in the national contexts of global poverty, due in part to population and economic changes. On the contrary, the recent world analyses have suggested a growing proportion of the world's poorest people are to be found in middle-income countries as the populous emerging economies of Asia experience rapid economic growth and move from low- to middle-income status (Rist, 1997, p. 78).

People in developed countries such as the United States of America still experience absolute poverty whilst living side by side with rich people and, instead of receiving help from their affluent communities, they are viewed with suspicion and are therefore marginalised and excluded (Mingione, 2008, p. 14). Many migrant workers in the USA had a master and slave relationship for years and this was a setback for them hence the levels of poverty experienced. In such industrialized countries poverty has been in

existence for many decades. The American Indians who lived in the country side around the 1940s and the Mexicans living on farms in the Southwest in the 1950s and African Americans in the Mississippi Delta regularly endured extreme hunger in the 1960s (Mingione, 2008, p. 19)

Based on the study conducted by Ortiz & Cummins (2011, p. 29) for UNICEF, the following inequalities are reflected. 20% of the world's population is in charge of more than 70% of total income while estimates reflect that it would take more than 800 years for the global poorest populations to acquire ten percent of global income under the current rate of change and the biggest worry about these forecasts is that the prevalence of children and youth among the poorest income category are below the \$2/day international poverty line (Ortiz & Cummins, 2011, p. 34). The global inequalities in the distribution of the world's income should trigger the thinking around the current development (development for whom?), which has created the richest and poorest people (Ortiz & Cummins, 2011, p. 57). The result of inequalities is slow economic growth, health and social problems and it has the potential to generate political instability. Inequality is dysfunctional and there is a grave need to place equity at the center of the development agenda (Ortiz & Cummins, 2011, p. 69).

Social scientists claim to have gathered considerable evidence of the push factor for poor families to exhibit high levels of residential mobility, moving, in most cases, from one disadvantaged neighbourhood to another (Ortiz & Cummins, 2011, p. 71). More than 50% of the world's population in developing countries live in cities; this is exacerbated by the fact that the 90% urban growth occurring in those parts of the country adds an estimated 70 million new residents to urban areas each year (World Bank, 1999). Many people migrate to the urban areas looking for jobs to take care of themselves and their families. Other aspects that attract people are opportunities on display for many such as the availability of services, and, for some, an escape from constraining social and cultural traditions in rural villages. However, urban life can look perfect but it has its own challenges such as overcrowded living, congestion, unemployment, lack of social and community networks, stark inequalities, and crippling social problems such as crime and

violence (World Bank, 1999). Many people who leave their rural areas to look for economic freedom do benefit from the opportunities in urban areas, while others, often those with low skill levels, may be left behind and find themselves struggling with the day to day challenges of city life, adding to the statistics of the impoverished people. Inadequate resources in cities, lack of planning and poor policies will worsen the challenges of urban poverty if not addressed more aggressively (World Bank, 1999).

As indicated above, the rural-urban migration is in pursuit of economic opportunities in cities, but, once there, people are at risk of falling into the poverty deprivation trap without access to proper sanitation, clean water, or garbage collection and health hazards with a potential to damage residents' health and entrench the stigma and isolation of living in informal settlements, making it all the more difficult to escape from poverty (Shah, 2010, p. 6)

The urban poor live with many deprivations and their daily challenges may include:

- limited access to employment opportunities and income,
- inadequate and insecure housing and services,
- violent and unhealthy environments,
- little or no social protection mechanisms, and
- limited access to adequate health and education opportunities (World Bank, 1999).

Despite efforts to fight poverty through farming, in some parts of Africa a quarter or more of the crops go bad before they can be eaten and more generally this is because of lack of technology and infrastructure as well as insect infestations, microbial growth, damage and high temperatures and humidity (Shah, 2010, p. 6).

There are other related causes (also often related to the causes of poverty in various ways), including the following: war, over-fishing, drought, poor crop yield, lack of democracy and rights, famine, land rights and ownership, diversion of land use to non-productive use, increasing emphasis on export-oriented agriculture and inefficient agricultural practices (Shah, 2010, p. 8).

2.4 POVERTY IN AFRICA

In recent years, pressure has mounted to address the persistence of poverty in Africa. Most of this attention has focused on rural economic development even though Africa has the fastest rate of urbanization and the highest incidence of slums in the world and, in fact, 72% of sub-Saharan Africa's urban population lives in slums, where most urban residents survive on less than \$2 a day (UNDP, 2000). Africa is the world's second largest continent after Asia. It has a total surface area of 30.3 million km², including several islands, and an estimated total population of 888 million (UNDP, 2000). Poverty in Africa is predominantly rural. More than 70% of the continent's poor people live in rural areas and depend on agriculture for food and livelihood, yet development assistance to agriculture is decreasing. In sub-Saharan Africa, more than 218 million people live in extreme poverty and the incidence of poverty in this part of the continent increases faster than the population (IFAD, 2011). The poverty experience in Africa has traces of the colonial rule imposed on poor people and in many cases the rural situation is marked by continuing stagnation, poor production, low incomes and the rising vulnerability of poor people (IFAD, 2011). The rural population is poorly organized and often isolated, beyond the reach of social safety nets and poverty programmes whilst on the other hand government development programmes and poverty alleviation interventions are biased to urban over rural areas (IFAD, 2011).

The impact of poverty is dire and its consequences are a threat to global stability hence the need to come up with programmes that can address the challenge faced. In seeking a solution to the global poverty problem, community development as a practice that frequently deals with programmes aiming to remedy poverty based on individual deficiency theories become a very important option (Bradshaw, 2005, p. 5). Community development puts emphasis on self-help strategies for the poor to pull themselves from poverty (Bradshaw, 2005, p. 6). One important aspect of community development is community participation. Studies show that communities that actively involve their citizens and partners in the work of community development have the potential to raise more resources, achieve more results, and develop in a more holistic and ultimately more

beneficial way (Bradshaw, 2005, p. 8). The theory above dictates that there is a strong link between interventions to fight against poverty through community development as well as the empowerment of communities by ensuring their participation in the development agenda.

2.5 COMMUNITY PARTICIPATORY DEVELOPMENT APPROACHES TO THE FIGHT AGAINST POVERTY

Looking at the challenges discussed above, it is evident that poverty is a cancer that directly affects the majority of the world's population and this poses a threat to global peace and stability. Interventions are needed to address the root causes and impact of poverty on a larger scale to bring back the dignity of the poor and marginalised. Community development is one critical vehicle in the fight against poverty through its different approaches because it allows people to take ownership of their developmental projects by expressing their full potential, it promotes group cohesion, decision making is localized and living conditions improve through skills and knowledge acquired in the process (Flora, 1993, p. 48). Major international institutions are agreed with the fact that approaches to the fight against poverty have not yielded the required results and that there is a need to re-engineer the community development approaches (Pieterse, 2002, p. 39).

2.5.1 COMMUNITY DEVELOPMENT

Community development has various definitions from different authors and this study will only look at a few for the purpose of linking the concept with participation and the fight against poverty. Cavaye (2004, p.13) defines community development as a process where local people not only take ownership of their lives by creating jobs, developing their own infrastructure and income, but also by playing an instrumental role in helping

themselves to better manage the change that comes with this transition. Through community development local people are able to mobilise existing skills, change attitudes, think differently about problems and improve their networks (Cavaye 2004, p. 14). Another definition is that of Biggs and Farrington who defines community development as a process whereby people combine their efforts with those of government and other institutions with the intent to improve the community's economic, social and cultural conditions (Biggs & Farrington, 1991, p. 7).

Community development does not have a cast in stone approach but it has in it a set of guiding principles a few of which are briefly outlined below:

- The starting point for community development is where rural people (this will include the poor and those found in informal settlements) are found with their situation and existing concerns,
- Community development provides room for people to intervene in their existing concerns,
- Local people's passion and commitment provides motivation for action;
- Communities should be at the center of their own development, be involved in decision making and provision of leadership,
- Community capacity building and participation build motivation for community development,
- Outsiders and resource people should be working with the communities instead of prescribing and working for them; their role is that of being facilitators (Cavaye, 2004, p. 14).

Community development has in it different approaches which include the Sustainable Livelihoods Approach (SLA), the Sector-Wide Approach (SWAP) and the Rights-Based Approach amongst others. The SLA is people centred as it pays attention to what matters for people, it is participatory and responsive in nature, encourages partnerships in different levels and it promotes economic, social, environmental and institutional sustainability (Salvestrin, 2006, p. 1). A SWAP is "a process in which funding for the sector – whether internal or from donors – supports a single policy and expenditure

programme under government leadership, and adopting common approaches across the sector” (Brown, 2001, p. 17). The Rights-Based Approach is an approach that is designed to empower the voiceless, marginalised and powerless communities to be better positioned to claim and exercise their rights and those responsible to fulfil their duties (Campese, et.el, 2009, p. 51). One other critical approach to development is community participation.

2.5.2 COMMUNITY PARTICIPATION

Over recent decades the participation of people is being flagged as a major concern in development thinking (Rahman, 1993, p. 119). The introduction of community participation within the development thinking was welcomed by many as an important tool to be used to eradicate poverty. Participation gained much popularity in the 1990s when it was seen as a tool towards important policy objectives such as empowerment and good governance (Hunter, 2007, p. 28). Furthermore, the World Health Organization in its conference in Alma Ata in 1978 recognized the importance of involving beneficiaries of services and programmes in their designs and implementation (Stephen & Owen, 2002, p. 107). Participation plays a very important role in the community development space and to that effect multi-lateral agencies like the World Bank and the International Monetary Fund, other funding agencies, governments, donors and civil society actors including NGOs all agree to the fact that development cannot be sustainable and long lasting without the active participation of people in the development process itself (Kumar, 2002, p. 23).

Poor people view platforms like their own organisation as proper vehicles to allow for community development negotiations with government and other institutions (Rice, 2006, p. 1). Direct assistance through community driven programmes that is aimed at shaping the lives of the poor to master the route to their own destinies is as well perceived as one amongst other important aspects to promote community participation. The local people are also better positioned to control funds to assist in the fight against corruption (Rice,

2006, p. 13). The above analysis made by James Wolfensohn, president of the World Bank, is an indication of the changing discourse about the approaches to poverty reduction, approaches that focus less on technocratic remedies and more on putting the people at the center of development (Chambers, 1974, p. 92). Bringing in communities as instruments of poverty reduction is an important aspect not to be overlooked; hence the concept of community participation is the focus in the development discourse.

Kenya provides a good case study that shows the effectiveness of community participation as a tool used for developing poor communities. Nyamoita (2004, p. 12) conducted a study in Kenya in 2004 which focused on community schools. Although the term 'community schools' may have different meanings in different country contexts, in this study, community schools were defined as schools which are built, financed and managed by the communities themselves, with or without government assistance (Nyamoita, 2004, p. 13). These schools are found in poverty stricken and deprived settlements of suburban Nairobi areas and they have been growing in most rural parts of the country since the late 1980s as the result of a cost-sharing policy that was introduced in education in 1989 in Kenya (Nyamoita, 2004, p. 13). They enrolled about 40 837 learners in 2002, representing almost 17 per cent of total enrolment in primary schools in greater Nairobi urban areas, according to the Nairobi Provincial Directorate of Education, and the study showed that these schools are constantly expanding their contribution to the achievement of the goal of basic education for all in the country, despite the many challenges facing them (Nyamoita, 2004, p. 15). Such initiatives are sustainable in nature as it is reflected in Kenya, largely because there is buy in and a sense of ownership by communities themselves.

2.5.3 DEFINING PARTICIPATION

A lot of work has been done by different academics in attempting to define participation and some definitions will be used to understand the concept in the context of community and development. Participation refers to different things for different people. The

background and context from which participation is applied determine the way different people define the concept (Kumar, 2002, p. 23). Below different definitions of participation are outlined to compare and make a judgment on the best definition to suit the context of this study:

The Economic Commission for Latin America (ECLA) defines participation as a process where people voluntarily add value to development programmes intended for public benefit but the people themselves are not expected to criticize the contents of the programmes (ECLA, 1973, p 79).

Participation requires that people must be actively involved when making decisions, implementing the actual project and allowing the beneficiaries amongst them and other people to share knowledge, experiences and best practices as well as evaluating the final product of the project (Cohen & Uphoff, 1980, p. 217).

“What gives a real meaning to popular participation is the collective effort by people concerned to pool their efforts and whatever other resources they decide to pool together, to attain objectives they set for themselves” (American College of Cardiology (ACC) Task Force, 1978).

True participation is not just about bringing people on board, instead, it is about enabling the people to organise themselves using local institutions, define their needs, come up with projects that will address those needs, implement and eventually evaluate the impact of their intervention (Food and Agricultural Organisation (FAO), 1995).

Paul defines community participation as a tool that can be used by a collective of activists to contribute towards influencing the direction and execution of a development project with the aim to improve their living conditions in terms of personal growth, income, self-reliance, or other values they hold in high esteem (Solesbury, 2003, p. 91).

Midgely (1987, p. 18) defines participation as “involvement by a local population and at times additional stakeholders in the creation, content and conduct of a program or policy designed to change their lives”.

“Participation is a process of cooperative action in which a group of individuals willingly share the responsibilities and consequences of a common undertaking or the achievement of a particular task and no development process can succeed without local people’s acceptance and participation” (Uwakah, 1984, p. 183).

The definition by Cohen and Uphoff (1980, p. 214) provides a more relevant platform to allow the activism of the marginalised and poor but ensuring that as a collective they contribute to design, implement, and benefit from outcomes as well as taking part in the evaluation of development projects. Therefore, given the argument mentioned above, the said definition will be used in the context of this research project.

2.5.4 DEBATES AND VIEWPOINTS OF PARTICIPATION

Participation is no longer reduced to only involvement of people in preplanned programmes, mobilization of community resources and community organization but also towards a radical approach to participatory development which argues that participation can be effective and efficient only if it is direct and allows communities ultimate control in deciding their own affairs (De Beer & Swanepoel, 1998, p. 17). True participation requires a move in power relations wherein the poor and marginalised should be at the center in terms of controlling and making decisions about their own developmental programmes (De Beer & Swanepoel, 1998, p. 17). The UNDP in 1990 hosted a conference with the theme “Putting the people first” which played an important role in defining participation in the African context (UNDP, 2000). Concerns raised from the conference were amongst others, the exclusion of African from making important contributions in developing their own countries even after they gained independence from colonial masters (UNDP, 2000). Generally in the African context, countries are invaded by a situation of foreign experts and managers being imposed by those external forces with financial resources (UNDP, 2000). This invasion results in limiting the national scope for independent policy making. The conference also agreed that the African economic and political power is concentrated in a few individuals and as a result the African poor majority and their organisations are

demoted from participating better in their development process, hence the belief that nations cannot be built without the popular support and full participation of the people (UNDP, 2000). Taking power away from the people and imposing programmes has the potential to encourage public revolts such as the ones that erupted as witnessed in the Arabic communities (British Broadcasting Corporation, 2011). South Africa is not an exception and symptoms of a bigger problem are the constant marches and protests about service delivery. In the researcher's view, based on the above, community participation becomes a tool with which global and local peace and stability can be realized. Public confidence in organisations improves if people are involved in their development projects and therefore participation becomes a tool that gives poor people a voice and further promotes community cohesion. Questions such as Who? What? Where? How? and When? remain important in participation. People who should be involved in the process need to be identified; the users are the critical role-players in this regard and there has to be clear intentions and goals in the participation process (Uwakah, 1984, p. 181).

Participation is viewed among development actors as an activity of organized people concerned about a particular matter and therefore taking initiatives as a collective to address the issue in question and this effort has to be championed by the people's own deliberations and thinking (Rahman, 1993, p. 119). The critical aspect of participation is that people are at the center of the process of action they initiated. Based on a case study of the Bhoomi Sena movement in India, the perspective of real participation is when power is decentralized to the people in which the collective guide and direct action (Rahman, 1993, p. 121).

Participation assists in ensuring that information is shared among professionals and users, and planning is supplemented, most importantly, to involve people in designing the decision making process (Uwakah, 1984, p. 181). In order for one to achieve the intended objectives, appropriate participation methods need to be identified and this includes methods such as community workshops that provide project beneficiaries with an opportunity to be in control of the decision making process as well as providing a diversity of viewpoints, whilst engagements such as public hearings do provide information but

they may not promote community support (Uwakah, 1984, p. 182). True participation in development requires the full involvement of the people from the beginning to implementation and closure of the programme (Wagner, 1999, p. 472). Studies show that communities tend to participate fully in those programmes that they have been part of from the design, planning, implementation and evaluation phases and therefore the lack of community buy in usually occurs when communities are expected to support projects that they were not part of from the design phase (Uwakah, 1984, p. 183).

The participatory approaches to development are created to work against the top down approaches emanating from western knowledge and practices into the third world (Kumar, 2002, p. 17). "Participation requires (a) voluntary and democratic involvement of people; (b) to contribute to development effort; (c) sharing equitably in the benefits derived there from; (d) decision making in respect of goal setting and policy formulation; (e) planning and implementing economic and social development programmes; (f) community participation is said to be achieved when projects which are desired and utilized by the community are effectively sustained by them after all external support has been phased out" (Midgley, 1987, p. 36). These requirements for participation outlined by Midgley act as a good premise to understanding what the concept 'participation' seeks to achieve.

Participation is an active process in which the poor take initiatives and actions that are derived from their own thinking and by engagements over which they exercise control in an attempt to improve their living conditions (ACC Task Force, 1978). Key indicators of participation that are critical in measuring whether an institution conforms or not are:

- The institution should be allowing diversity of viewpoints
- The environment should allow exchange of information
- The participation process should be able to enhance project acceptability, save money and time
- There has to be a meaningful participation process
- Integration of all concerns from stakeholders

- The process has allowed meaningful involvement of all stakeholders
- There has to be mutual respect and mutual learning (Midgely, 1987, p. 15).

Participation is based on an understanding that people are capable of shaping their own destiny and therefore participatory development provide space for local decision making and capacities to drive and define the nature of intervention (Midgely, 1987, p. 18). True participation can be characterized by the role played by poor people from their respective communities in choosing development programmes or projects, being part of the decision making processes, implementing of projects and programmes as well as benefiting from the same initiatives (Midgely, 1987, p. 18)

The importance of community participation is globally acknowledged and to cite just a few examples: the then president of World Bank, James Wolfensohn, gives credit to the fact that stakeholder collaboration and involvement cannot make development efforts only sustainable and effective, but has the potential to infiltrate the sense of ownership of projects by community members and the people affected by development interventions must be part of decision making processes (World Bank, 1999). In most cases services become underutilized mainly because of lack of involvement of beneficiaries in the initial phase and it should actually be noted that people have resources that need to be coordinated to make their own development programmes work since people themselves know what works for them and professionals can draw out knowledge from the community's experiences (Knutson, 2006, p. 75). The aim of participation is to ensure representation of interest of poor people and in order to protect them from unfavourable political situations and economic conditions (Midgely, 1987, p.19). It becomes critical for government institutions to perceive communities as active role players instead of passive beneficiaries of their own development agenda by creating an environment that promotes open and fair participation for all (Hanley & Hossain, 2010, p. 56). This viewpoint is theoretically reinforced by the developmental local government policy of South Africa that seeks to fulfill the basic needs of citizens and economic growth through participatory democracy (Hanley & Hossain, 2010, p. 58). One approach encouraged by funding agencies in the development field through their democracy building programmes is the argument that the biases towards the rich people or lack of public accountability can be

addressed through great investment in an active civil society which can act as an additional check and balance on government's behavior, through advocating for special interests, mobilizing claims, exercising countervailing power against the state and generally playing a watch dog role (Cornwall, 2008, p. 39).

Participation is classified into four categories as follows: the first one is awareness which involves discovering the realities of an environment so that everyone involved is on the same page; perception is the second category from awareness of a situation and its focal point is on understanding the economic, physical, social and consequences of a situation; at the decision making phase, people create their own physical design based on their priorities; lastly, people must be involved in all the processes including implementation of programmes so that they can be able to take joint responsibility with professionals and ensure that there are results (Brown, 2001, p. 13).

The International Association of Public Participation has developed the "Core Values for Public Participation" to be used in the development and implementation of public participation processes and these core values were developed from the input of various international stakeholders with the purpose of helping make better decisions which reflect the interests and concerns of potentially affected people and entities and they are as follows:

- Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process,
- Public participation includes the promise that the public's contribution will influence the decision,
- Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers,
- Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision,
- Public participation seeks input from participants in designing how they participate;

- Public participation provides participants with the information they need to participate in a meaningful way,
- Public participation communicates to participants how their input affected the decision (EPA, 2003).

2.5.5 PARTICIPATION METHODS

2.5.5.1 THE RAPID RURAL APPRAISAL (RRA)

The challenge experienced in rural areas is that usually information needed by decision makers and professionals is late, wrong, irrelevant and/or unusable and as a result it becomes difficult for professionals to learn about rural conditions in a cost effective manner (Chambers, 1974, p. 95). Though the RRA is designed for rural environment, it can still not only be used in traditional rural areas but can as well be applicable to rural urban, impoverished and informal settlements. Accurate, timely, relevant and usable information is important to assist leaders to make decisions from an informed base but the exercise has been expensive and very challenging in the context of rural areas hence the introduction of the Rapid Rural Appraisal (RRA) to avert the situation (Chambers & Conway, 1991, p. 98). The RRA was found to be a relevant tool for identification, appraisal, project implementation, monitoring and evaluation and its relevance is based on the fact that, unlike construction work with strict procedures that guide how the work should be done, RRAs are “like voyages into uncharted seas where direction and steering will change with new soundings and sightings” (Kim, et.al, 1979, p. 86). The approach is meant to counteract the challenges of applying too structured and too scientific surveys that are aimed at helping outsiders to gain qualitative insight into the daily life of different groups in rural areas (Chambers & Conway, 1991, p. 95).

The RRA is based on the following principles: a) it discourages too scientific data collection methodologies such as sampling and formal questionnaires but rather encourages professionals to take their time when dealing with people; b) bias towards areas without tarred roads, urban preferences, male domination, being selective on the kind of projects, avoiding certain areas based on the weather, favour of the elite at the expense of the poor, etc.; c) being empathetic to the rural poor by doing much of the listening assuming that they have rich information about their conditions that outsiders do not have; d) lastly, the RRA encourages the use of multiple approaches to get the full picture from different views (Chambers, 1994, p.99).

The RRA has techniques that it bases its application on and they are as follows: Firstly, most often professionals spend time gathering information from scratch whilst there is information that is already in existence from reports, surveys, archives, academic papers, government statistics and other sources and this can save time and money (Chambers, 1994, p. 99). It should not be underestimated that rural people have a wealth of information and knowledge about their conditions and failing to grasp the opportunity to learn the indigenous technical knowledge from them has the potential to result in development disaster (Hanley & Hossain, 2010, p.51). The use of local research is very important and it should be noted that key local people such as educators, business people, and government employees are often underutilized and most importantly the use of cultivators and pastorals needs to be promoted (Carney, 1999, p. 91). In most cases rural people have values and beliefs that are in contradiction with reality and therefore direct observation, which includes information about cultural practices, is critical (Carney, 1999, p. 103). Key informants are very important as quite often they are better educated and command a certain level of power and as such are critical in assisting when anthropologists do field work in their communities (Honandle & Cooper, 1989, p. 101). The RRA had three focal areas that lead to its introduction and are registered as follows: a) professionals had biasness when conducting field research in rural areas wherein they would rather go to areas nearer to cities, closer to main roads and mostly cool and dry areas rather than hot and wet areas as well as meeting the richer rather than poor people and the rest run the risk of being neglected, b) the second issue was the processes of survey questionnaires that tend to be very long, difficult to administer, boring, misleading and inaccurate data collection methods, c) the RRA is a good approach to save money through the realization by professionals that rural people themselves are very knowledgeable about their own lives and therefore the indigenous technical knowledge was born from that thinking (Chambers, 1994, p. 954).

The disadvantages of the RRA are that its application tools are based on an assumption that rural communities are willing to respond positively to the request for information but in reality people can have various reasons not to do so and these are:

- people can be afraid of all sorts of political interferences and complexities,

- they might not have enough time to respond to all the required information,
- a possibility exists that people can be afraid of being subjected to paying taxes as a result,
- participants might provide positive responses in an attempt to please the field workers,
- poor people can respond in a way to score points and be part of project beneficiaries of envisaged development projects, and
- people can be shy to be honest in saying that they are not clear about a particular question or that they do not know the answer and the danger is that they can make up their own answers to avert the problem (Gordon, 2005, p. 95).

The 1985 the Kho Kaen International Conference introduced the concepts of participatory and participation in the language of RRA as an attempt to deal with challenges faced by the RRA and this was the rise of the new approach in development thinking (Hanley & Hossain, 2010 p. 56).

2.5.5.2 PARTICIPATORY RURAL APPRAISAL (PRA)

A growing number of failures of conventional methods to address challenges faced by the rural poor and marginalised people have led to the exploration of alternative approaches to resource management investigations, planning and implementation of projects as well as evaluation of development issues (McLeod, 2001, p. 81). This led to the introduction of the Participatory Rural Appraisal as an option of choice for Participatory Community Development. PRA offers a creative approach to information sharing and addresses the challenge of biasness' held by some officials about knowledge of the rural poor and, as such, advocates of the approach argue that the source of knowledge and the provision of potential solutions to problems should be people centred (McLeod, 2001, p. 81).

In an attempt to respond to the challenges experienced in applying the RRA and other methodologies, Participatory Rural Appraisal was introduced with the aim to empower local people to take ownership of their development as a collective with the role of

outsiders being reduced to just facilitate the learning process (McLeod, 2001, p. 86). Changes of approaches from top-down to bottom up, from centralized and localized provision of services, from scientific questionnaires to a more participatory appraisal carried out by local people themselves were experienced and the same challenges gave birth to the new approach, the rise of the PRA (Chambers, 1994, p. 954). The PRA puts together several community development approaches that enable local people to share, enhance and analyse their knowledge of life and conditions to plan and to act (Chambers, 1994, p. 954).

The following are sources that have immensely contributed to the emergence of the PRA:

Activist participatory research: It is within the family of approaches that uses dialogue and participatory research to promote awareness and instill confidence as well as to empower people's action.

Agro ecosystem analysis: Gordon Conway and his colleagues at the University of London developed the agro ecosystem analysis which combines analysis of systems and ecological thinking, looks at pattern analysis of space, time, flows and relationships, relative values and decisions.

Applied Anthropology: its main focus has always been about understanding circumstances rather than changing them whereas social anthropologists assisted development professionals to understand and value the richness and value of the knowledge at the possession of rural people (Chambers, 1994, p. 954). The contributions of social anthropology includes: perceiving field learning as flexible rather than rigid science, the value of field residence, valuable engagement with participants, the importance of how one conducts oneself and the relationship built with communities, the value of indigenous knowledge.

Field research on farming system: It has been depicted through field research that the farming system is untidy and unsystematic; however, some scholars showed that farmers were experimenters and therefore farming in agriculture became the focus and it was therefore later acknowledged that farmers themselves can play a greater role in agriculture research (Chambers, 1994, p. 954).

Two developments were experienced in both Kenya and India when implementing the PRA. In Kenya, a PRA was conducted in the Machakos District which resulted in a decision to adopt a Village Resource Management Plan (VRMP) and this was therefore regarded to as the Participatory Rural Appraisal (Uwakah, 1984, p. 184). On the other hand, in the same year in India there was an expression of interest by the Aga Khan Rural Support programme (AKRSP) to develop a participatory Rapid Rural Appraisal and they were conducted with the villagers and staff in two villages (McCracken, 1988, p. 19).

After the developments indicated above, India experienced a wide range of initiatives from government and the non-governmental organisation sector wherein a huge number of staff members including seniors were trained in PRA and a series of papers on the concept were published. Village volunteers were also trained as facilitators of PRA (Chambers, 1994, p. 957). The PRA method has been more into the active involvement of the people through verbal interactions in the form of interviews and observations with local people being at the center of the process as active participants of their own developmental agenda (Chambers, 1994, p. 957). The discussions above reflect how the PRA has a potential to regard communities as active participants of their own development agenda so as to ensure that they own up to projects and programmes aimed at improving on their poverty levels. The truth is that the potential to eradicate poverty does exist and it is without doubt worth eliminating because of its negative impact on the lives of the affected communities and therefore this can be realised through implementation of radical policies that strongly advocate for the inclusion of the poor through participation (McCracken, 1988, p. 17). It is recognised that the rural poor themselves are the key agents of change for the transformation of rural areas.

The PRA embraces the following notions: Outsiders do not dominate and lecture, they facilitate, sit down, listen and learn; outsiders do not transfer technology, they share methods which local people can use for their own appraisal, analysis, planning, action, monitoring and evaluation; outsiders do not impose their reality, they encourage and enable local people to express their own (McCracken, 1988, p. 17).

2.5.5.2.1 SUCCESSFUL CASE STUDIES ON RRA AND PRA

The case studies to be discussed below are just a few amongst others that provide proof that the PRA is a very effective technique for Participatory Community Development.

High level senior officials in Gambia were trained in PRA and eventually used the approach to develop programmes of action in their respective institutions (Oakley, 1991, p. 35) The interventions contributed in development of policies, community plans, assessing community based organisations, providing education and awareness as well as conducting impact studies on various programmes and projects across the country (Oakley, 1991, p. 35).

One of the largest organisations in the world, Action AID, conducted Community Based Management (CBM) in Gambia spearheaded by community development workers as the link between the organisation and the community (Hickey & Mohan, 2004, p. 51). Communities are encouraged to establish their Village Development Groups that are aimed at developing Community Action Plans (CMP) funded by the NGO through credit to implement programmes that are owned by the community and addressing priorities identified by the community itself (Oakley, 1991, p. 35).

In Zimbabwe, the RRA and PRA approaches to development were used to research on the effects of structural adjustment policies in Zimbabwe (Kumar, 2002, p. 41). A team of researchers conducted RRAs in two communal areas and provided a real time report with findings and recommendations immediately after the fieldwork and the report touched on the following aspects: marketing strategies, transport infrastructure, input supply, price trends, and issues of food security in the country, as well as the attitude of farmers on the agricultural structural adjustment policies (Kumar, 2002, p. 43).

In Chad a study was commissioned using the RRA method with an intent to understand the perception of the people on their country's food security problems, and as well as their proposed potential solutions (Buchanan, 1993, p. 401). The survey was conducted in 55 villages with 13 survey enumerators spending about a day in each village (Buchanan, 1993, p. 409). The results from the survey challenged the conservative thinking in

N'djamena area where it has always been a strong belief that the free market system in agriculture is an important approach to raising production (Buchanan, 1993, p. 408). The study proved beyond marketing strategies applied; local people had knowledge of methods and technologies that can be used to increase production but were constrained by lack of credit to procure the necessary infrastructure (Buchanan, 1993, p. 403). Such information can be very helpful for decision makers should they be given consideration and that would be a developmental approach.

One other example is that of the land policy in Tanzania wherein the Institute of Resource Assessment at the University of Dar es Salaam facilitated the running of a land policy reassessment workshop targeting policy makers at management level (Johansson, Lars & Hoben, 1992, p. 36). A sample of four villages was chosen representing different conditions. Four teams were formed and each spent five days in one of the villages (Johansson, Lars & Hoben, 1992, p.31). Through the direct learning of the RRAs the conclusion drawn from the survey was that the government's top-down approach was incorrect, that communities were already implementing land use planning, that imposing a land use map was not properly guided, and that a change in approaches was required which should be participatory in nature (Johansson, Lars & Hoben, 1992, p. 25). The research team presented its findings to a seminar that was attended by high-level policy makers and resulted in recommendations that brought in major changes of policy, and seemed to have demonstrated that it is very important and makes a huge difference when officials are conducting visits in rural areas and the fact that the RRA is effective in providing relevant information for policy makers and planners (Johansson, Lars & Hoben, 1992, p. 30).

The three examples provided above were a once-off effort. However, an example of a sustained PRA system was established and tested in different locations of Terui in Nepal where eight small Rapid Deployment Teams have been trained in basic PRA methods (Watts, 1991p. 61). All established teams were capacitated to implement the PRA approach at the same time to investigate and provide feedback in order to compare how policies are implemented in different areas with consideration of challenges and best practices to be applied throughout the country and beyond (Honandle & Cooper, 1989, p.

91). The report from the investigation indicated that decision makers are now able to receive real time and reliable information that helps them to make sound decisions unlike when the old methods were used (Chambers & Conway, 1991, p. 553).

Another very successful case study in applying the PRA is the Participatory Poverty Assessment which was pilot tested in Ghana in, Guatemala and Zambia in 1990 (Watts, 1991, p. 61). Like the Nepal case study, this equally started from training of national teams of facilitators that were capacitated to facilitate programmes where local people conducted their own appraisal and analysis of life, their livelihood strategies and living conditions, enabling them to define their needs, concepts of well-being and wealth, their differentiations between types and degrees of deprivation in their own context, and how they perceived gender issues as a community (Watts, 1991, p. 61). The challenge is that of an imposing approach to communities by senior officials, scientists and academics who most of the time do not have firsthand experience of what the people go through in their day to day survival, and base planning and programme implementation on their personal experience drawn from elsewhere and such information is often outdated and this results in a top-down, center-outward approach (Chamber, 1994, p. 573).

Development theories have always been advocating for senior people and policy makers to spend time in rural conditions to understand and appreciate the situation, but little appears to have been done about it (Chambers, 1994, p. 558). It should, however, be noted that on the contrary to this conclusion, the exposure and dialogue programme of the German Commission of Justice and Peace did exceptionally well by enabling senior outsiders to learn the life stories of village people (Sulaiman & Holt, 2002, p. 21).

With guidance from the PRA approaches and trainings received, senior officials in India have been making efforts during their busy schedules to spend time in villages, interacting with people and gaining firsthand experience of the conditions that people are finding themselves in (Sulaiman & Holt 2002, p. 23). The PRA has provided space and opportunity for officials, academics and other role players to informally interact with communities and the importance of those experiences is that they build trust, rapport and rich learning experiences which all parties enjoy and use for effectively building teams that establish and implement development programmes and projects (Shah, 2010, p. 27).

Much needs to be learned about how, in the local and especially the rural context, to facilitate changes in outsiders' behaviour and attitudes (Sulaiman & Holt 2002, p. 21).

Some methods have already been devised, such as Anil Shah's shoulder tapping where he indicates that, taking District Officers in Gujarat on a transect walk to see the problems of soil erosion, "I told them in advance that a transect in Participatory Rural Appraisal (PRA) is for observation and to understand the knowledge and perception of the farmers and therefore it should strongly be noted that we do not advise, but ask open-ended questions without implied advice. I told them that this was very difficult for educated people, more so for those in authority. As such, when I heard anyone giving advice or asking questions with implicit advice, I would tap his shoulder and if necessary offer my services to rephrase the advice or query into an open-ended question. By the end of half a day with several taps a lot had been learned that would otherwise have been missed (Shah, 2010, p. 93). Given the above arguments and case studies provided, the usage of PRA technique has a great potential to yield true participatory community development and provide answers to the global challenge of poverty; however, that needs high level commitment from all stakeholders.

2.5.6 CRITIQUES OF PARTICIPATION

The world over is beginning to appreciate the significant contribution made by community participation to development and policy making. This is despite the critiques the concept is receiving not only from dissidents of participation but equally from the people who are advocating for the people's active inclusion in making decisions about issues that affect their lives (Buhler, 2002, p. 1). Despite the good picture participation is reflecting for community development, it has to be acknowledged that it has its own shortcomings that need to be embraced as well. It will be dangerous to make an assumption that people will actively take part in community programmes; there are limits about how far they can get involved. People are engaged in their own day to day busy schedules which include, amongst other things, preparing food, going to work by public transport and doing laundry

from which they get very tired and, therefore, going to a community development meeting would be the last thing to worry about (Taylor, 2002, p. 76).

Though the advantages are many, there are certain limitations to people's participation in development and some are outlined here as follows:

- Participation may lead to a delayed start and slow progress in the initial stages of the field work thereby delaying the achievement of physical as well as financial targets.
- An increased requirement of material as well as of human resources to support participation may become necessary because in a participation process we have to move along the path decided by local people or communities and this may be a more costly method of executing development interventions.
- Since participation is a process, once it is initiated the process has to be allowed to take its own course and hence may not move along the expected timelines and since participation is an empowering process where the people or communities are empowered to make decisions, donors, governments, and other role players have to relinquish power and control; relinquishing power and control is not easy.
- When people's or community participation - in the sense of interactive participation or participation by self-mobilization - is pursued, a lot of expectations are generated and therefore increased expectations due to the involvement of local people, however, may not be realized (Oakley, 1991, p. 75).

Some Practitioners and academics in the development field seem to be of the view that participation has become 'the new tyranny' (Taylor, 2002, p. 89). Cooke & Kothari (2002, p. 7) are criticizing the participatory approaches to development indicating that they have within them a tyrannical potential to suppress the already marginalised people whom it intends to capacitate and empower. They further argue that the development projects implementation agencies remain with the power of decision making and control and participation is used to only legitimize external interests as local needs and this kind of a participation model has a greater potential to further oppress and suppress the voices of

the poor (Cooke & Kothari, 2002, p. 7). The group tyranny highlights the fact that participatory approaches fail to acknowledge the levels of existing inequalities within communities but reinforces the already existing power relations arrangements instead of empowering the already marginalized (Cooke & Kothari, 2002, p. 7). According to Biggs and Farrington (1991, p. 63), the social order has a tendency to determine how community participation is implemented in that some people have greater access to power and decision making than others depending on one's societal and economic status. This problem is encountered even in well-oiled democratic environments in that they as well tend to favour the views of the powerful and organized over the inferior and unorganized; however, it is worth noting that programmes orchestrated by outside experts, irrespective of their technical soundness, cannot inspire people's buy in if they were not involved from the beginning (Biggs & Farrington, 1991, p. 64).

The radical connotation that participation had in the 1960s is slowly but surely fading and the argument is substantiated by the following issues; the focus of private institutions and governments is on qualitative production at a lower cost as well as efficient service delivery mechanisms (Cooke & Kothari, 2002, p. 7). It is narrowly perceived as expensive to apply participatory approaches and it is often implemented on the basis of available funds from external sources to cover the additional costs and these institutions do not see participation, hence its application is dependent on foreign donor funding agencies and what makes things worse is that the same funding agencies have their own interests which they advance through funds injected to influence policy directions and impose their programmes at local level (Cooke & Kothari, 2002, p. 8). A major number of development projects at local level are controlled by outsiders who happened to have greater influence in shaping the process which is a situation opposed to true participation which requires ample time and project staff who dedicate energy to investigate the real needs of local people instead of being dependent on external people (Cooke & Kothari, 2002, p. 9).

Other challenges faced by the implementation of true community participation relate to transport, access to media, level of education and time (Akroyd & Duncan, 1998, p. 67). Poor people mostly strive to survive by dedicating most of their time to seeking means to access basic needs which are always immediate instead of having to participate in

general public programmes and as a result of lack of access to certain services this cohort of people get sidelined from activities due to the status such as that of public transport (Akroyd & Duncan, 1998, p. 67). A huge number of poor people do not have television or radio sets to get access to information communicated by government and the levels of illiteracy in some countries are very high and as such contribute to how people participate productively in community engagements (Akroyd & Duncan, 1998, p. 67).

It is worth noting that findings in the case study of the Eastern Democratic Republic of Congo revealed that some reputable international organizations with the ability to mobilize significant amounts of funds, extensive logistical networks and specialized personnel often do not have good participatory approaches in place and are imposing on people (Buhler, 2002, p. 11). This lack of willingness and commitment reflects the kind of challenges faced in bringing the marginalized from the periphery to the center despite the different global legislative mandates for public participation that compel governments and other agencies to do so. The challenge is that in most cases officials responsible for the delivery of services get to be in conflict with the requirement to involve people to participate in programmes since they don't see value in including the under-qualified people in the process of efficient and effective delivery and have a belief that they should be left alone to do their job as they know better and that it is a waste of money when projects are delayed because communities are unable to make decisions to overcome conflicts (Taylor, 2002, p. 61). The challenge faced by development government and other agencies is to strike a balance between providing the delivery of service and the promotion of participation to ensure that people have ownership and control over their resources.

Buhler (2002, p. 14) identifies the following problem areas as critics of participatory development:

- Participation to a certain extent is unable to address the power dynamics and one of the strongest points of critique against mainstream participatory approaches concerns their failure to take sufficient account of the wider power dynamics.

- Whereas officials have a responsibility not to forget that their roles should be to ensure equal participation and facilitation of programmes where the community is playing a central role, it should, however, be acknowledged that an opportunity exists for abuse of power by outsider role players.
- The above challenge raises a difficult question, that is, while performing their function as outsider (officials, academics and policy makers); can these people honestly do so without further bringing a different form of marginalisation to the already deprived communities?
- Community participation is criticized as being indirectly prescriptive contrary to its fundamental belief in being flexible and allowing people to experiment and as such the argument is that, in practice, participation encourages formal arrangements and methodologies that are unable to address the complexities of reality at community level.
- The implementation of true participation is too demanding especially in restoration of the dignity of people who have been marginalised.
- Participation is not inherently good and reality dictates that when the poor and marginalised have to discuss policy issues with the powerful in boardrooms, such discussions are unlikely to produce results that can be described as participation with fairness and, of course, the actual opportunities for dialogue between people who have been marginalised or excluded and the powerful are unlikely ever to come close to fulfilling the conditions that would qualify them as “participation with justice and dignity for the poor “(Buhler, 2002, p. 14).

Participation takes place in a socio-political context and Oakley (1991, p. 73) identified a number of factors as hindrances to participation, namely structural obstacles, administrative obstacles, and social obstacles. Structural obstacles constitute factors that are part of a political system that is centralized and is not oriented towards participation of the poor; the condition is characterized by a top down development approach adopted by development initiatives such as the integrated Rural Development Programme (Oakley, 1991, p. 73).

Secondly is the administrative obstacle with administrative structures that are control-oriented and operated within a strict set of guidelines, adopting a blue-print approach without providing space for local people to make decisions or control their resources, and the last one is the social obstacle which speaks to the dependency syndrome, the culture of being voiceless or silent, the local rich people's domination, gender inequalities as well as militancy against people's participation (Oakley, 1991, p. 73). Mostly participatory development fails to address the larger obstacles which have dire consequences with sustainable and pervasive impact (Kumar, 2002, p. 29).

In the midst of the harsh criticism articulated by different writers, advocates of community participation such as Taylor (2002, p. 69) stand firm in their views that development as being about increasing people's access to resources and control over them. It is about people's active involvement and participation in the development process. Participation plays a central role in the understanding of development; it is the people who should be defining what they need and deciding on what they want. Taylor further outlines common strategies and experiences of the concept; for the poor to claim ownership a need exists for them to be involved from the outset and be included in the whole process. Participation involves responsibility and development is a process of shifting control and responsibility from the development agency to communities over time and such strategies of participation include, amongst others increased participation through consultation and people's involvement, community skills development with the purpose to improve the quality of people's participation and, lastly, the creation of community controlled service organisations (Taylor, 2002, p. 73).

In relation to the above and the intention of the study, the indigent programme is also not immune to the narrow views and perceptions about what participation is and how it should be rolled out to communities. Ownership of projects and programmes, decision making and implementation are some of the characteristics favourable to developmental participation. Taking seriously the interests and submissions of the public have lasting positive effects because it instills within the people a feeling of not being marginalized and excluded because such feelings have a potential to instigate violence and vandalism of community resources through actions such as service delivery protests (Cornwall, 2008,

p. 46). As the indigent programme is about giving people free basic services to reduce the impact of poverty, equally so it has to be acknowledged that welfare provision can create dependence and make people increasingly powerless. On that note, Taylor (2002:70) believes that development is a natural transition away from conditions of dependence through improved independence towards a state of mature interdependence (Taylor, 2002, p. 70).

On the other hand, Buhler (2002, p. 16) indicates firmly that, whilst participation should not be viewed as a simple answer to inequalities and exclusions, it should on the contrary be noted that some of the critiques of participatory approaches are motivated in defence of the interests of those in positions of power in the society (Buhler, 2002, p. 16). Hence, many projects prefer to involve people only in the implementation stage of the development intervention to avoid some of the problems mentioned above. In most projects participation is more illusionary than real. Therefore, participation remains rhetoric rather than a reality. This is despite a general realization that participation in the sense of interactive participation or participation by self-mobilization has to be an essential ingredient in development processes (Kumar, 2002, p. 28). "Participation requires a voluntary and democratic involvement of people in, i) contributing to the development efforts, ii) sharing equitably in the benefits derived there from, iii) decision making in respect of goal setting, formulating policies, planning and implementing economic and social development programmes" (Midgely, 1987, p. 5). The voluntary nature of participation requires that projects and programmes which people are involved in be viewed as having a potential to provide benefits which the people will appreciate as individuals and a collective (Uwakah, 1984, p. 185).

2.5.7 PARTICIPATION IN THE SOUTH AFRICAN CONTEXT

Where one group of people is oppressed by the other, historically marginalized groups have had little or no access to formal democratic space to participate in public affairs and the political culture of engaging with the state to achieve a common goal (Schattan &

Coelho, 2010, p. 38). As consequences of such arrangements, social movements representing the marginalized communities find it difficult to galvanize support for effective engagement with the state and, where engagements occur, there is often unbinding decisions taken and lack of commitment and willingness to commit and accept joint decisions and agreements with other stakeholders (Schattan & Coelho, 2010, p. 41).

The political breakthrough of 1994 in South Africa gave birth to a democratic government that made efforts to put in place pieces of legislation and policies in favour of promoting participatory governance. South Africa adopted the public participation model from the national, provincial and local spheres of government as compelled by the Bill of Rights (1996) which stipulates the following aspects:

- Municipalities are obliged to promote community involvement and community organisations in local government (Section 151 (1) (e),
- Objectives of Municipalities are to encourage the involvement of community organisations and communities in matters of local government (Section 152),
- The Public Administration is governed by values and principles that seek to ascertain that people's needs are responded to and that the public is encouraged to play an active role in policy formulation (Section 195 (e) (RSA, 1996).

South Africa in its White Paper on Local Government identifies four principles that community participation is based on and they are aimed at:

- Ensuring that politicians are operating within the mandate given and are accountable to the public,
- Allowing interest groups and individuals to have a voice in the operations of local government,
- Affording an opportunity to service recipients to have an input on how Municipalities deliver on services and,
- Creating a favourable environment for communities in the form of civil society to partner and have contracts with Municipalities for the purpose of a coordinated and reinforced mobilization of resources (RSA, 1998).

It is evident that the White Paper requires municipalities to put in place mechanisms for community participation in policy initiation and formulation, monitoring and evaluation as well as implementation of programmes and projects. The local, district and metropolitan municipalities are expected to have a ward participatory system and for political heads to provide annual reports on the participation of communities in the running of the municipality (RSA, 1998). Legally, a municipality in SA is expected to include a community within its geographic scope, working as partners with the administrative and political wings of the municipality as one other provision for community participation (RSA, 2000). The Act further stipulates that council is obligated to encourage the involvement of local people and to ensure community consultation is constantly conducted to afford the public with space to monitor the level of quality as well as the impact of municipal service and that community members have a right to:

- Make contributions in the municipal decision making processes and to make recommendations to council,
- To receive information about decisions taken by council, and
- To be provided with information about disclosures of the municipality that includes financial disclosures as well (RSA, 2000).

Clearly at the lower sphere of government in South Africa, the commitment to participatory governance is shown in a good number of impressive laws and policy documents, and is intended to be realised through public participation (Smith, 2008, p. 4). The introduction of ward committees came out as one important approach aimed at bringing about people-centered, participatory and democratic local governance (Smith, 2008, p. 4). Ward committees were introduced to supplement the role of elected councillors by creating a bridge between communities and the political and administrative structures of municipalities (Smith, 2008, p. 5). The role of both the ward councillors and ward committees is that of being the voice of the people (Smith, 2008, p. 5).

It is evident that when the democratic government took office post-apartheid had a vision of inclusive governance, hence such legal requirements for community participation. The public is encouraged to take part in major programmes of municipalities including the Integrated Development Plan (IDP), monitoring of performance of the municipality,

preparation of budget and being included in strategic decision making of the municipality; council is by law obligated to provide capacity building programmes to ensure sound community participation in keeping checks and balances of the municipality and officials; and, lastly, communities must be involved through appropriate ways in the development, implementation and review of the municipality's performance system and to set appropriate key performance indicators and targets to measure the municipality against (RSA, 2000).

In an attempt to put the legal framework and policies into practice, the South African government came up with various initiatives for community participation. One of the initiatives to involve the people is the Imbizo programme which has given ordinary South Africans an opportunity to publicly critique government's performance in an unmediated manner. In his 2004 state of the nation address, former President of South Africa, Thabo Mbeki, said that the initiative gave government an opportunity to interact directly with communities in reflecting views about how government performed. Imbizos provide communities with an opportunity to interact with high-level government officials without any bureaucratic mediation and people are given a chance to make honest and critical assessments of quality of service delivery in their localities, as well as the performance of their municipal councilors, ask questions about crime, health and instances of perceived or actual corruption and malpractice.

South African municipality's executives are compelled to report annually on the how local communities have been actively participating in municipal affairs and provision is made for ward committees to be set up in each ward of a municipality in order to "enhance participatory democracy on the decisions of the council (RSA, 1998). Municipalities that chose the ward based participatory system established ward committees to improve participation in local government. The roles of these committees are to make recommendations on issues affecting the ward to the municipality through ward councilors, to function as a structure that promotes participation, to facilitate conducive communication channels between the community and council, and to mobilise communities to actively contribute to development programmes such as budgetary processes and IDP (RSA, 2005).

South Africa piloted community based planning at ward level to understand the livelihoods of communities, to analyse the status quo as well as the strengths, weaknesses, opportunities and threats at ward level, develop plans based on the analysis process, identify areas that need interventions from the IDP, and draw up a community budget and action plan to address community challenges. The ward based planning provides ward committees with an opportunity to develop annual programmes that are specific, measurable, achievable and time bound (RSA, 2005).

Another public participation strategy in South Africa is the municipal/community partnership for service delivery which is well positioned to enable access to the often untapped community resources thus reducing poverty while simultaneously improving the levels of local government's accountability and enhancing responsiveness to the needs of the citizens. It remains important, however, to note that civil society can play a vital role in advocating for space and access to participatory development which would include decision making on issues that affect the marginalized and the poor. The role that civil society can play to keep governments in check for citizenry accountability is very important. Yet the growing part these organisations have come to play as providers as well as intermediaries not only blurs the boundaries of the state/civil society binary, but it also raises questions about their autonomy and indeed accountability (Cornwall, 2008, p. 36).

A good case study is that of the Treatment Action Campaign (TAC) that fought for provision of AIDS treatment by the South African government to its citizen who needed the treatment. The TAC reflected on the complex dynamics of people's participation that resulted from attempts to foster greater democratic participation among the urban poor in new democratic spaces. The organisation is an example of a new social movement that has constructed its own arena of action in multiple spaces. In 2002, TAC launched a campaign to have a local clinic in Nyanga opened for five instead of the usual two days a week (Schattan & Coelho, 2010, p. 41). The strength of social movements is in their ability to mobilise large scale communities to talk about their challenges and this is critical for governments to take note of when responding to service delivery issues for the poor and marginalised.

It is well and good for people to be part of decisions that affect their lives but for people living in poverty, subject to discrimination and exclusion from mainstream society, the experience of having to enter the space of participation can be intimidating and the situation can be worsened by the few elites and powerful who view participation as chaotic, disruptive and unproductive (Cornwall, 2008, p. 28). It is unfortunate that quite often it is not what one says but who says it that counts the most in a materialistic society of today. These tendencies compromise the courage and confidence of the poor to participate as views of the powerful are dominating because of their social status.

The study commissioned by IDASA to review public participation in the law and policy making in South Africa indicates that in relation to participation in the SA context the government's parliamentary system has portfolio committees that run public hearings and the public is welcome to walk into any of those meetings since the national assembly usually holds those sittings and committee meetings in the public domain for easy access of the people (Cornwall, 2008, p. 15). Whether people are capacitated to understand the discussions thereto is another question. However, civil society remains strong in advocating for the poor though it is constantly weakened by lack of funding. The government's principle in participation is that people's needs must be responded to, and the public must be encouraged to participate in policymaking, public administration must be accountable and "transparency must be fostered by providing the public with timely, accessible and accurate information (Cornwall, 2008, p. 15). These principles apply to "administration in every sphere of government. However, the development impact of the programmes lags behind due to lack of real community participation (Hulme, 2010, p. 73).

The literature above acknowledges that participation as a community development approach is not a perfect system as outlined in the critiques. With its shortcomings, like any other system, the strength and advantages of community participation carry much weight with a great potential to liberate the poor, the marginalized and the disadvantaged from poverty, unemployment and inequalities.

Clearly community participation if adopted by all significant role players in development thinking has a potential to provide a basket of solutions in the global fight against poverty. Participation is not going to provide general solutions hence the acknowledgement of its

critiques; however, its advantages have a long term impact as it provides that sense of ownership to community members or project beneficiaries.

Beneficiary participation offers the opportunity for the design and implementation of interventions that more closely reflect the preferences of the population that they are intended to serve (Kumar, 2002, p. 9). Local governments in the form of municipalities are at the center of service delivery and are an interface of government with communities. It then becomes important for projects at this sphere of government to be capacitated to strengthen the implementation of participatory community development approaches wherein people will be the driving forces. Taking into cognizance that the research project seeks to focus on how government and the community engage one another on developmental issues, Midgely (1987, p. 17) describes participation as a tool that strengthens the capacities of individuals and communities to mobilize themselves. In this way dependence on the state is minimized and ordinary people rediscover their potential for cooperation and endeavour.

2.6 CONCLUSION

The chapter discussed at length theories of poverty and its impact in the global context, including Africa. Community development with its principles and how it can be a global solution to poverty was discussed as well. More focus was on the available and commonly used community development approaches. More attention in this chapter was given to community participation as one critical development approach that enables the poor to take ownership of their development agenda. The concept 'community participation' was defined, its theories discussed and criticised as not being a perfect but important development method with its focus on the Rapid Rural Appraisal and Participatory Rural Appraisal. Lastly, participation was discussed in the South African context with its challenges. The next chapter will be looking at poverty in South Africa, policies and strategies introduced to intervene in the fight against poverty and the implementation of the Indigent Policy and the Indigent Exit Strategy in the City of Tshwane.

CHAPTER 3: INTERVENTIONS IN THE FIGHT AGAINST POVERTY IN THE CITY OF TSHWANE, SOUTH AFRICA

3.1 INTRODUCTION

The focus of the chapter will be on poverty in the South African context. Firstly, the discussion will provide the background of poverty and inequalities in South Africa with attention to the history of SA with its contribution to the patterns of poverty experienced. The second aspect to be discussed is the indigent policy which is implemented by municipalities as a constitutional directive to minimise the impact of poverty on the poor and vulnerable people. Lastly, the chapter will look at the City of Tshwane's IES as critical document that intends to free the poor from the cycles of poverty by providing capacity building and empowerment for self-sustainability of beneficiaries of the indigent policy. Following that will be a conclusion.

3.2 BACKGROUND OF POVERTY AND INEQUALITIES IN SOUTH AFRICA

South Africa has for a very long time been governed under the system of apartheid. Its mission was to benefit the Europeans from the mineral resources underneath the soil which made the SA land to be strategic for the world's industrialised countries (African National Congress (ANC), 1980). The then government used the African population labour force to extract these resources to its benefit and found it necessary to exert considerable control over the black population with deeply entrenched legal, political and economic structures as well as ensuring a clearly defined racial divide, hence the ideology of racism that provided justification for and reinforcement of the extreme inequality that persists in South Africa (ANC, 1980).

The apartheid government adopted a territorial segregation between Europeans and non-Europeans as policy mainly and was declared by the then leader, HF Verwoerd, in 1948 and he said the following:

- that productive land should only be owned by the Europeans and the Native should be confined to the various Native reserves;
- that Coloureds and Native people should not live in European residential areas, but that there should be separate residential areas for them,
- that in the work places, Natives should not work alongside but separately, and that certain sorts of work should be reserved for the Europeans (ANC, 1980).

As compelled by the legal requirements to survive on non-productive land and with heavy taxation, Africans were forced to seek low paying work in the white areas and therefore the level of inequalities suffered by the native people was very hefty. To give an example, whites enjoyed 60% of the national income while occupying 86.5% of its land, were eligible for free and compulsory high quality education. They enjoyed extremely good health in upmarket luxurious homes which were serviced by the poorly paid African domestic workers whose children had access to an inferior education system and they stayed in houses without running water or electricity (ANC, 1980). The overcrowded and sparse conditions added to the hardships of town life in general but especially in poverty stricken neighbourhoods (ANC, 1980). It is against this backdrop and for many other reasons that South Africa finds itself in conditions of poverty that are racially defined.

The Statistics South Africa in its preamble to its poverty index report acknowledges that political democracy becomes unsustainable especially when the majority of people are impoverished, without prospects for a better life and access to land, and therefore the fight against poverty must be number one priority for any country in the world (RSA, 2014). In its endeavour to fight the evils of poverty, the South African government has introduced a social package for the poor and it includes the following:

- free primary health care,
- no-fee paying schools,

- social grants,
- Reconstruction and Development housing, and
- the provision of basic services to households, namely water, electricity and sanitation (RSA, 2014).

Although initially seen as a short-term measure to address poverty, social grants have increasingly become a source of livelihood in South Africa and have played an instrumental role in reducing poverty levels (RSA, 2014). To look at the impact of the social package as was introduced in South Africa and compare between different periods of implementation, in 2006, 57, 2% of the population was living in dire poverty conditions and the figures declined to 56, 8% in 2009 and eventually to 45, 5% in 2011 and, as such, poverty was reduced by 20% in this period and this is attributed to the introduction of the social packages mentioned above to the poor (RSA, 2014). In contrast to the above statistics, the survey reflects that there are 78, 5% of individuals who are not educated and who showed significantly higher levels of poverty in 2006. 70, 5% adults acquired primary school education but there was a decrease in the percentage (RSA, 2014).

The 1994 democratic dispensation saw a new constitution which emphasised a new trajectory predicated on the principles of democracy and human rights for all. This new spirit is emphasised more in the following words quoted from the Constitution;

“We, the people of South Africa, recognise the injustices of our past; honour those who suffered for justice and freedom in our land; respect those who have worked to build and develop our country; and believe that South Africa belongs to all who live in it, united in our diversity; we therefore, through our freely elected representatives, adopt this Constitution as the supreme law of the Republic so as to heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights; lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law to improve the quality of life of all citizens and free the potential of each person;

and build a united and democratic South Africa that will be able to take its rightful place as a sovereign state in the family of nations” (RSA, 1996).

It worth noting that the damage caused by the oppressive government is massive and it ranges from an anti-poor economic structure to a deliberate denial of access to basic services and infrastructure, assets, education and training as well as settlement patterns that placed the poor far from economic opportunities and that discouraged establishment of opportunities in poor areas (RSA, 2005). The challenge that this new government was faced with was the deeply entrenched poverty levels among the black communities worsened by the apartheid regime and therefore a war on poverty was declared. Policies and government spending on social programmes were adopted to address the imbalances of the past and this was evident from the type of policies adopted and the budget allocations on social programmes. One of the important programmes launched was the anti-poverty framework which is based on the nine pillars listed as follows:

- The creation of economic opportunities to ensure poor households get access to earn decent incomes through self-employment or jobs,
- Investment in human capital such as the provision of education, health care and training needed to be active in the economy,
- Provision of safety nets for the most vulnerable, primarily through social grants to ensure that vulnerability associated with age, disability, and illness does not transform the poor into destitution,
- Basic services and other non-financial transfers consisting of services such as housing subsidised, expanded access to water, electricity, refuse removal and sanitation; as well as the provision of minimum free basic services for vulnerable sectors of the population. People who are unable to pay for basic services should not be prohibited from accessing such services completely,
- Improving healthcare by ensuring that poor children grow up healthy, providing quality and efficient preventative and curative care and ensuring that illnesses do not make people destitute,

- Access to assets such as housing, land and capital, including public infrastructure, with the purpose to improve economic and social security and to provide the basis for economic growth going forward,
- Social inclusion and social capital initiatives through a combination of programmes to ensure that all citizens actively participate through integrated structures across race and class to promote unity and cohesion in the society; the focus is also on strengthening social capital for the poor to build on their networks and ensure access to information,
- Environmental sustainability which requires strategies and programmes that will assist in balancing economic growth and the protection and rehabilitation of ecosystems, preventing environmental degradation and promoting ecotourism,
- Good governance – intervention in the provision of information, facilitating participatory, pro-poor policies and sound macroeconomic management to ensure correct use of public funds, encouraging shared economic growth, promoting efficient and effective delivery of public services as well as consolidating the rule of law (RSA, 1998).

The South African government introduced the Expanded Public Works Programme (EPWP) to promote economic growth and sustainable development as one of the programmes aimed at providing poverty and income relief through temporary work for the unemployed to carry out socially useful activities (RSA, 2014). The short term object of the programme's first phase was to help alleviate unemployment by creating at least one million work opportunities, with at least 40% women beneficiaries, 30% youth and 2% people with disabilities (RSA, 2014). The statistics above indicate that the levels of poverty in South Africa are still high, hence the social grant programme to ease the burden for poor people. As part of another intervention side by side with the existing policies, the RSA (2005) developed an Indigent Policy Framework as a result of a renewed effort by government to help understand what it means to be indigent and to radically improve access to basic goods and services in trying to reduce levels of poverty

and specifically the proportion of people who are indigent. The policy framework is aimed at serving as a guide to the national initiative to improve the lives of those considered indigent, and appreciates that there is a need for inter-governmental co-operation to deliver a successful intervention in dealing with indigents but it equally acknowledges the importance and role of municipalities as a sphere of government that is strategically positioned to effectively address the needs of the indigent households (RSA, 2005). Municipalities have a responsibility through their powers and functions to reinforce social development of communities specifically to meet the basic needs of poor households and ensure the development of local economies (RSA, 1998) Drawing from the traditional responsibilities (service delivery and regulation), municipalities command a great influence over the social and economic well-being of local communities through monies collected by rates and taxes, charges and fees, the provision of water and electricity, roads and some parts of land that they own; and therefore all municipalities have a responsibility to develop clear visions for the local economy, and work in partnership with different stakeholders to fight poverty specifically among the people classified as indigent (RSA, 1998). As a way of responding to the call and commitment in the fight against poverty, the City of Tshwane developed its own indigent policy.

3.3 THE CITY OF TSHWANE'S INDIGENT POLICY (City of Tshwane Indigent Policy: 2008)

In response to the constitutional mandate to ensure provision of and access to basic services, as but one objective amongst many initiatives to eradicating poverty, the City of Tshwane has from the National Indigent Policy Framework developed its own indigent policy. The policy intends to ensure that qualifying indigent families have access to a basket of municipal basic services which are defined as municipal services that are necessary to ensure an acceptable and reasonable quality of life that, if not provided, would endanger public health or safety or the environment and they refer to the following as provided by CTMM:

- Water and sanitation
- Electricity
- Refuse removal
- Burials (CTMM, 2008).

Every registered indigent household receive a predetermined quantity of electricity, water and sanitation free of charge on a monthly basis as well as free burial and refuse removal. The municipality budgets for the subsidy (CTMM, 2008).

These baskets of services are very basic and bring dignity to life hence the SA government saw it fit that everyone receives such a service irrespective of social status. Making sure that people access sufficient and clean water supplies is the biggest challenge the world is facing. Every household requires a water supply and the demand for water has grown to the extent that lack of access has negative implications such as malnutrition and widespread diseases (Environmental Protection Agency (EPA), 2003). Water plays a critical role in many sectors such as in agriculture and the production of other goods, like foods and beverages found on supermarket shelves, and sustains the habitat and fish stocks that are vital to the commercial fishing industry (EPA, 2003). Equally, at the household level water supply plays a critical role in reducing the

transmission of diseases and studies show that having easy access to a sufficient quantity of water, access to sanitation, and good hygiene behaviour, can be at least as important as water quality in leading to improved health (Smith, 2008, p 14). Sufficient water supply plays an important role especially where people engage in small-scale productive uses of water such as backyard farming, and taking care of their livestock such as poultry, cows, sheep and pigs, and for different reasons such as dairy farming (Arnstein, 2008, p. 251). The reasons for the importance of water and sanitation include bathing, drinking, cooking, doing laundry, maintaining a clean environment and thus water becomes an essential product that no one should be deprived access to as a product to curb the impact of poverty.

Electricity is one other component that plays a crucial role in the betterment of people's lives. Life without electricity sounds impossible and torturous; our lives are so dependent on electricity to the extent that an hour of power cut becomes a nightmare. The South African government in its fight against poverty supports the electrification programme which includes the provision of free basic electricity/energy to poor households with a standard allocation of 50kWh per month per household which is deemed sufficient for basic functions, such as basic cooking, lighting and ironing (RSA, 2008). Different municipalities have applied different free basic electricity/energy approaches in responding to the need. One is a blanket approach, which involves providing the stated amount of free basic electricity to all households having access to infrastructure; the other is a targeted approach which involves distinguishing between different types of households and providing free basic electricity to the identified poor only which is applied in the City of Cape Town and the City of Tshwane where these municipalities developed indigent registers to assist them in applying the targeted approach (RSA, 2008).

Another free basic service provided to an indigent family is waste removal. Waste management is a critical municipal function because if household waste collection is not provided the community can easily notice hence it is a sensitive service; ineffective waste collection has the potential to result in negative implications that can dent the credibility of the institution responsible (Bradshaw, 2005, p. 14). Effective solid and liquid waste management is very important for the protection of the environment and public health.

Therefore improper waste management has the potential to lead to the spread of diseases as well as having negative effects on the environment and natural resources. It then becomes critical for government to ensure that all citizens have access to waste management and, in this case, free waste removal for the indigent family as a way to protect the poor from vulnerability to diseases and other social ills through this service.

In the United States of America's Ohio, it has been acknowledged that death can be costly for poor families and therefore by law a municipality is obliged to provide financial support for reasonable burial and funerals for indigent families (Acad, 2008, p. 7). The approach above is an indication that poverty is found in any country irrespective of its economic status, and South Africa (SA) is not an exception. Poor SA households, such as in the Grahamstown township (located in the poorest province of South Africa), have a high rate of funeral expenses where families spend approximately 15 times their average monthly household income on a funeral (Brown & Foster, 2001, p. 61). In South Africa, burial societies are invariably directed at the poorer and less educated people who happened to be the black and coloured people in the majority (Biggs & Farrington, 1991, p. 34). In pursuit of decent funerals many people join burial societies to provide proper burial, as burial societies cover most of the cost. Providing free burial to the indigent families will relieve them from monthly contributions to burial societies or having to make loans to cover funeral costs that might put them deep into the poverty deprivation trap.

The above discussion is an indication that the City of Tshwane in its endeavour to fight against poverty is playing a critical role by providing free basic services to the indigent people within its jurisdiction and it has in its policy developed the following criteria as a tool to determine registration of indigent beneficiaries to receive the benefits:

- Households should not be receiving a combined monthly income that is more than two state old age pensions grants combined which is currently at R1520 per month (RSA, 2014),
- The person applying and the other members of the household should not be owning any fixed property other than the one they are residing at,

- Persons making the application should be above the ages of 21 but this provision excludes a case where a child as an applicant is granted permission by a court of law to do so,
- An applicant must be a resident of that fixed property unless the person is applying on behalf of a child headed household,
- Applications are only allowed for people with South African citizenship (CTMM, 2008).

Other than the households' registration and receipt of all the benefits as indigent families, there are sets of responsibilities expected from all individuals residing in the registered house and they include the following:

- “the registered indigent must be willing to accept technical assistance offered by the Municipality to make his/her current monthly consumption of service more affordable through limiting services,
- the registered indigent must be willing to accept the limit of service and must stay in the programme for at least 24 months unless assessed and approved for voluntary exit on application,
- the registered indigent must always make sure that her/his monthly consumption does not exceed the limited level of services in terms of this programme,
- should the situation of the registered indigent change the onus is on the household to inform the CTMM immediately,
- indigent beneficiaries have a responsibility to communicate to the city should their status of being indigent change,
- beneficiaries are required to compulsorily participate in economic development activities initiated by CTMM (CTMM, 2008).

There are several circumstances that guide a decision to terminate a registered indigent household and they are mentioned below:

- when the account holder dies,
- should the property be sold within 24 months of registration,

- when the registered accountholder is no longer residing at the property and when the rental agreement is terminated,
- should an applicant's living conditions change to the extent that approval no longer applies,
- should it be picked up that false information was provided when an application was made,
- when evaluation is conducted after 24 months and it is discovered that the financial status of the registered indigent household has changed to such an extent that it warrants such termination, and
- when there is a provision for deregistered individuals to apply for deregistration and the process is administered by the Department of Health and Social Development (CTMM, 2008).

The policy further states that CTMM holds a right to reclaim all benefits enjoyed by the beneficiary should it be found that the registration was approved on the basis of applicants providing fake documents and untrue information and this applies to accounts that have already been terminated as well (CTMM, 2008). The above clause in the policy seeks to suggest that the registration process of beneficiaries into the indigent programme is not water tight but dependent on information provided by applicants. This information can be false or people might not come forth to inform the municipality if their living conditions have improved. Some account holders might not even disclose information on their backyard dwellers paying rent on a monthly basis.

3.4 THE INDIGENT EXIT STRATEGY

The municipality in its implementation of the indigent policy has been confronted with the task to assist the registered indigent households to escape the poverty deprivation traps to ensure that households are able to pay for municipal services without accumulating debt; secondly, the city has a task to assist those poor households who are not yet registered to improve their living conditions to prevent them from having to be registered as indigents in the first place and, to this end, the CTMM has put in place a strategic intervention that it uses as a way of reducing levels of indigence in Tshwane called the Indigent Exit Strategy (IES) with a purpose to be able to intervene and be of assistance to those indigent households.

The Indigent Exit Strategy is a poverty reduction strategy for the CTMM which champions the ultimate aim of achieving poverty eradication by linking the indigent to the strategy which is used as a mechanism for tracking households deemed indigent in order to determine when they should be graduated from the indigent register (CTMM, 2010). The strategy seeks to stimulate a variety of different stakeholders to actively contribute to poverty reduction in Tshwane and to provide clear opportunities and channels through which they can do so (CTMM, 2010).

The IES consists of basic elements or components that are developed to guide activities aimed at assisting indigent beneficiaries to graduate from the register. The most important element at the core of the strategy is training or skills development with an intention to enable beneficiaries to be employable or create employment as a way to fight poverty. Training stimulates people's interest and ambitions, provides for positive social engagement, and the provision of training is a possible growth area for SMMEs as well as qualification for specialised employment (CTMM, 2010). The intention is to provide skills training through Further Education and Training colleges so that people can have accredited certificates and either apply for employment or start their own businesses and employ others in need. The second element of the strategy is an employment referral service which is mostly done after the training intervention (CTMM, 2010). The indigent

database is a very powerful tool that can be used to connect potential employers with employees and it is definitely incumbent upon CTMM to ensure that the register is used sufficiently to advance the cause. Priority on employment can be given to the indigent beneficiaries in order to achieve the exit goal.

The city made a conscious decision to encourage entrepreneurship among the deprived individuals (CTMM, 2010). The strategic SMME investments initiative plays a role in supporting aspiring entrepreneurs within the community of indigent households and it is envisaged that the city will invest in supporting this group of people to become developed and profit making business people (CTMM, 2010). The intention is to ensure that the beneficiaries establish cooperatives and supply the municipality with goods and services within their capacity. The city is working on its procurement policies to ensure that they develop cooperatives and upcoming entrepreneurs and this is an opportunity for the indigent households to benefit from and, if seriously utilised, the impact can be positive (CTMM, 2010).

In order to get the flow of information correct, the IES encourages CTMM to provide airtime subsidies, communications conduits and SMS coaching to the indigent beneficiaries to ensure access to telecommunication which can assist indigent households to search for jobs (CTMM, 2010). Cellular phones can be used as a means of communication between the city and the families through calling or bulk sms's in the case of available opportunities such as training and job placements for qualifying individuals. Another critical aspect is the intensification of the role of social workers in the exit programme. At least one social worker is able to visit the registered indigent family to do the applications and to understand the nature of problems encountered for possible referrals and support networks and therefore the intervention of social workers remains important. Lastly, the strategy further emphasises the importance of individual commitments. People registered on the indigent database are expected to formulate a commitment, in writing, indicating a roadmap they intend to take to improve the living conditions of themselves, their households, and their communities as a way to try to instil a sense of purpose and a sense of acknowledgement that they are benefiting from government assistance (CTMM, 2010).

It is worth noting that the CTMM has made strides through the establishment and implementation of both the indigent policy and the Indigent Exit Strategy as commitment to the fight against poverty and mass starvation. People with an income less than two state pensions are exempted from paying municipal rates, receive free basic services such as water, electricity and sanitation are able to redirect their budgets to ensuring that food is available in the family and children are attending schools instead of paying for these basket of services with their limited income (CTMM, 2008). Efforts to assist indigents through elements enshrined in the IES to enable them to be active participants in the economic mainstream are commendable because programmes include skills transfers and capacity building interventions which assist people to get employed or create employment. It should, however, be noted with caution that community development efforts such as the indigent IES have the potential not to succeed if participation is not at the core of the activities.

A view that local people should be actively involved in the design, implementation and monitoring of development programmes has gained momentum largely because it is believed that community participation has an inherent value in ensuring that people have a voice in activities that will affect their wellbeing. Furthermore, participation has a potential to empower communities through organisational capacity, increased political voice and human development (Carney, 1999, p. 98).

Community development theories today are centred on poverty reduction, participation and empowerment and these concepts provide development policies with a sense of purpose and optimism as they suggest a governable environment where people get an opportunity to actively take part in deciding on issues that affect their lives (Cornwall, 2008, p. 3).

The indigent policy adopted by the CTMM is contributing positively in reducing the impact of poverty on the already impoverished by providing the free basket of basic services such as water, electricity and refuse removal which are very important needs for every human being in his/her everyday life. The IES is equally important for empowerment and capacity building which, in the long run, will free the people from being dependent on the state in order to address their needs. The approach is sustainable as qualifying

individuals will be exited from the indigent database. However, a concern is that both interventions are not emphasising the ownership of projects and programmes by communities through participation. The Constitution, the Municipal Systems Act, the Municipal Structures Act and other policy documents reflect participation as an important tool for government to realise the ultimate goal of a better life for all, hence the importance of ensuring that development specialists involve people at community level. While it is not challenged that indigent policy formulation is a national function with very little room for community participation, the indigent exit strategy provides much opportunity for participation hence the research project's intention is around looking at the application of this policy and the involvement of people at local level.

As indicated earlier on, the South African poverty has a particular history of apartheid from which laws were made to ensure that non-European citizens were excluded from major parts of economic benefits. The new democratic government has put in place policies and programmes to reverse the impact of poverty on the previously disadvantaged people. Amongst others is the indigent policy framework which is implemented at the local government level. It remains very important to ensure that the registered indigent people do not permanently remain in the register but are exited. The City of Tshwane is one amongst other municipalities that came up with the indigent exist strategy. To ensure ownership and effectiveness of the approach, community participation has the potential to play a very critical role to realise that goal.

It should be noted that the South African government is playing a critical role in ensuring that plans, public policy and fiscal frameworks are supportive of community participation and that people are provided with an opportunity to elect their local council and that in all parts of the country service delivery is decentralized to local government to ensure people's involvement which includes the Integrated Development Plans from which communities play a critical role in informing what goes into the document. Local government or municipalities are at an interface with communities which makes them to be strategically positioned to ensure that true community participation is embraced at local level. Therefore, it becomes important to evaluate whether local government plays its part in ensuring that community participation is upheld as required by law as well as

the legitimacy of participation as per the academic theoretical point of view. The study focuses on the CTMM's IES and provides a picture of the level of community participation in the implementation of the strategy.

3.5 CONCLUSION

The third chapter of this study discussed poverty in South Africa, looked at the patterns and history of poverty as well as various interventions by government in the form of legislation, policies and strategies to fight poverty. From the national government level, the chapter zoomed specifically on interventions by the City of Tshwane which includes the indigent policy and the IES. The policy is developed from the national framework with intent to provide free basic services to the poor as defined by the South Africa government. The IES is the CTMM's intervention which is developmental in nature and aims at empowering the poor to escape the cycles of poverty. In conclusion, the critical part of the chapter is to bring together the available literature, developed government policies and look at their application at local level. The next chapter will discuss the research methodology which is at the heart of the project approach.

CHAPTER 4: THE RESEARCH METHODOLOGY

4.1 INTRODUCTION

The research methodology chapter outlines the design of the study which provides a high level approach on bringing the plan into action. Amongst other important aspects to be addressed is validity of information collected which plays a critical role in authenticating the work collected and produced. The methodology will as well cover sampling which includes the population to be studied, the type of sampling the data-collection instrument and interviews. Data analysis is important in making sense of the raw data collected and that aspect will be covered in the chapter. The research project had anticipated challenges that might arise especially when data is collected and this aspect has been addressed in this chapter as well. Finally the chapter touches on issues around ethical consideration which includes a consent form for respondents.

4.2 RESEARCH DESIGN

A research design is a strategic framework for action that serves as a bridge between research questions and the execution or implementation of the research (Babbie, 1990, p. 34). Research designs are plans that guide the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in the procedure (Babbie, 1990, p. 50). A research design is a process that involves a set of decisions regarding the topic, the population and the methods for gathering and analysing the data (Lwonga, 2009, p. 4). The following sequential stages by De Vos (2005, p. 34) show how a design bridges the gap between the research question and the execution of the research:

- Stage 1: defining the research question,

- Stage 2: designing the research,
- Stage 3: data collection,
- Stage 4: data analysis, and
- Stage 5: writing a research report.

Research can be conducted to serve exploratory, descriptive or explanatory purposes (Babbie, 1990, p. 18). An exploratory study is research through which the researcher investigates a relatively unstudied topic or a new field of knowledge. A descriptive study is research through which the researcher aims to observe and describe a situation or topic (Babbie, 1990, p. 14), whereas an explanatory study aims to provide causal explanations to phenomenon (De Vos, 2005, p. 44). Furthermore, the distinction between qualitative and quantitative research marks a series of differences in approaches to research. Both approaches base their conclusions on different kinds of information and employ different techniques of data analysis (Lwonga, 2009, p. 47). Quantitative researchers collect data in the form of numbers and use statistical types of data analysis whereas qualitative researchers collect data in the form of written or spoken language, or the form of observations that are recorded in language and analyse the data by identifying and categorizing the themes. A qualitative study is a flexible and non-sequential approach which is more open, fluid and changeable (Babbie, 1990, p. 18).

The research project was exploratory in nature as it intended to evaluate the level of community participation employed by the City of Tshwane on implementation of the Indigent Exit Strategy. An appropriate approach for an exploratory study is qualitative instead of an architectural blueprint (quantitative study) because it is interactive in nature. The choice of the qualitative approach was based on the fact that the research sought to investigate participation and, by virtue of its nature, respondents needed to be actively involved in order to get their detailed views and perceptions as potential beneficiaries targeted for implementation of the Indigent Exit Strategy. The approach is interested in contextualising the interpretation of rich human experience. Furthermore, the choice of a qualitative approach is based on the understanding that qualitative studies are usually aimed at understanding research problems investigated from the point of view of the local

people through active involvement which is developmental (Chambers 1994:957). These approaches are effective in collecting information that is specific about opinions, behaviours, values and social contexts of particular populations. Theoretically the Participatory Rural Appraisal method promotes community activism through verbal interactions in the form of interviews and observations with local people being at the centre of projects as active participants of their own developmental agenda (Chambers 1994:957). The PRA ties up very well with the character of qualitative approaches in research with more relevance to the purpose of this study which will eventually add value in collecting information from the local people (Chambers, 1994, p. 958). An important aspect to note is that the decision on which approach to take was not just at the discretion of the researcher but determined by the research question. Relevant to this study is the qualitative approach which aims to give a clearer understanding of the complex and dynamic psychosocial issues and plays an important role in answering the why and how social questions (Watts, 1991, p. 522).

4.3 VALIDITY

Different writers suggest different validity criteria for qualitative research. For example, Sulaiman & Holt (2002, p. 27). stress truth value and credibility, Lwonga (2009, p. 15) refers to trustworthiness and emphasise authenticity. Qualitative researchers are more interested in authenticity than validity (Straus, 1987, p. 120). Authenticity means giving a fair, honest and balanced account of social life from the viewpoint of someone who lives it every day (Straus, 1987, p. 122). The validity or authenticity of this study in particular is guaranteed because respondents are local people who are beneficiaries of the indigent programme. It is imperative to understand the experiences of the participants from their own point of view, as suggested by Straus (1987, p. 125). Furthermore, validity of this research was achieved and maintained by cross-checking the collection of data through face to face interviews and focus group discussions; comparison was made between individual respondents and groups thereafter. The cross-checks were applied to both the

people who have not been exited yet from the indigent register and those that have been exited.

4.4 SAMPLING

Making a decision on the study sample is a very critical step for any research as it can be unrealistic for one to conduct a study on the total population. Sampling can be defined as selecting part of the elements in a population, in this instance, for research study purposes (Terre Blanche & Durrheim, 2006, p. 39). What qualitative sampling intends to achieve is to draw a representative sample from the population to ensure that study results from the sample can be generalised as a true reflection of the population studied (Terre Blanche & Durrheim, 2006, p. 39). The choice of a sample method is dependent on the type of study to be conducted.

4.4.1 SAMPLING TECHNIQUE

Strauss (1987, p. 214) identifies three sampling techniques relevant for qualitative studies and they are as follows:

Convenience sample: This technique is less demanding and it involves the identification of mostly accessible respondents (Strauss, 1987, p. 218). Convenience sampling is the cheaper and easy to use method approach compared to others; however, it may at times result in poor data quality as well as intellectual credibility (Strauss, 1987, p. 221).

Judgment sample: This technique is commonly used and it is also known as 'purposeful sample'. In here the researcher picks the most useful respondents to answer the research questions as this includes developing a framework of variables that have a potential to channel contributions of participants, the researcher's practical knowledge and the availability of theory (Strauss, 1987, p. 222). This is a more thoughtful strategy beyond

consideration of demography; however, gender, social class and age can be crucial variables (Strauss, 1987, p. 225). Purposeful sampling provides an advantage for research on various subjects such as those with specific experiences and special expertise, and respondents are better positioned to recommend others for the purpose of the study (Strauss, 1987, p. 230). **Theoretical sample:** The last technique is the theory driven sampling which assists in coming up with interpretive theories from new data (Strauss, 1987, p. 231). It is the principal strategy for the grounded theoretical approach and mostly utilised in most qualitative studies that require interpretation.

A combination of techniques was applied for sampling the research participants. Firstly, convenience and random sampling was applied for the indigent beneficiaries. The database of both participants in the register and those that have been exited was used for this purpose. Sampling was done manually from the excel database provided. People were called randomly to check their availability and willingness to participate in the study and the available ones are the ones who were interviewed. Telephone calls and physical visits were done to confirm appointments with respondents. Social workers were sampled on the basis of the work they do and their relevant professional knowledge to the project; therefore, judgement/purposive sampling was applied for this group. Olievenhoutbosch had only two social workers assigned for the programme and they were all participants in the research.

4.4.2 STUDY POPULATION

The population studied was from Olievenhoutbosch in the South of Tshwane in the Gauteng Province. Currently Olievenhoutbosch has 520 households registered on the indigent database (CTMM, 2014).

With reference to the above theory on sampling, judgment or purposive sampling ties in very well with the type of study that was conducted. However, it should be noted that convenient sampling had to be integrated with the purposive method because the cohort that had been exited from the indigent database was not easily accessible. The exited participants were a mixture of those from Olievenhoutbosch and from throughout the City

of Tshwane. The exited participants from Olievenhoutbosch were only those who were exited without assistance of the municipality through the Indigent Exit Strategy hence the researcher had to find other participants from other parts of the city.

It was critical to have the group of beneficiaries that exited with their full knowledge and had received assistance from the municipality through the IES as they would provide very insightful and first-hand experience on the IES since they had first-hand experience of the IES and that made them very relevant to the case study. The indigent beneficiaries in the register, those exited and the social workers were useful respondents to the study as they were in a better position to provide more insightful information by virtue of their status in the indigent programme. The aspect of gender was not a factor since it did not have a direct effect on the outcomes of the study which only intended to investigate the level of community participation in the indigent exit strategy. However, a picture was drawn on how the municipality provides opportunities between genders though this was not the focus.

4.4.3 THE SAMPLE SIZE

Two categories of the indigent beneficiaries were sampled and they were those beneficiaries who were exited from the indigent programme/database and those that were still registered in the indigent database of the City of Tshwane. A total of twenty two respondents participated in the research as indicated below:

- The first group was ten beneficiaries who are still in the indigent database/programme. Face to face interviews were conducted with each individual from this group. Thereafter the same respondents were divided into two groups of five individuals in each group where focus group discussions were conducted.

Note that respondents were interviewed twice, in both face-to-face interviews and focus group discussion for the purposes of validity.

- The second group was ten beneficiaries who had been exited from the database. Only face-to-face interviews were conducted with individuals from this group. The group was further divided into two sub groups:
 - The first group of five participants was those beneficiaries that were exited from the database without their knowledge and without any intervention by the municipality's IES.
 - The second sub-group of another five was those beneficiaries that were exited from the database with their full knowledge and intervention or assistance from the municipality through the IES.

Lastly, two social workers responsible for the indigent programme in Olievenhoutbosch were interviewed in a face-to-face interview individually.

The reason for not having a focus group discussion from the exited cohort is because of the difficulty in getting them in one group since they were working during the day and staying in different townships across the city. The two social workers responsible for the indigent programme in Olievenhoutbosch were interviewed on a one-on-one basis to get the gist of how the programme is run on a day-to-day basis to pave the way for the actual interviews with indigent beneficiaries. The number of respondents for both the face-to-face interviews and the focus group discussion was manageable for a qualitative research. The choice of face-to-face interviews was based on the ability of the method to allow a respondent to freely express their views without any direct or indirect intimidation from external forces (Knutson, 2006, p. 53). Focus group discussions assisted in having collective views from same beneficiary group with the potential to provide rich information. The second important aspect of group discussions was that they triggered debates that brought forth rich information. The observations approach was not chosen because exiting people from the database is not an event but ongoing with uncertainty about when the interventions will take place. That choice would have posed a risk to the research project timelines. Emails and telephone interviews could not assist in a research that seeks to investigate and promote active community participation.

In qualitative research the quantity of respondents is not critical but the focus is on quality of information collected from the respondents (Babbie, 1990, p. 92). The size of the sample is appropriate for a qualitative study which provides richly descriptive results and thus transferrable to other human contexts, rather than emphasizing the use of quantitative data to be statistically analysed and generalised (Babbie, 1990, p. 92).

The respondents were sampled solely on the basis that they are and some were once beneficiaries of the programme and therefore are well positioned to provide relevant and sufficient information required to inform future innovations moving forward.

The procedure to access the respondents was through a permission database from the City of Tshwane. The social workers and a volunteer from the area played a critical role to contact those beneficiaries to avail themselves for the study. Two years of stay in the indigent database was considered for those beneficiaries who were still on the register so as to provide rich information on the policy implementation.

4.5 DATA COLLECTION

Qualitative data was collected through two methods, focus group discussions and face-to-face interviews. Two focus group discussions and face-to-face interviews were conducted with the beneficiaries who were still in the programme for validity purposes as indicated above. Thereafter, face-to-face interviews were conducted with the cohort that has been exited from the indigent database. Interviews and focus group discussions provide a platform for people to freely express themselves without being channelled through a questionnaire. Rich, detailed and qualitative information can be obtained by using both the approaches as indicated above.

Individual interviews were conducted with the participants using a semi-structured interview schedule in order to avoid imposing a predetermined frame of reference on the data as much as possible. The interview involved a sequence of broad to progressively narrower questions (a funnel sequence) to ensure that a broad range of categories were

addressed. The questions were constructed by the researcher on the basis of the review of literature presented in the previous chapters and consisted of structured and unstructured questions aimed at addressing the research questions. The focus group discussion took the same path; however, it was not a prescriptive but a flexible process to allow participants to express themselves. Face-to-face interview duration was at a minimum of one hour to a maximum of two hours per individual respondent, this includes interviews with the social workers as well. The two focus group discussions took three to four hours for each to allow respondents to freely express themselves since such discussions opened up good discussions.

A set of themes based on the research problem and objectives were used as a guide for data collection, and flexibility was applied based on how the interviewing responses unfold. A note pad was used to record all data collected during this process. Discussions provided space for participants to voice their views on how the municipality approaches participatory development and its impact on their involvement. The literature on participatory community development played a critical role in conjunction with outlining different techniques of participation which institutions can tap depending on their context and provided a framework for the design and use of the questionnaire.

4.6 QUALITATIVE DATA ANALYSIS

Terreblanche & Durrheim (2006, p. 58) state that a key to doing a good interpretive analysis is to stay close to the data, to interpret it from a position of empathetic understanding. This was realized through the researcher being actively involved with the data which in the qualitative approach is analysed as it is collected, meaning that the two processes run simultaneously.

The steps followed in data analysis were as outlined by Terreblanche & Durrheim (2006, p. 62):

The first step is familiarisation and immersion and it involves reading the text many times, making notes, drawing diagrams and brainstorming (Terreblanche & Durrheim 2006, p. 66). The step helped in knowing the data extensively. The second step applied was to develop themes to help categorise the data according to how sub-themes relate to one another. Different themes make data more interesting. In coding, coloured markers were used to highlight pieces of texts that belong to the same themes. On elaboration, a thorough look at the developed themes was applied to have a clearer understanding. This resulted in reorganizing or re-coding themes. Thematic categories or subheadings were developed in order to orderly organize the data. Lastly, the data was analysed and interpreted to make sense of it and reach a conclusion to answer the research question.

4.7 LIMITATIONS OF THE STUDY AND ITS METHODOLOGY

As the researcher, I acknowledged methodological shortcomings identified in the project and did troubleshoot where necessary, especially with sampling. For example, getting people together for a focus group discussion was a challenge due to different commitments that people had but several attempts were made until the goal was realized. The researcher noted down the discussions as interviews were unfolding. Secondly, some respondents were hearing it for the first time that they were exited from the indigent database; they did not receive information about that and the researcher had to deal with the situation professionally.

Another challenge to the project was access to the participants who had been exited as they were active in the economic mainstream. Weekends and after work hours were scheduled for interviews. Olievenhoutbosch did not have participants who were exited from the register through direct assistance by the municipality as the owner of the IES and as such participants were sourced from other regions of the city and this provided an opportunity to learn from other areas. The data collection method had the potential to miss critical questions that as a researcher I might realize when analysing the data; however, such questions can be used as a learning curve for future research projects.

Questions on the study were constructed in English and Gauteng Province has a mixture of different languages some of which might be unknown to the researcher. In qualitative studies, self-reported data is one other limitation and the researcher relied on data provided by the respondents, i.e., social workers might provide biased information to protect their employer but interviewing two of them assisted in cross-checking the data collected. As indicated above, minimizing some of the risks included sourcing exited respondents from other regions in the city. Secondly, cross checks were done to compare the responses provided to minimise the element of bias. This was done through interviewing two social workers separately as well as having two focus group discussions and face-to-face interviews.

4.8 ETHICAL CONSIDERATION

The study has ethical implications as it is mainly focused on people. The following are ethical considerations that the process and implementers adhered to:

Anatomy and respect for the dignity of persons: All research participants were provided with voluntary informed consent forms to sign. Identities of participants' communities were protected, and respondents were given names that were not theirs for the purpose of anonymity in the study. The study ensured that harm or wrongs to participants were minimized and avoided. Benefits of the research to the people included an enhanced consciousness on the participation of the marginalized within government structures to make decisions that will map local development direction. Knowledge and capacity of people to legally demand fully-fledge public participation was the core of the study. People were in this study treated with fairness and equity in all stages of the research. The study maintained a collaborative partnership with the community where details will be open for public scrutiny. The researcher was sensitive to the values, cultural traditions, and practices of the community. The objectives and purpose of the study were communicated to all respondents. Before the researcher started with interviews, a

consent form was provided and thoroughly explained to the respondent and they were all asked to sign it without being forced to do so.

4.9 CONCLUSION

The chapter outlined the approach of the research project with the choices of methodologies applied. The sampling method, size and geographic population were clearly outlined. The approach in terms of how the data was analysed has also been discussed. Critical to any study is the ethical consideration and in this case all participants were given a consent form to sign, and the form was explained thoroughly to all participants. The respondents' identities were protected as they were given names for the purpose of this study. The next chapter will be dealing with the findings of this research project and the detailed analysis of the collected data.

CHAPTER 5: RESEARCH FINDINGS AND DATA ANALYSIS

5.1 INTRODUCTION

This chapter will be zooming onto the responses participants gave from data collected to reflect on the findings, make interpretations and do analysis. The contents of the chapter in its sequence starts by providing a summary of the steps used when analyzing this data; secondly, it looks at the demographics of participants and thereafter organizes the data into themes and sub-themes according to the three categories of research participants which were:

- Those participants who were still in the indigent register;
- Participants who have been exited without their knowledge and interventions from the municipality in the form of assistance through either job placement, capacity building or start-ups for aspiring entrepreneurs as outlined in the Indigent Exit Strategy; and
- Those beneficiaries who have received an intervention from the municipality that assisted them to improve their living conditions and as a result be deregistered from the indigent database.

A comparison between these groups was applied to address data validity and reliability. The literature review played a critical role in interpreting and analyzing the research findings. Interviews conducted with social workers were used for the purposes of validating some of the practices in implementing both the IES and the indigent policy.

5.2 RESEARCH FINDINGS

Social Workers were the first to be interviewed on the programme in order to lay the ground for the whole research project prior to engaging the beneficiaries and below are some of the questions asked, their key responses and an overview:

In order to protect their identity, for the purpose of this research the respondents below were named Social Worker A and Social Worker B.

The first question asked was intended to establish how long the officials had been working in the programme in order to determine if they would be able to provide rich information based on their experience in the programme and the question was: *How long have you been employed as a social worker on the indigent programme?*

For this question both Social Workers A and B started working with the Tshwane communities in 2011 doing the indigent work. Social Worker B said, "The duration I have spent doing the indigent programme in Olievenhoutbosch has given me experience and I have built a rapport with the community, we understand each other."

What is your role as an official in the indigent programme?

Social Worker A and Social Worker B have a similar job description and their responsibilities include planning and coordinating activities to ensure registration of qualifying beneficiaries. This includes conducting awareness through road shows and ensuring implementation of door-to-door programmes. They ensure programme monitoring and evaluation and make recommendations for municipal services including indigent burial. They also establish partnerships and link indigent beneficiaries with job opportunities.

What has been your experience on the indigent programme?

Social Worker A indicated that the registration process in the indigent database is very helpful for people who cannot afford it; it makes a great difference in their lives. "Testimonies that we get from the beneficiaries themselves is an indication that the

community is happy about the programme especially those who come in with huge municipal debts that get cancelled immediately after registration”.

Social Worker B stated that, one challenge is that when people are registered, they eventually do not want to be deregistered from the database due to benefits received. There are government employees who give false information for registration. Interference from local leadership poses a threat to the smooth running of the programme which includes registration and exit. Some community members do play a critical role of reporting the people who are fraudulently registered but the challenge is with the capacity of the social workers to make follow ups. The officials further indicated that most people in the communities do not participate in consultation programmes and dialogues when invited unless if it is announced that catering will be available.

The following set of questions and responses put focus on the IES itself and the first question was intended to establish if the social workers themselves are hands on in terms of understanding the IES and their role: *What is your understanding of the city's indigent exit strategy?*

Both Social Worker A and Social Worker B have a similar understanding of the IES as the city strategy that is aimed at empowering the indigent community so that they can be economically stable and thereafter be exited from the database when their living conditions have improved.

What is the role of social workers in the IES?

Both social workers indicated that their role in the IES is to conduct verifications and evaluations at the houses of the registered indigent people to check if they still qualify to be on the register. Social Worker A said, “Should I find that a particular household has improved living conditions, I write a report to recommend that they be removed from the database and give reasons” while Social Worker B stated, “In terms of the IES itself, my role is limited to evaluation because it is only the two of us working in this area and the job becomes too much to handle, therefore I do not necessarily play a role in assisting the indigents to find jobs or start businesses”. She further made a recommendation that the

municipality needs to hire officials who should be responsible for that role as it requires dedicated people.

How have communities been active in the indigent exit programme?

Social Worker A: “Communities are not actively involved so far because there is no clear intervention to fully involve them in the IES and the only time we involve them is when there is maybe a training programme and we send them phone sms’s to attend”. In concluding the answer to this question she indicated that there is room for improvement.

What are the challenges experienced when implementing the programme?

Both social workers indicated that the IES is currently not effective due to lack of funds and commitment to implement the strategy. There is too much interference at both registration and exit by some community leaders and that poses a challenge to officials.

What are your general recommendations?

Social Worker A indicated that indigent families need to be prioritised for economic opportunities such as jobs and as suppliers of goods and services to the municipality. Empowerment programmes should be geared towards preparing them to provide such services. The community itself needs to be given space to come up with their own ideas of programme implementation. Integration of services is critical in improving the implementation of the indigent programme.

Social Worker B suggested that there have to be control mechanisms in terms of interference about who should get opportunities when available. The IES should be prioritized. All city departments should be role models to outside stakeholders by contributing to assisting the indigent communities towards their exit. A budget should be made available for the exit strategy and stakeholder relations should be strengthened.

THE INDIGENT BENEFICIARIES

The researcher as guided by the project plan collected data using both focus group discussions and face-to-face interviews. The data was gathered from different groups within the indigent community and the collection process was outlined per group of respondents as categorized below:

The first category of respondents interviewed was that of beneficiaries who were still on the indigent database (not deregistered/not exited because their living conditions had improved):

For this group, two approaches were used. Face-to-face interviews were conducted with ten participants.

Secondly, two focus group discussions were conducted with the same ten respondents/participants, five for each group. The purpose of this dual method of data collection was to address the question of data validity and reliability.

The second group interviewed was the participants that had been exited from the indigent database. These people got exited due to changes in their status of being indigent and in this case improved living conditions were a factor considered for their exit.

In this group ten participants were interviewed. The group was subdivided into two groups.

Five participants were those who had been exited after finding out from the evaluation that their living conditions had improved but this improvement was not as a result of direct assistance from the municipality with interventions such as skills development, job referrals, entrepreneurial assistance and others.

The other five participants were those people who got direct assistance from the municipality and as a result their living conditions improved and as such they were deregistered or exited from the indigent database after the intervention. The participants in the study were from Olievenhoutbosch in the South of Tshwane except those that were

deregistered through the municipal intervention. This group of people could not be found in Olievenhoutbosch but came from different parts of the city. The research findings, data interpretation and analysis were categorised into sections and sub-sections per a particular group. The categorization assists the reader to easily understand the flow of information.

It should be noted that the initial plan of this project was to interview only five beneficiaries who had been exited from the database; however, it was noted when conducting the interviews that all the respondents were exited from the database without their knowledge and were not part of people who were exited as a result of the IES interventions. Since research projects are not static, the researcher had to change the plan and request those beneficiaries who had been exited with their full knowledge and through interventions by the municipality as stipulated in the IES.

5.3 SECTION A: INDIGENT BENEFICIARIES WHO ARE STILL IN THE INDIGENT REGISTER

This section focuses on biographical information and outlines data in the form of themes and sub-themes in relation to data collected from those beneficiaries who are still in the indigent database of the City of Tshwane.

SUB-SECTION 1: BIOGRAPHY OF RESEARCH PARTICIPANTS

The background information/biography of the participants was collected during the face-to-face interviews. The group was comprised of ten respondents who were indigent by virtue of their economic status and were in the indigent database of the City of Tshwane receiving the benefits of free basic services such as water, electricity, refuse removal and burial.

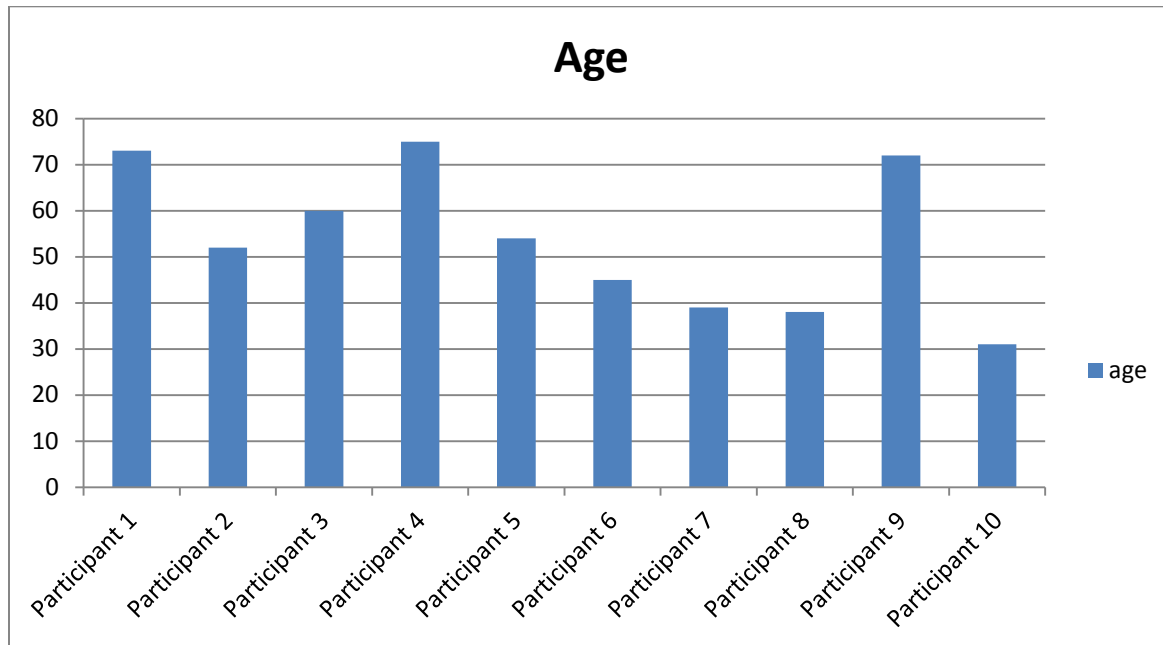
To protect their identities, respondents were named as listed below (not their real names):

- Respondent 1: Joseph
- Respondent 2: Keorapetse
- Respondent3: Ngaka
- Respondent 4: Tebello
- Respondent 5: Kgadi
- Respondent 6: Mmoloki
- Respondent 7: Meisie
- Respondent 8: Nkulu
- Respondent 9: Nthabiseng
- Respondent 10: Mmatlala

TABLE 3: BIOGRAPHY OF PARTICIPANTS: INDIGENT BENEFICIARIES

PARTICIPANTS	1	2	3	4	5	6	7	8	9	10
AGE	73	52	60	75	54	45	39	38	72	31
GENDER	M	F	F	F	F	M	F	F	F	M
RACE	B	B	B	B	B	B	B	B	B	B
LEVEL OF EDUCATION	S 5	S 2	0	S 8	S 8	S 5	S 5	S 8	0	S 10
EMPLOYMENT STATUS	U	E	U	U	U	U	U	U	U	U
DURATION OF INDIGENCY	2 yr	X	2 yr	1 yr	X	5 yr	3 yr	X	X	5 yr

TABLE 4: AGE DISTRIBUTION GRAPH FOR THE GROUP STILL IN THE INDIGENT DATABASE



Codes:

Gender: M= Male F = Female

Race: B= Black W= White I= Indian C= Coloured

Level of Education G= Grade passed 0= Never attended school

Employment status: E= Employed U= Unemployed

Duration of indigence: Yr = Year

Generally, the research participants' age range is a mixture of those who can still work and pensioners. The youngest is 31 years of age and the oldest is 75 years. Four of them are pensioners and six are working age people with one youth among them. The cohort is dominated by female with seven while three are males. All participants are black Africans. There is only one person who completed Grade 12 and two that completely did not attend schooling. The majority attended but never reached standard 10/grade 12. The group is dominated by unemployed participants and one employed as a domestic worker. The period during which this group has been on the indigent database ranges from two to five

years. Four participants indicated that they cannot remember when they were registered as indigent in the database.

SUB-SECTION 2: THEMES AND SUB-THEMES FOR INDIGENT BENEFICIARIES IN THE INDIGENT DATABASE

TABLE 5: THEMES AND SUBTHEMES FOR THE GROUP STILL IN THE INDIGENT DATABASE

<u>THEMES</u>	<u>SUB-THEMES</u>
The indigent registration process	Experience during application Verification of applications (information verification) The involvement of community in the process
Implementation and monitoring of the programme	Role players during monitoring Involvement of community
Communication	Awareness of the programme Alerting community on opportunities Provision of feedback at all stages
The role of the community	The role played by the community at all stages of the programme
Understanding the indigent exit strategy	Knowledge and information Capacity building/skills development
Livelihoods of programme beneficiaries	Family livelihood

The indigent beneficiaries who were still on the register were interviewed to provide background information to the implementation of the indigent programme from its inception and to reflect on community participation issues that come up within the process. This process starts from when they are registered, and looks at the roles they play during their tenure as indigent beneficiaries as well as how they get actively involved as community members during programme implementation.

THEME 1: THE INDIGENT REGISTRATION PROCESS

Below are the sub-themes within the registration phase reflecting the kind of assistance that people were getting from the officials entrusted with the responsibility to deliver on the programme, the communication approach employed, verification of application information and the involvement of the community itself.

SUB-THEME 1.1: EXPERIENCE DURING APPLICATION

This theme intended to find out from participants if they found the indigent application process easy to follow. Secondly, it aimed to find out from the participants themselves if they saw any role that could be played by the community in this phase of implementation.

What was your experience during the application process?

The data collected revealed that the indigent beneficiaries found it very user-friendly to complete the registration process with the assistance of officials. Keorapetse indicated that they were given forms to fill in and social workers were there to assist whenever a need came up. Mmatlala indicated that the registration process was user-friendly; the municipal officials did not want a lot of complicated things for registration purposes.

Secondly, an indication was made that due to the supportive role played the social workers, the registration process was very simple to follow.

Joseph stated that while social workers are busy with other functions they have to perform, community volunteers can assist with the completing of forms especially for the people who did not go to school. This will assist the unemployed and out of school youth to get exposure to the work environment and at the same time making valuable contributions to the development of their communities. Despite the positive aspects identified, the general feeling of participants is that there are longer and slow queues during registration but the problem can be minimized through community involvement in the process.

THEME 2: VERIFICATION AND MONITORING AND OF PROGRAMME IMPLEMENTATION

Theme 2 intended to find out from participants as members of the community if they had played any role when verification of applications was conducted as well as the monitoring aspect of the programme. According to the Social Workers implementing the programme, after an applicant completes the application process, there has to be verification to authenticate the information provided against livelihood of potential beneficiaries at their homes. This part has a lot of work and is usually done by social workers as mandated officials.

Tell me about the home visits conducted for verification?

The data collected revealed that social workers did indeed conduct verification but in certain instances the verification process was not done citing the possibility of short-staffed officials. Below are some of the responses:

Ngaka's response: "Some officials from the city visited my place and I am not sure if they were verifying the indigent registration because they came a long time after I submitted

my forms and the application was approved”. Tebello said that no one had ever visited her place for any form of verification. She further indicated that the communities were not actively playing a role in either of the phases except for when they submitted their information for registration. Mmoloki said that he was told by his neighbour that a social worker came to visit his place but he was not there. An appointment was not made hence they could not find him. Kgadi stated that even if there were visits conducted by the municipal officials, they were not related to verification of the indigent registration. “As communities we did not have any role allocated to us to play in the process”. Generally, participants were actually saying that verifications were not sufficiently conducted and there was no role given to communities to play in this programme especially at this phase of implementation.

THEME 3: COMMUNICATION

Communication plays a very important role in all aspects of life. Community participation is possible if there is an effective engagement between stakeholders as this plays an important role in the flow of information (UNDP, 1996). This part of the research focused on the awareness provided by the city on the indigent programme, how the beneficiaries get feedback on engagements and, lastly, how information about available opportunities was disseminated to deserving people.

SUB-THEME 3.1 AWARENESS OF THE PROGRAMME

How did you know about the indigent programme?

The collected data revealed that participants knew about the programme through different avenues which included community radio stations, local newspapers, community structures, and customer care centers, as well as from fellow community members.

People who are active within community structures got information about the indigent programme from their organisations which included churches and political formations.

To mention but a few, Meisie, Nkulu and Nthabiseng indicated that they knew about the indigent programme when the municipality conducted a road show. They did loud hailing to the community and I got the invitation from there. Joseph had this to say, “My neighbour told me about the programme after coming back from registration and I had to rush but the officials were gone at the time. I therefore went to make enquiries at the customer care center where I was referred to social workers”; “The councilor told us about the indigent programme at the ward committee meetings. The last respondent indicated that he was advised by customer care officials after explaining his difficulties of paying municipal rates and taxes as well as water and electricity due to affordability. All participants from both face-to-face and focus group discussions knew about the programme through different channels.

SUBTHEME 3.2 FEEDBACK AT ALL STAGES

All respondents in this cohort indicated that they were not informed directly of the outcomes of their applications. Mmoloki had this to say, “I did not receive any formal communication but only saw a refund on my rates and taxes statement and went to ask; that is how I knew that my indigent application was successful”. The trend of not communicating application feedback was seen in all interviewed groups and they only made assumptions after seeing the municipal bill with discounts and previous debts being scrapped.

SUB-THEME 3.3 ALERTING COMMUNITY ON OPPORTUNITIES

Out of the whole ten, only Tebello indicated that she was invited to a workshop on cooperatives by the municipality. The method used to communicate with her was through a sms from the social worker. She finds it very important for the municipality to communicate with them whenever there are such opportunities because they can be life changing opportunities for indigent beneficiaries.

THEME 4: THE ROLE OF COMMUNITY IN IMPLEMENTING THE INDIGENT PROGRAMME AT ALL STAGES.

What has been your role in implementing the indigent programme?

At the registration phase participants indicated that their role has been that of recipients of a programme provided to them by government. They were informed about the programme and were told to bring documents when making applications. During monitoring, officials would come with their checklists and their role was just to respond to questions asked. Two participants responded as follows: Mmatlala stated, “There was no role to play other than to respond to what the officials wanted at that time”.

Kgadi indicated that the role he played was that he was only listening and responding to questions as asked by the social worker but there was no defined and communicated active role played by the community.

The concern raised by the participants is that there is no clear role to play as community members in programmes implemented by government other than being told what to do and the feeling was that they are passive people in development programmes intended for them.

THEME 5: THE LIVELIHOOD STRATEGIES OF BENEFICIARIES

The data collected during interviews showed that participants are mostly unemployed and their main source of income is social grants. Nthabiseng indicated that her son gets temporary jobs to deliver perfumes. The respondent herself receives an old age and child support grants. Nkulu said, “I am employed as a domestic worker and have to ensure that children eat, clothe and go to school”. Ngaka has a tenant who rents a back room and the income gives her added income on top of the government grant she is receiving.

THEME 6: UNDERSTANDING THE INDIGENT EXIT STRATEGY

This theme was aimed at establishing if the beneficiaries of the indigent programme know about the exit strategy and its contents in line with what is expected of them throughout their tenure in the database.

SUBTHEME 6.1 KNOWLEDGE AND INFORMATION

What do you know about the indigent exit strategy?

The data collected revealed that the beneficiaries are not aware of the fact that the city has a strategy to exit the indigent beneficiaries. The policy itself indicates clearly that people will have to ensure that they participate in municipal programmes as a way to assist to link them to opportunities but the information did not as intended reach the direct beneficiaries of the programme. Joseph had this to say, “I have never heard or seen the strategy being spoken about”. This response was similar from both the focus group and the face-to-face interviews and applied to all participants.

SUB-THEME 6.2 CAPACITY BUILDING/SKILLS DEVELOPMENT

The data collected reveal that from all the interviewed participants only Nkulu (one person) had an opportunity to attend those training initiatives rolled out or facilitated by the municipality and the rest of the participants did not get that chance. The intervention was a one day training which Nkulu felt was critical but the duration provided was unhelpful as more information was required. Kgadi had this to say, “Though I am already old, I have unemployed children that need those opportunities and I would like the government to effectively communicate with us when such opportunities arise so that we can take advantage and benefit”.

5.4 SECTION B: THE EXITED INDIGENT BENEFICIARIES FROM THE DATABASE

This section comprises of research findings from the cohort that had been exited from the indigent database as beneficiaries of the programme. As explained earlier on, the participants were ten in total. The first five (hereafter referred to as ‘group A’) was the group with whom the municipality had interventions to assist them with economic empowerment and was deregistered after the success yielded from the intervention or assistance. The second group of five participants (hereafter referred to as ‘group B’) were those who were exited after the evaluation outcomes conducted by social workers. They revealed that their income and livelihood status had improved and according to the indigent policy they did not qualify to be in the register but the city did not have a direct role to improve the group’s living conditions, unlike group A.

This section is divided into two sub-sections. The first sub-section deals with the biographical information of research participants. The second subsection pays attention to themes and sub-themes based on the collected data from the exited indigent beneficiaries from the database.

SUB-SECTION 1: BIOGRAPHY OF RESEARCH PARTICIPANTS

The biographical information of respondents was collected through face-to-face interviews using a questionnaire but applying flexibility whenever a need arose. The five exited indigent beneficiaries were from Olievenhoutbosch and the other five were sourced from different parts of the city. The names used for the participants are not their real names but only for reference.

GROUP A

The participants 'names are listed below (not their real names but names used for the purpose of this feedback to protect their confidentiality):

- Participant 1: Tumelo
- Participant 2: Thapelo
- Participant 3: Tshidi
- Participant 4: Paul
- Participant 5: Philemon

TABLE 6: BIOGRAPHY OF THE GROUP EXITED WITHOUT IES INTERVENTION

PARTICIPANTS	1	2	3	4	5
AGE	28	37	37	36	34
GENDER	M	M	F	M	M
RACE	B	B	B	B	B
LEVEL OF EDUCATION	S 10	S 10	S 10	S 10	S 10
EMPLOYMENT STATUS	E	E	E	E	E
DURATION OF INDIGENCY	3 yr	2yr	3 yr	3 yr	4yr

This group of people that the municipality assisted to be deregistered from the indigent database are generally young compared to the other group. Their ages range between 28 and 37. They have all passed grade 12 with participant 4 (Steven) having a diploma in policing and a certificate in criminal law. Tshepo dropped out of tertiary education because of financial constraints. There is only one female and four males. All participants are Africans (Black).

GROUP B

Names of participants in group B (not real names for reasons given above):

- Participant 1: Tshepo
- Participant 2: Tiisetso
- Participant 3: Thembi
- Participant 4: Thoko
- Participant5: Yvonne

TABLE 7: BIOGRAPHY OF THE GROUP EXITED WITH IES INTERVENTIONS

PARTICIPANTS	1	2	3	4	5
AGE	58	42	46	55	44
GENDER	M	M	F	F	F
RACE	B	B	B	B	B
LEVEL OF EDUCATION	S 2	S 5	S6	S 8	S 5
EMPLOYMENT STATUS	SE	E	SE	SE	E
DURATION OF INDIGENCY	5 yr	3yr	4 yr	4 yr	4yr

Codes:

Gender: M= Male F = Female

Race: B= Black W= White I= Indian C= Coloured

Level of Education G= Grade passed 0= Never attended school

Employment status: E= Employed) U= Unemployed SE= Self-employed

Duration of indigence: Yr = Year

Generally, the research participants from group B are adults between the ages of 42 to 58 with only one nearing the pension age. The youngest participant is 42 years. These figures indicate that from this exited cohort there are no young people. Gender is nearly balanced but female dominated with three females against two males. All participants are black Africans. There is one from the group who completed grade 12 but all had an opportunity to attend formal schooling. The group has a mixture of employed and self-employed participants. The period during which these people have been on the indigent

database ranges from three to five years the majority of them being four years in the programme.

SUB-SECTION 2: THEMES AND SUB-THEMES

The data collected from the two groups of participants that have been exited from the City of Tshwane indigent database is organized into themes and sub-themes.

TABLE 8: THEMES AND SUBTHEMES FOR THE GROUP EXITED FROM THE DATABASE

<u>THEMES</u>	<u>SUB-THEMES</u>
The indigent deregistration process	<ul style="list-style-type: none"> The unfolding of the indigent deregistration process The role played by stakeholders The involvement of the community
Communication	<ul style="list-style-type: none"> Awareness of the indigent programme Alerting community on opportunities and giving feedback
Understanding the indigent exit strategy	<ul style="list-style-type: none"> Knowledge and information about the Indigent Exit Strategy Capacity building/skills development programmes Roles played by the community
Livelihoods of programme beneficiaries	<ul style="list-style-type: none"> Living conditions of participants and their families
Opportunities and challenges	<ul style="list-style-type: none"> Opportunities for participation Short comings of the programme Recommendations by participants

Generally, from the data collected, it is worth noting that these two groups of exited people from the indigent database have different views in terms of how the deregistration process unfolded, their experiences and views around community involvement and the role played by the municipality in implementing the indigent programme.

THEME 1: THE INDIGENT DEREGISTRATION PROCESS

Theme 1 has three sub-themes which are how the indigent deregistration unfolded, the role played by stakeholders and the involvement of the community itself in the process. Themes and sub-themes will be categorized under the two groups, A and B, as was done earlier on.

SUB-THEME 1.1 INTERVENTIONS BY THE CITY TOWARDS EXIT

The sub-theme looks at the role played by the city to assist the beneficiaries to get exited from the indigent database due to improved living conditions.

GROUP A

All the respondents in group A were offered a bus driver learnership and were placed within the city's Department of Roads and Transport. After the learnership, all five were permanently absorbed as bus drivers. Here are their responses on how they got access to the opportunity.

Tumelo in his response indicated that it was on a Sunday when he got a call from the CTMM official who asked him if he had a driver's license. Then she told him about the learnership programme. Thapelo's response in his own words was, "At home they were having a huge municipal bill. My father went to seek assistance from the municipality about his inability to pay the bill because of poverty levels at home. Social workers therefore made a promise to assist one person within the family to get a job provided they will rescue the living conditions". Tshidi said that there was an advert for the learnership seeking people who are within the indigent database and she did a normal job application and her CV was submitted to the social worker servicing their area for consideration. At that time both his parents had passed on and there was no one working at home. Paul's municipal bill was very high and letters of demand were coming every month. He

therefore took an initiative to go and speak about his case with the municipal officials as a way to get help. The social worker assisted with scrapping the bill and advised him to submit his CV for the learnership. Philemon became aware of the available opportunity from a community development worker from ward 30 at a youth forum meeting. He therefore took details of the opening from a pamphlet that was posted at the community hall.

How the process unfolded was similar to everyone and here is what one respondent had to say: Paul indicated that after he submitted his application, he received a call inviting him to interviews. After interviews, he got another call that told him that his application was successful and he was therefore enrolled in a driver learnership programme for a year. After completing the programme he was permanently hired as a municipal bus driver.

Group B

All respondents in group B indicated that they did not get any assistance from the municipality for their exit and there was not even a single intervention made.

GROUP A

SUB-THEME 1.2 HOW THE DEREGISTRATION PROCESS UNFOLDED

RESPONSES

Tumelo received a letter from the city indicating that his family had been deregistered from the indigent database and they had to start paying their municipal debts. He was happy with the deregistration which for him was a smooth process and he was now making payments normally like any other responsible citizen. Thapelo was removed from the database immediately after signing the permanent appointment letter. Officials from the finance department told him in advance that he was going to be removed due to his improved living condition. Tshidi indicated that she did not know if her family was removed from the indigent database, she was not sure if they had been removed already.

Maybe her mother knew as she was the account holder but she (Tshidi) was in the dark. Paul said that he was not told about deregistration. It was fair if everything was kept in the open from the beginning but he was not complaining because he had a better life now. He just received a bill without the benefits of being indigent. He started paying for his bills and had no worries about it because the municipality really helped him. Philemon stated that he was still not deregistered from the indigent database but had tried several times to get assistance to be removed; however, the process was slow and he was continuing to make follow-ups with the city officials. He took an initiative to get himself deregistered but as yet he was not removed from the database. He further indicated that he would not have done anything if he did not know about the deregistration aspect of the programme. Responses from all participants varied in terms of how they experienced the deregistration. While some were prepared from the initial phase about exit, others were taken by surprise.

Group B

In this group, beneficiaries indicated that they were not aware that they were exited from the database or were in the process of being exited. Their concern was that the incomes they have are unreliable and unsustainable. Responses from participants are similar.

Tiisetso had this to say, "It would paralyse me to again pay the municipal rates because of the responsibility I have against the income I am earning, I request that I be excluded from that arrangement because I will not be able to afford". Yvonne herself indicated that it is for the first time that she hears from the researcher that she has been exited from the indigent database. This matter would have been contested had she known because her income is not sustainable and still she remains very poor.

SUB-THEME 1.2: THE SUPPORTIVE ROLE PLAYED BY SOCIAL WORKERS IN THE EXIT PROCESS

This sub-theme seeks to establish if social workers as custodians of this programme were actively involved in ensuring that the process goes according to plan and the community (beneficiaries) becomes happy as one important stakeholder of the programme.

Group A

Tumelo stated that the social workers only exposed him to this opportunity but he was never checked after that process. He does not think they know what is happening with him now in regard to his livelihood. The second respondent which was Thapelo said that he only got support from the Department of Transport where he was placed. Social workers played a minimal role. Tshidi indicated that the social worker checked if they are okay through telephone calls but she never came physically to have contact sessions with them. Paul's response was that there was no contact with Social Development after placement in the learnership. Lastly on this question Philemon said that one official from Social Development came to visit the learners on site on one occasion but there was no supportive role during the internship.

Group B

All the five respondents indicated that there was no supportive role received in terms of the deregistration process but agreed that this process was completely different to the registration phase. Thembi in her response had this to say, "I would maybe identify some element of support only if I knew that I was deregistered or in the process of being deregistered from the indigent database".

SUB-THEME 1.3: THE INVOLVEMENT OF THE COMMUNITY DURING THE INDIGENT DEREGISTRATION PHASE

The purpose of this sub-theme is to check the extent to which communities actively participate in the exit process through the kind of roles they play as beneficiaries of the programme.

Group A and B

Generally, both group A and B indicated that their active involvement in the programme was very minimal. The beneficiaries did not have a clearer role to play. Group A was passive in a sense that they just got information about the bus driver learnership and their participation only went from the application, to interviews and then the learnership itself. People are deregistered from the database without prior negotiations and the process does not consider the relationship between incomes received in the family against the number of people benefitting from that income. The data further revealed that people's involvement in the registration phase was limited to filling in application forms, participating in site visits by responding to questions and providing officials with required supporting information and with the exit stage it was only the participation in the learnership programme.

THEME 2: COMMUNICATION

Sub-theme 2.1 wants to establish if there is effective communication between the community and the city in implementing the Indigent Exit Strategy. Central to the communication aspect is to check the level of conveying information, provision of feedback and keeping the community abreast of developments.

Group A

Below are some of the responses when they were asked how the municipality communicated the learnership, interviews and deregistration processes with them:

How did you know about the opportunity from the municipality?

Tumelo: "It was on a Sunday when I got a call from the CTMM official who asked me if I have a driver's license. Then she told me about the learnership programme."

Thapelo: "At home they were having a huge municipal bill. My father went to seek assistance from the municipality about his inability to pay the bill because of poverty levels at home. Social workers therefore made a promise to can assist one person within the family to get a job provided they will rescue the living conditions."

Tshidi: "There was an advert of the learnership seeking people that are within the indigent database and I did a normal job application, my CV was submitted to the Social Worker servicing our area."

Paul: "At that time both my parents had passed on and there was no one working at home. The municipal bill was very high and letters of demand were coming every month. I therefore took an initiative to go and speak my case with the municipal officials as a way to get help. The Social worker assisted with scrapping the bill and advised me to submit my CV for the learnership."

Philemon: "I became aware of the available opportunity from a community development worker from ward 30 at a youth forum meeting. I therefore took details of the opening from a pamphlet that was posted at the community hall."

The respondents in group A all indicated that they were called through their cell phones when they were invited to interviews and even when they were notified about the outcomes of interviews. As discussed under the indigent deregistration process sub-theme, the participants indicated that there was no effective communication when they were deregistered from the indigent database.

Group B

The group generally indicates that there was no communication between themselves and the city hence they did not know about them being deregistered from the database.

Sub-theme 2.2: Alerting communities of opportunities

Both groups A and B indicated that there was no communication to alert them of any opportunities except for two people who happened to know of such openings because they were actively involved in community structures. The Community Policing Forum and the Youth Forum are the structures when such opportunities get to be announced.

THEME 3: UNDERSTANDING THE INDIGENT EXIT STRATEGY

The theme sought to establish if the communities know about the IES and its contents, and if they have benefitted through referrals or capacity building and other interventions. It also sought to check if there was a role they played or that their communities could play in the strategy to strengthen its intention.

SUB-THEME 3.1: KNOWLEDGE OF THE IES

All participants from both groups A and B indicated that they do not know anything about the Indigent Exit Strategy and have never heard of it; however, they think it is a good initiative from the municipality and it can be effective if it is accessible to all deserving indigent people.

SUB-THEME 3.2: CAPACITY BUILDING/SKILLS DEVELOPMENT PROGRAMMES

All participants from both groups A and B, except for two, indicated that they have never been exposed to any training/workshop intervention organized by the municipality. However, the five from group A had an opportunity to attend the bus driver's learnership which was the only intervention and it yielded positive results because they are permanently employed now. One respondent from group A attended a disaster management course while his counterpart from group B attended a one day workshop on entrepreneurship.

THEME 4: LIVELIHOODS OF PROGRAMME BENEFICIARIES

This theme established if there are differences or improvements in living conditions after the respondents were exited from the indigent database.

Group A

Tumelo said that there is a huge difference his life. He is now able to take care of his family, the family is happy and he is proudly paying the municipal bills. Being assisted to pay the bills and getting free basic services made him feel like a failure in life. Thapelo's response was that his life has changed; he provides for his family, has a car and they do not sleep on empty stomachs like before. Tshidi indicated that the difference is great. She now goes to malls for shopping, and spoils herself and her family. Kids go to school, eat and get uniforms. The future is bright for the children and herself. Respondent 4 (Paul) had this to say, "We are now living a good life, away from the sufferings endured before." Philemon said that his dignity as a man was restored; he provides for his family and they have a happy life.

Group B

The data collected revealed that the research participants all have income that sustains their living conditions in the form of a salary or profit from their informal sector business. The self-employed people have backrooms with tenants that pay rent on a monthly basis or they have spaza shops where they sell groceries to the same community they live in. The common concern raised by the participants was the extreme support of businesses owned by foreign nationals over theirs by their own communities. These make their businesses more vulnerable to closing down due to a drop in profits.

Tshepo indicated that, "Due to lack of employment I had to start my own business to get extra income to be able to provide for my family". Tiisetso had this to say, "The levels of poverty experienced encouraged me to initiate a business for survival".

All participants from group B echoed their frustrations, that their lives will actually be worse off should they be expected to start paying for municipal rates and taxes because their incomes are not sustainable. Below is what Thembi had to say, "I survive from rentals paid by tenants in my shack but the same money has to be used for school, groceries and clothing and it is too little to cover the household expenses."

THEME 5: OPPORTUNITIES AND CHALLENGES

This theme aimed at getting views on whether there can be an opportunity for communities to participate in the indigent programme as well as finding out about the challenges that are experienced in all phases.

SUBTHEME 5.1: OPPORTUNITIES FOR COMMUNITY PARTICIPATION

Participants from both groups A and B echoed similar sentiments.

Tshepo indicated that the programme must be extended to other indigent beneficiaries to expand the assistance provided.

Views echoed by Ngaka are that the municipality must be in touch with the community, know individual needs, have intervention programmes and provide support. Learnerships are very helpful.

Yvonne is concerned about the fact that bribes and corruption make people to be hopeless when looking for a job. Indigent people cannot afford to pay such bribes and as such, this group of people will be permanently unemployed. The municipality must fight this kind of behaviour decisively.

Thembi stated that the municipality must prioritise the indigent people and provide them with learnerships. She further indicated that people must be actively involved in community programmes in order to easily get access to information.

Tiisetso is of the view that the municipality must ensure that all government departments and the private sector play a role in absorbing the indigent people in workplaces, provide training programmes, fight nepotism and fight poverty. People must be hired based on their poverty levels after their family backgrounds have been assessed.

SUB-THEME 5.2: CHALLENGES WITH IMPLEMENTING THE INDIGENT PROGRAMME INCLUDING THE IES

The beneficiaries do not see major challenges in the programme as it assists them in a number of ways but they are very concerned about exiting people who are still struggling by virtue of initiatives to get extra income. Secondly, the beneficiaries feel that there is

room to have an improved communication network to move this programme forward. Lastly, the involvement of people from the beginning can assist them to have a clearer understanding of how they can contribute towards community development but with sufficient training provided. Below are some of the sentiments respondents shared with the researcher:

Tshepo from group B indicated that responsibilities of beneficiaries were not clearly defined during the registration process hence the lack of information on deregistration. Furthermore, Thapelo from group A stated that if government is serious about the exit programme, employment should be prioritized for the poor and indigent people and the opportunity provided to them should be expanded to the entire community with assistance from all sectors of the economy. Tshidi had this to say on the question above, “My concern is that it seems like we were the only group that was lucky to benefit from the IES which changed my life. There are a lot of people like me who need such assistance and I would urge government to expand the programme to all the needy people.”

The research data collected revealed that the initiatives by the communities that necessitated their exit only enabled them to be just above the margin for qualification to be in the database but their living conditions did not improve per se. Tiisetso said that he uses the money that he gets from his tenants to ensure that his children get money for transport to school and eat but paying rates and taxes is still too much for him.

SUB-THEME 4.2: PROPOSAL TO IMPROVE ON THE PROGRAMME AT BOTH THE REGISTRATION AND EXIT IN RELATION TO THE INVOLVEMENT OF PEOPLE.

Though some respondents felt they have no input to make about how government can improve on the programme, others had the following to say:

Tumelo responded by saying that the community can play a role in providing the municipality with accurate information that can assist for registration and exit of indigent beneficiaries by virtue of them being closer to the source of information. Thoko’s view was

that capacity building and skills development is very critical for the sustainable exit of people from the indigent database. Learnerships play an important role of exposing the unemployed to the work environment.

5.4 SECTION C: COMPARISONS BETWEEN THE GROUPS, INTERPRETATION AND ANALYSIS

SUB-SECTION 1: SIMILARITIES BETWEEN THE TWO GROUPS AND DATA INTERPRETATION

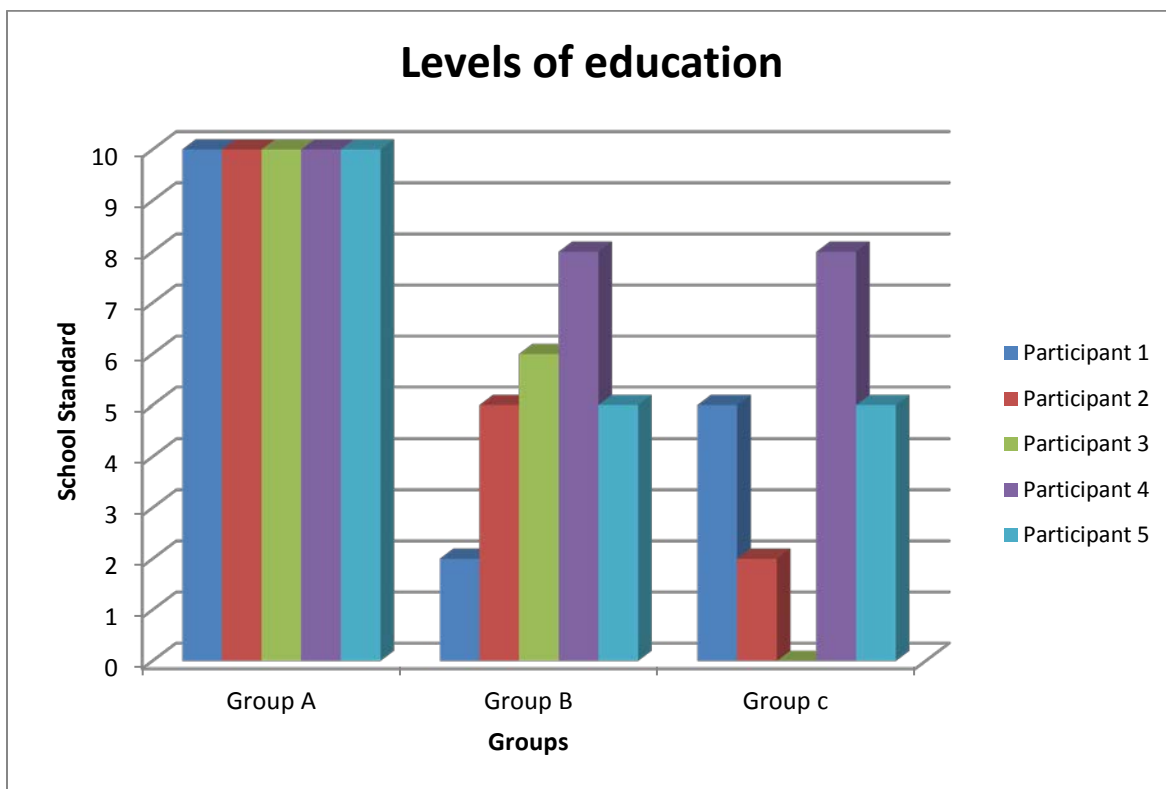
The participants all shared the view that the introduction of the indigent policy to the poor played a critical role in the reduction of the impact of poverty on these disadvantaged communities. The waiver of costs through provision of free basic services which include water, electricity, refuse removal and indigent burial was appreciated.

Secondly, both groups agreed that the community has an important role to play of active participation if well-coordinated. This refers to all stages of the policy roll out which includes: giving input to the policy, assisting in information dissemination for registration, playing a role at the verification stage and in the indigent exit strategy. The participants' view is strengthened by Flora (1993, p. 48) who indicates that community development is one critical vehicle in the fight against poverty through its different approaches because it allows people to take ownership of their developmental projects by expressing their full potential, it promotes group cohesion, decision making is localized and living conditions improve through skills and knowledge acquired in the process (Flora, 1993, p. 49).

SUB-SECTION 2: DIFFERENCES DEPICTED BETWEEN THE GROUPS INTERVIEWED

All the groups that have been exited and those that are still in the register are different in their form and character. The economic status of both groups is clearly different. The cohort that is still in the indigent database is dominated by people who are unemployed but mostly rely on government social grants. This is a direct opposite of the exited group. Age is another factor that seems to be significant in terms of access to opportunities. The people here are either employed or self-employed or both. The levels of education also differ in these groups and the trends are outlined in summary on the graph below:

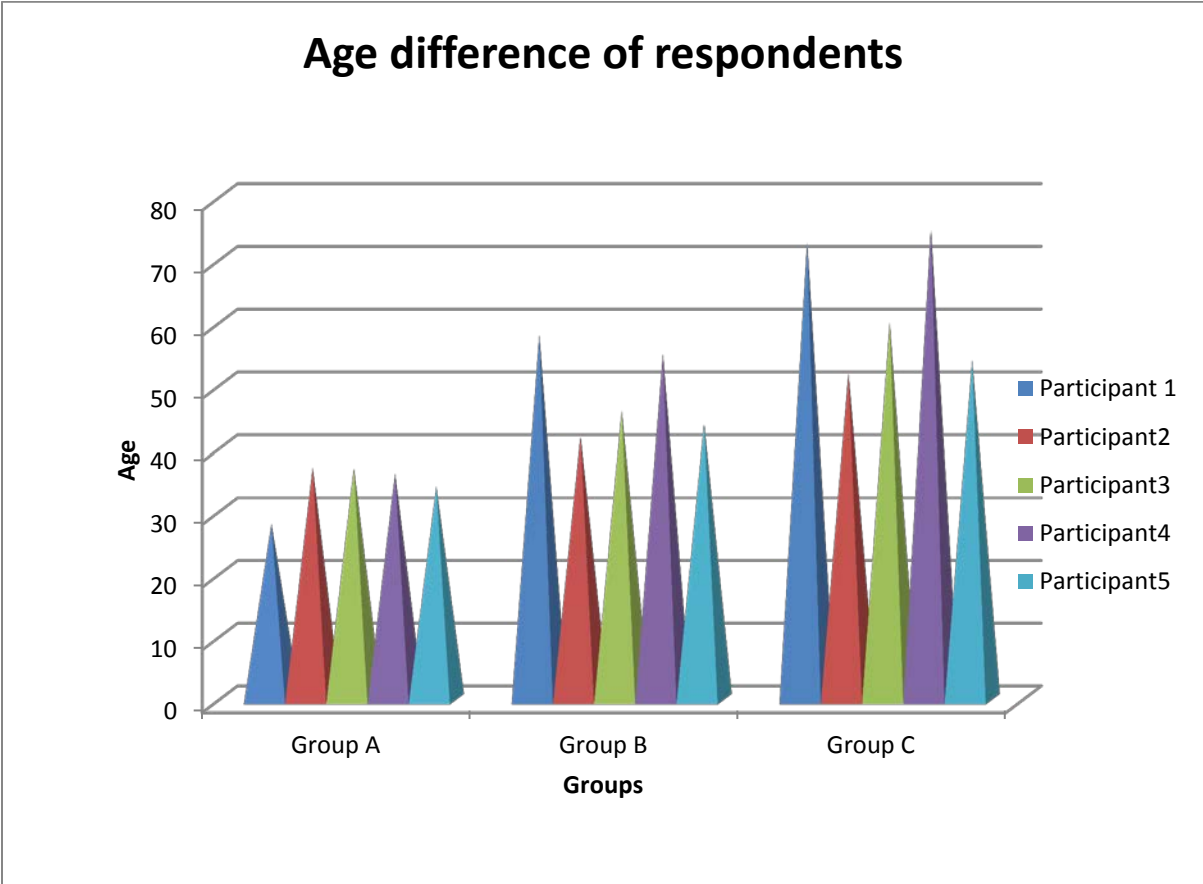
TABLE 9: COMPARISON OF LEVELS OF EDUCATION BETWEEN ALL GROUPS



The chart reflects clearly that in group A (assisted by Municipality on exit), all its members have passed Grade 12/ Standard 10.

Groups B and C have lower levels of education which are more or less insignificantly different.

TABLE 10: COMPARISON OF AGE BETWEEN ALL GROUPS



The graph above reveals that group A has the younger generation compared to groups B and C in terms of age. Opportunities for employment or absorption in the economic mainstream seem to be favourable to young people. It remains to be seen as to how the city plans to cater for those older people in terms of the indigent exit strategy especially if there are no young people who can be integrated into the economic mainstream.

5.5 ANALYSIS AND INTERPRETATION OF THE FINDINGS

5.5.1 QUALITATIVE DATA ANALYSIS

Central to the process of gathering and analysing the data was the identification of themes and sub-themes from the raw data collected with reference to the steps outlined by Terreblanche & Durrheim. (2006, p. 71) who state that key to doing a good interpretive analysis is to stay close to the data, to interpret it from a position of empathetic understanding. This was realized through the researcher being actively involved with the data which in the qualitative approach is analysed as it is collected, meaning that the two processes run simultaneously.

The complete process of data analysis which this study has followed was taken from De Vos (2005, p. 333) and it includes the following nine steps:

- 1st step: planning for capturing of data: Recording of data should have an appropriate plan which is considerate of participants and the setting to facilitate analysis before one starts with the actual collection of data. The researcher used a structured questionnaire to conduct interviews in a face-to-face and focus group discussion set-ups. Notes were taken during the interview and transcribed into an organized format.
- 2nd step: data collection and preliminary analysis: De Vos (2005, p. 335) refers to this stage as the collection of data and simultaneously analyzing it. The researcher used face-to-face interviews and focus groups while making critical notes on thoughts and views of participants for the purposes of preliminary analysis.
- 3rd step: managing or organizing data: This phase provides for organizing of data in index cards, computer files or file folders and converting the files into relevant units for analysis either by using a computer or manually (De Vos, 2005, p. 336).

The researcher used the notes taking during interviews to organise and manage data.

- 4th step: reading and writing memos: At this stage the researcher gets an opportunity to analyse the data by reading it over and over again in order to get the full understanding of the views of the respondents (De Vos 2005, p. 337). For this research project the researcher after intense reading organized data based on similar items from the information.
- 5th step: generating categories, themes and patterns: According to De Vos (2005, p. 338), the researcher identifies deeply rooted categories of meanings held by participants. The researcher created themes and sub-themes to assist in categorization of data.
- 6th step: coding of data: De Vos (2005, p. 338) further indicates that a coding scheme is critical at this point for the categories and themes identified as it assists to navigate through data using codes. The researcher used coloured markers as outlined above from Terreblanche & Durrheim's (2006, p. 54) theory to highlight pieces of text that belong to the same themes.
- 7th step: testing emergent understanding: This step touches on getting closer to the data with the purpose to challenge the understanding, search for negative instances of patterns and incorporate them into large constructs (De Vos 2005, p. 338). The researcher used the literature review to critically analyse and critique the data collected.
- 8th step: searching for alternative explanations: At this stage the researcher looks for reasonable explanations of the data and for any links amongst them (De Vos 2005, p. 339). With consideration of the analysis, the researcher went an extra mile to find alternative interpretations of the research findings.
- 9th step: Writing the report, the last stage of this process, is concluded by presenting the data as a package of what is found in text, tabular or figure form (De Vos 2005, p. 339). The research's comprehensive project report will be shared with

the City of Tshwane's Health and Social Development Department and the University of South Africa.

The analysis of this collected data was based on themes and with some elements of comparison between the three groups (validity and reliability of data) within the indigent register and they are as follows with their codes:

- The group that has been exited through the assistance of the CTMM (group A).
- The group exited (B) without direct intervention from the municipality and without their knowledge.
- The group that is still in the register (C).

As indicated earlier on, the literature review was central to the interpretation of this data.

5.5.2 SUMMARY OF FINDINGS ANALYSED DATA

THE INDIGENT REGISTRATION AND/DEREGISTRATION PROCESS

The general view of group A is that the indigent deregistration phase was not a negotiated decision; however, there are different views on whether they were aware of the arrangement or not. What made the people happy was the fact that they got jobs and being removed from the database and forfeiture of the free basic services benefits did not bother them like other groups. Group B across the board indicated that they were not aware that they are being deregistered from the database until the researcher came during the interview.

The concern raised here was that though their income level exceeded the basic requirement as per the indigent policy, they felt that each case of an account holder should be treated as a unique matter. The reason is that their income is not sustainable and, secondly, the number of households depending on that income from some families is

too high. Group C which consisted of ten people is the one that was interviewed on the indigent registration phase and generally they found the registration process to be user-friendly and commended the work done by social workers, especially assisting the people who could not read and write. However, a concern was raised that the community itself should be given a role to play as volunteers by doing the registration assistance work while officials are dealing with other staff.

In terms of making sense of the information provided above, the literature was consulted in order to analyse findings. Scholars described participation as the process that includes people's involvement in decision making processes, in implementing programmes, their sharing of benefits of development programmes and their involvement in efforts to evaluate such programmes" (Cohen & Upoff 1980, p.19). This view speaks directly to the participatory approach especially with decisions to register and deregister indigent people in the database as a function performed by social workers of City of Tshwane. Rahman (1993, p. 123) argues that communities need knowledge and material assistance from external sources for some of its activities in order to realize the intended developmental goal. The approach suggests, however, the disadvantage of sourcing assistance from outsiders as it puts communities in a vulnerable condition with the potential to compromise ownership of programmes and create dependence. The involvement of people in community development projects from the onset promotes their buy-in as it is critical for them to view the project as theirs. Top down approaches tend to fail especially when outsider experts impose what should be done for a particular community. The Participatory Rural Appraisal is one method that encourages the active involvement of the people through verbal interactions in the form of interviews and observations with local people being at the center of the process as active participants of their own developmental agenda (Chambers 1994, p. 957).

COMMUNICATION

Group A received several calls from the municipality informing them about the learnership, they received feedback from interviews outcomes and social workers visited some to check progress with regard to their indigent status. But all the group members said they do not know about the IES. There was a general feeling from group B that they were not properly consulted when a decision to remove them was made. Secondly, the group has not been invited to any skills development intervention.

Participants who are still in the register (group C) generally indicated that they knew about the indigent programme through different avenues which included community radio stations, local newspapers, community structures, and customer care centers as well as from fellow community members. People who are active within the community structure got information about the indigent programme from their organisations which included churches and political formations. The municipality, therefore, is seen by the people as being able to use different media channels to communicate with its community about the indigent programme. However, all of them did not know about the indigent exit strategy.

It should be noted with consideration how stakeholders engaged each other, indicating that effective communication plays a critical role in community participatory development especially with mobilization of people towards a particular programme or project (Knutson 2006, p. 71). "In communication for development, rural people are at the center of any given development initiative and so communication is used in this sense for people's participation and community mobilization, decision making and action, confidence building for raising awareness, sharing knowledge and changing attitudes, behaviour and lifestyles" (FAO, 1995).

Public participation provides participants with the information they need to participate in a meaningful way. Public participation communicates to participants how their input affected the decision (EPA, 2003).

LIVELIHOODS OF PROGRAMME BENEFICIARIES

It is worth noting that generally group A has improved living conditions since they were absorbed as bus drivers compared to before they got employed. The intervention from the IES played a critical role in their lives. Groups B and C perceive their lives as being stagnant and are still stuck in the poverty deprivation trap. The only difference between these two groups is that one is still in the register and the other exited with more or less similar conditions.

Community participation, as a critical element for sustainable development as defined by Kumar (2002, p. 43), is an active process by which beneficiary or client groups influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self-reliance, or other values they cherish (Kumar 2002, p. 46). A participatory approach on the IES relates very well to these findings.

CAPACITY BUILDING

The group A individuals all indicated that they only got skills development assistance once and that pushed them straight to being permanently employed. One respondent attended a disaster management course through information from the youth forum. The rest of the respondents did not get opportunities to be skilled as outlined in the IES.

It becomes critical for government institutions to perceive communities as active role players instead of passive beneficiaries of their own development agenda by creating an environment that promotes open and fair participation by helping communities to build networks and skills.

Cavaye (2004, p. 13) indicates that the relationship between government and the people is also fundamentally linked to community social capital and as such outlines the principles below as critical to issues of capacity building:

- capacity building is a vehicle for communities to be able to express their views in all platforms,
- improved interaction with communities from merely being consulted to genuine facilitation and partnership,
- relations between the community and local public servants is crucial to the invitation government can receive from local people, and the role government can have in community capacity,
- integrating formal “structures” that mediate community involvement with a grassroots culture of local participation, and
- community members “unlearning” the role of government solely as a “provider” and government “unlearning” the historical technical assistance approach to communities (Cavaye 2000, p. 14).

CHALLENGES

All participants indicated that the municipality needs to up its game in creating the means to get communities actively involved in the programme throughout. Opportunities need to be expanded to the whole city; nepotism and corruption should be dealt with in order to create space for poor people. Deregistration is not a negotiated process hence other people get removed from the database without their knowledge. There are no visible capacity building interventions especially for the uneducated to be skilled. The IES does not have workshops to alert the community about available programmes and facilitation of the role that communities can play in programmes intended for their development. Exit interventions implemented only focus on employment but seem to be doing little in assisting emerging entrepreneurs from the indigent database. Lastly, people get deregistered from the database without looking at their unique household circumstance;

some people have more responsibilities than other. In some instances, one person supports more than one family and their extended families.

The challenges outlined by participants are complex in nature and as such Cooke & Kothari, (2002, p. 7) are criticizing the participatory approaches to development indicating that they have within them a tyrannical potential to suppress the already marginalised people whom they intend to capacitate and empower. They further argue that the development projects implementation agencies remain with the power of decision making and control and participation is used to only legitimize external interests as local needs and this kind of a participation model has a greater potential to further oppress and suppress voices of the poor (Cooke & Kothari, 2002, p. 9). True participation requires a move in power relations wherein the poor and marginalised should be at the center in terms of controlling and making decisions about their own developmental programme (De Beer & Swanepoel 1998, p. 18). In order for one to achieve the intended objectives, appropriate participation methods need to be identified and this includes methods such as community workshops and charrets that provide project beneficiaries with an opportunity to be in control of the decision making process as well as diversity of viewpoints, whilst engagements such as public hearings do provide information but they may not promote community support (Dukeshire & Thurlow 2002, p. 17).

5.5.2 ANALYSING THE INDIGENT POLICY AND THE INDIGENT EXIT STRATEGY

In this part the researcher would like to draw the attention of the reader to a few critical issues picked up from the indigent policy. The central requirement for people to qualify as a beneficiary in the indigent programme is that their combined household income should not be more than that of two state old age grants and that their status of an indigent should be confirmed annually by the indigent (CTMM, 2008). Secondly, clause 8.5 of the policy indicates that registered members of a particular household are required to participate in capacity building programmes initiated by the municipality and, as such, Social Development will submit proposed programmes to council for cognizance (CTMM, 2008).

The problem with the criteria is that they look only at the income bracket and do not consider other factors that can contribute to make people indigent whilst they earn just more than the two state pensions as stated. One example is the size of the family; there can be a situation where a household is receiving an income but taking care of a huge family that might include children, grandchildren, siblings and other extended families. This is the type of factor the policy needs to take cognizance of. Secondly, the policy dictates that an indigent status needs to be confirmed annually. In this instance, most of the research participants indicated that since they had an interaction with the municipality at the day of registration after that process, no one conducted home visits from council. The community itself has a role to play in this instance but it needs to be well coordinated in order to achieve the intended results. Lastly, there was no sufficient economic development activities that were intended to contribute to the livelihood of the indigent and yet the policy indicates that it is a compulsory activity from the side of beneficiaries.

The IES is based on seven components that are used as interventions for exiting the beneficiaries from the indigent database and are as follows: The IES proposes a major training component comprising three main types of training, namely 'practical life-skills training', general-purpose entrepreneur training, and specialized vocational training.

Secondly, the indigent register represents a powerful information tool, and with minor adjustments it could be made more powerful for the specific purpose of connecting possible employers with would-be employees. The third component indicates that the IES envisages that the CTMM will undertake strategic investments to support particular kinds of SMMEs in specific situations.

From the IES components, it is clear that the respondents did not receive training from CTMM except for the exited individuals who received a learnership. Some of the respondents who were exited without their knowledge indicated that they have spaza shops while others were doing back room rentals, but the intent to intensify the SME from the CTMM side did not come forth generally for the intended audience. No one from all the respondents received airtime subsidies and sms coaching as was proposed in the strategy. Some of the respondents were linked to job opportunities and clearly it is only ten that benefited from this initiative city wide, hence the researcher could not find other people who were exited due to improvements in their living standards except for the exited bus drivers with no one from Olievenhoutbosch.

5.5.3 ANALYSIS OF THE RESEARCH FINDINGS

The researcher's analysis of findings was based on the following themes:

- The registration phase
- The indigent exit strategy implementation phase
- Communication
- The roles played by both social workers and the beneficiaries at all stages.

The PRA is one method that encourages Participatory Community Development while the definitions of community participation also played a critical role in framing the analysis of findings by the researcher. The spirit of team work between agencies and communities is

encouraged and it allows participation to filter in naturally. The highlight of PRA is that officials spending time with communities they are serving in informal setup improves relations with communities, builds rapport and people enjoy the work they do whilst they learn from one another in an enjoyable manner (Chambers 1991:558). The themes are analysed and value judgment is provided by the researcher below.

THE INDIGENT REGISTRATION PHASE

In the indigent registration phase social workers are the center of implementation instead of them coming in as facilitators and the community taking charge of the programme. The role played by the community is to respond to the call by government officials to come and register on the database by filling in forms and waiting for approval while the decision is taken at the government level. There is no involvement of community structures such as non-governmental organisations, community based organisations, faith based organisations, the private sector and others in any of the stages. These structures are not involved even in simple clear cut activities such as awareness of the programme and as such there is lack of participation from the side of the community at present.

THE INDIGENT EXIT STRATEGY IMPLEMENTATION PHASE

It is commendable that the city has developed an indigent exit strategy to contribute to the country's triple challenge: poverty, inequality and unemployment; however, it is worth noting that implementation of the strategy is ineffective. The fact that the research could not find indigent beneficiaries that have been exited from the database in Olievenhoutbosch as part of the initial research data collection plan may just be strong indication that not enough is done to exit people. Both interviewed social workers indicated that their focus is on indigent registration and they do not have many

interventions towards exit and this is one of the contributing factors why there is no one exited from the database in Olievenhoutbosch. The municipality did not provide resources to fully implement the strategy. The five exited beneficiaries from other areas indicated that they are willing to be actively involved but communities are not coordinated to play a role in the IES. Generally, all respondents did not actively participate in the programme except for when they were called to participate in the learnership of bus drivers. Therefore, the researcher's analysis is that there is lack of community participation in the IES and the indigent policy implementation.

COMMUNICATION

Nine out of ten respondents who were exited from the indigent database indicated that they were not aware of the IES itself. Others said that they were never contacted by municipal officials when they were still indigent. However, credit must be given to the city that their municipal rates and taxes bill is used as one form of communication with the community. Social workers use sms's to communicate with the beneficiaries. Community structures and individuals can play a critical role in intensifying communication to ensure that information reaches everyone should they be given space to do so.

In conclusion, the question of community participatory development in this context is unsatisfactorily implemented. The local people do not sufficiently have that space to share, enhance and analyse their knowledge of life and conditions. Ownership of programme implementation rests solely with government officials; power is not decentralized and personal responsibility is not encouraged. Evidence to support this viewpoint comes from the research responses from the actual beneficiaries of the programme. On several occasions respondents indicated that communication was on a top down approach; the community had a minimal role to play in their exit, while others were exited from the database without their knowledge and capacity building initiatives could not sufficiently reach out to the people.

The research project intended to determine the extent to which people are actively involved in implementing the IES and clearly people are passively involved. There is no clearly defined role that can be played by the community in implementing the programme, hence they indicated that they do not know how to come in and contribute in the IES. Lastly, generally the implementation of the Indigent Exit Strategy is not effective as alluded to above.

The conclusion above is based on the definitions of participation as outlined in the literature review against what is implemented on the ground level.

5.6 CONCLUSION

The study provided the researcher with an opportunity to investigate the level of community participation in the indigent exit strategy both from the cohort that has been deregistered/exited and the one that is still in the indigent database. The participants expressed their views that are organized into themes and sub-themes for a simplified perspective. The data revealed that participants found the registration phase of the programme to be user-friendly complemented by the assistance received from officials. However, the exiting of people is not a negotiated and flexible process. Participants further felt that there is room for improvement in terms of communication between and among all relevant stakeholders.

The level of understanding and articulating correctly on policy issues is dependent on providing capacity in the form of training and workshops for community members to better understand the nature of rolled out community development programmes as well as the role they are supposed to play. Participants were also of the view that involvement of communities in programmes and projects should be at the beginning and people must be the knowledge hub of programmes in their communities. Critical to the involvement of people is a structured approach with clearly defined roles and responsibilities of each stakeholder affected.

In order for the goals of the indigent strategy to be realized, it is important to prioritise the indigent community especially in relation to linking with potential employers, provision of capacity to start own businesses and effective communication when opportunities are available for the indigent beneficiaries. People can play a role in complementing the service that is provided by government and other agencies to communities.

In view of the above discussions based on the findings, it is evident that there is lack of true community participation in implementing both the indigent policy and the indigent exit strategy. Activities are centered on social workers instead of them becoming facilitators and communities taking the role of driving the programme. The community is not involved in decision making on who goes in and out of the indigent database and, according to the literature on participatory community development, people must own programmes and projects intended for their development instead of the top down approach as witnessed from the findings.

CHAPTER 6: RESEARCH CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

In this chapter the researcher starts off by providing a summary of the study and thereafter reflects on whether the objectives of the study were achieved or not. Thirdly, the chapter touches on key findings of the study and subsequently answers the research question. Lastly, conclusions are drawn from key findings and then recommendations are provided which will include recommendations for potential future research projects emanating from this study.

6.2 SUMMARY OF RESEARCH CHAPTERS

The first chapter provided an introduction to the whole research project. Thereafter the background was touched on and specifically dealt with what informed the development and implementation of the indigent policy as well as the introduction of the IES. The role of local government in poverty eradication in a participatory manner was one critical aspect that was discussed as well.

From the background, the research problem was outlined and issues raised were the evils of poverty faced by the poor, marginalised and vulnerable people. The widening inequality gap between the rich and the poor was discussed as well as the exclusion of the poor from decision making processes that affect their lives.

The research project was based on the hypothesis that there is not much effective or sufficient participation of beneficiaries at the level of the indigent exit strategy. Secondly, communities need to be engaged in developmental programmes that are aimed at improving their sustainable livelihoods. Lastly, the indigent programme is perceived to be

very good with intentions to reduce the impact of poverty; however, it can be a failure if active community involvement is neglected.

The motivation for the study was that critical to the enquiry is the utilization of its findings to ensure that the marginalized are brought from the periphery to the centre for active and true community participation in government programmes. The City of Tshwane can, therefore, become the best practice from which other municipalities across the nation will learn.

The aims and objectives of the study were outlined in this chapter including the research question. The profile of Olievenhoutbosch as the research geographic area sampled for the study was as well as key background aspects of the municipality were provided in the first chapter as well. Lastly, chapter outlines were briefly discussed at the end of the chapter to give a snap shot of how the project will unfold.

The second and third chapters contained the research literature review and its main focus was on the global and local levels of poverty, its impact and the livelihood strategies that people apply to fight the scourge of poverty. Secondly, it contained the indigent policy and the indigent exit strategy contents. Lastly, it provided literature on the crux of the study, community participation. The concept was defined, a background and history/origins were outlined, and different theories of participation were provided which included the Rural Rapid Appraisal, the birth of the Participatory Rural Appraisal. Lastly, the critiques of participation to reflect weaknesses and challenges were discussed in the chapter.

The fourth chapter of the study described the applied methodology. The first part of the methodology was the research design which was defined as a strategic framework for action that served as a bridge between the research questions and the execution or implementation of the research (Lwonga 2009, p. 34). The chapter touched a bit on validity, the achievement of which was sought from cross-checking the collection of data through face-to-face interviews and focus group discussions. Comparisons were made thereafter. Sampling was explored with the potential sampling methods available. Judgement, convenience and purposive were applied for the collection of data. Face-to-face and focus group discussions were the data collection methods applied with

questions developed to guide the researcher in the field. The questions were clustered in the following manner:

- General information from respondents (demographics)
- The registration phase
- The programme activity and monitoring phase
- The exit phase
- Questions customised for social workers
- Recommendations

In the fifth chapter a lot of work was done in respect of findings, data analysis and interpretation. The chapter was organised according to sections, themes and sub-themes relating to the literature and the data collected. The first section dealt with those indigent beneficiaries that are still on the database. Focus here was on how the registration process unfolded. The second section dealt with the two groups of exited people, those who did not know about them being exited as well as those who got assistance from the municipality in terms of job referral and eventually got exited. Responses from research participants were discussed in details in this chapter. Section C touched on similarities, differences and challenges faced by both exited groups.

The following part of the study finds out if the research objectives were met by looking at the key findings from the collected data as well as answering the research question. Thereafter a conclusion is draw from the findings.

6.2.1 THE AIM AND OBJECTIVES OF THE RESEARCH STUDY

The aim of the study was to evaluate the level of community participation employed by the City of Tshwane in implementation of the Indigent Exit Strategy in Olievenhoutbosch.

6.2.2 RESEARCH OBJECTIVES

The research objectives were to determine the extent to which beneficiaries of the indigent programme are actively involved in processes aimed at exiting them from the indigent database:

- to explore with communities the active role that they can play to improve the implementation of the Indigent Exit Strategy,
- to identify the strength and weaknesses of the indigent system, and
- to identify gaps from the approach and come up with recommendations in improving community participation in implementation of the IES.

Objective 1: To determine the extent to which beneficiaries of the indigent programme are actively involved in processes aimed at exiting them from the indigent database.

The objective was measured against findings from the interviewed participants as follows:

- indigent beneficiaries that are still in the register,
- indigent beneficiaries that have been exited, and
- Social workers.

6.2.3 INDIGENT BENEFICIARIES THAT ARE STILL IN THE REGISTER

As it was indicated in the previous chapter, this group of indigent beneficiaries who are still in the register were interviewed to provide background information on the implementation of the indigent programme from its inception and to reflect on community participation issues that came up within the process. This process starts from when they are registered, and looks at the roles they play during their tenure as indigent beneficiaries as well as how they get actively involved as community members during programme implementation.

The objective was met because participants were able to give rich information about the role they played in implementing the programme starting from registration to exit. Their responses enabled the researcher to make an analysis of their level of participation.

The general feeling of participants was that there are longer and slow queues during registration but the problem can be minimized through community involvement in the process. Volunteers can help rescue the situation if properly utilized. When conducting home visits to monitor the programme, some respondents indicated that they are not told in advance whilst others indicated that no one came to verify the information they submitted or to check their living conditions. The beneficiaries had knowledge about the indigent policy especially registration and the benefits thereto. Information was sourced through road shows, local community structures and word of mouth. However, the participants generally did not know about the IES and its contents. Whilst the application process was found to be smooth, people did not get feedback about their application for registration but only saw they were registered when their debts were scrapped and rates and taxes not charged, including subsidies of water, sanitation and electricity bills. From their statements it was assumed that now they were part of the indigent beneficiaries though some were not sure.

Capacity building plays an important role in ensuring true participation by the community; this includes conducting workshops for people to know and understand the policy and its

strategies. Skills development is critical to enable people to either be employable or start their own business. From all the respondents interviewed in this group, only one person attended a training programme organized by the municipality. People played a passive role from registration to monitoring of programme implementation and do not get exposed to opportunities to link them to the exit strategy. The respondents indicated that they did not have anything to do except to respond to questions when asked.

6.2.4 INDIGENT BENEFICIARIES THAT HAVE BEEN EXITED FROM THE REGISTER

Generally, the exited people from the indigent database have different views in terms of how the deregistration process unfolded, their experiences and views around community involvement, including the role played by the municipality in implementing the indigent programme which has both similarities and differences. Attention should be drawn to the fact that there are those people who were exited through the municipal intervention and were named as group A. Group B consisted of participants who were exited from the database without municipal intervention in terms of linking them to economic opportunities.

All the respondents in group A were offered a bus driver learnership and were placed within the city's Department of Roads and Transport whilst group B indicated that they did not get any form of assistance for exit. In this group, beneficiaries indicated that they were not aware that they were exited from the database or were in the process of being exited.

Generally, both groups A and B had a very minimal involvement in the programme implementation and did not have a clearer role to play. Group A was passive in a sense that they just got information about the bus driver learnership and their participation only started from application to interviews and the learnership itself. The deregistration process was not a negotiated process but an imposed exercise irrespective of the responsibility of individuals against their income. The first group had an opportunity to be called for learnership interviews whereas the second group did not have engagements

with the municipality. Communication to alert communities about opportunities as they arise is not sufficient. The important function of capacity building cannot be over emphasized. Similar to those who were still in the database, both groups do not have information about the IES yet some benefitted from the strategy implementation.

Objective 2: To explore with communities the active role that they can play to improve the implementation of the Indigent Exit Strategy.

From all the groups interviewed, the participants felt that there is a critical role that communities can play to improve the indigent programme including registration, monitoring and evaluation of implementation and the exit itself. The social worker indicated that some community members report their fellow people who are registered in the indigent database whilst they have well paid jobs. At registration the respondents themselves feel that they can go all out to sensitise their fellow community members who qualify to be in the database to ensure that they get registered. There are many young people who are unemployed and can play an important role of monitoring the programme, especially with home visits, but they need to be capacitated to know what is expected of them.

The community needs to be given space to come up with initiatives that can contribute to getting them exited from the register. They already have their own livelihood strategy in most cases and only require support from the municipality and other stakeholders to ensure sustainability of their own initiatives. These include the tuck shops, the rooms they use for rental and other economic activities they embark on.

Objective 3: To identify strength and weaknesses of the indigent system

The indigent policy registration criteria only looks at the income bracket of the registered households without consideration for other factors that may deem a household indigent. For example, a family might be above the two state pension amounts but have a huge number of people to feed. People give false information to get registered in the indigent database. Even though the legislation clearly spells out the role of politicians in issues of

governance as voices of the people, there are no controls to deal with interferences by councillors as they end up working as administrators and this frustrates social workers. There are no dedicated officials to fully implement the IES within the City of Tshwane.

However, it should be noted that the indigent policy has made a huge difference in the lives of many people when their debts were scrapped and they received free basic municipal services. The exited beneficiaries indicated with confidence that their lives had changed since they were employed as bus drivers; they are now able to feed their families. There is a need for this intervention to be expanded to the city as a whole to reach out to many indigent beneficiaries who would either be employed or start their own businesses/cooperatives.

Objective 4: To identify gaps from the approach and come up with recommendations in improving community participation in implementation of the IES.

Challenges have been outlined from all the interviews and have similarities across the board. The social worker sees interference by community leaders in the programme as an act that draws back the good intention of the programme. People who do not deserve to be in the register get registered because of false information provided. The registration criteria narrowly considers the issue of income level without taking into account factors like the size of the family against the income received on a monthly basis. Communication remains a major challenge between the city and the indigent beneficiaries.

6.3 CONCLUSIONS

Conclusions were drawn from the findings discussed throughout the paper in an attempt to answer the research questions as stated below. Themes are used as a guide to reach the conclusions.

6.3.1 KEY RESEARCH QUESTIONS THAT THE RESEARCH INTENDED TO ANSWER

1. How involved is the community in realising the goal of CTMM's IES?
2. What are the challenges experienced in implementing the Indigent Exit Strategy?
3. How can the community itself contribute in addressing the challenges?

6.3.2 CONCLUDING REMARKS

The indigent deregistration phase was not a negotiated process. At times people got deregistered without their knowledge. Emphasise on this important aspect was not made at the registration phase since the majority of respondents indicated that they did not know that they would eventually be exited depending on their livelihood circumstances. The International Association of Public Participation provides a helpful tool to enhance communication. There is room for the city to improve its communication approach to the indigent beneficiaries. People are not aware of the IES, including those who benefitted from its intervention, and as such generally there is lack of knowledge of the Indigent Exit Strategy from beneficiaries. Skills development and capacity building remain an important component of community participation. This aspect was not fully explored to expose the indigent beneficiaries to economic opportunities for the fight against poverty. The introduction of the indigent policy made a difference to the lives of many people. Some had huge debts that were scrapped whilst others could not afford to pay municipal bills. However, it should be noted that the indigent registration criteria does not consider factors such as the size of the family but only focuses on the income bracket of two old age state pensions. Implementation of the indigent policy and the strategy (IES) has its own challenges like any other programme but the community is not taken on board to make an opinion or contribute in resolving some of the challenges. The intervention by the municipality on the learnership programme and the placement of the indigent people

in the workplace is commendable as it has improved the livelihood of those people who were enrolled in that programme.

In summary of findings, the indication therefore is that the seven core elements of the IES are not fully implemented hence most respondents indicated that they were not exposed to any of the opportunities available. This implies that the City's implementation of the IES does not have a convincing application of community participation model as dictated by the available theory. There is room for improvement in ensuring active involvement of beneficiaries in the implementation of the IES and the indigent policy itself.

6.4 RECOMMENDATIONS

It is recommended that:

- The Indigent Exit Strategy should be made accessible to the registered indigent households so that they can clearly know what is expected of them. Emphasis of this expectation should be made at the registration phase of the programme.
- A clearer communication strategy should be developed and implemented to ensure that all involved in the programme are aware of their roles and responsibilities. Information and feedback should be given at all times.
- Skills development, capacity building and workshops should be conducted to assist the people either to start their own businesses or be employable, and to be provided with knowledge about the policy and strategy contents as a way of empowerment.
- The policy review should look at the option of being flexible to family circumstances when providing indigent registration services.
- The community needs to be actively involved in implementing both the indigent policy and the exit strategy from the inception phase. This will provide beneficiaries

with a sense of ownership and as such contribute to resolving some of the challenges experienced.

- The city needs to develop plans and ensure implementation based on the contents of the Indigent Exit Strategy as it was noted that some of the contents in the strategy were completely not implemented. Expansion of the exit opportunities to all city regions can play a pivotal role in community development and empowerment.
- City Departments and other stakeholders need to be pulled in to contribute to the exit of the indigent beneficiaries.

6.5 RECOMMENDATIONS FOR FUTURE STUDIES

The study was conducted within the indigent community. It is recommended that community participation research be conducted on other Municipal programmes.

It was established that the people of Olievenhoutbosch have their own way of earning a living through the informal sector business. With that in consideration, it is important that a survey on livelihood strategy be conducted to determine the best practical strategy that can contribute to the indigent exit strategy.

6.6 CONCLUSION

The last chapter of the research project was aimed at drawing research conclusions and coming up with recommendations. A summary of the whole project was provided which included a snapshot of what was discussed in all previous chapters. All objectives provided were measured to check if the research achieved its intended goal. The research questions were answered and thereafter conclusions were drawn from findings

and analysed data. Finally, the researcher provided recommendations from the findings which included recommendations for future possible studies to be conducted.

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ADDENDUM:

THE RESEARCH QUESTIONNAIRE/GUIDE

The following themes were used to guide the process of interviews and follow up questions were asked where necessary. Note should be taken that the International Association for Public Participation Questionnaire was used to establish the models employed and their effectiveness.

The questionnaire used was constructed by the researcher on the basis of the review of literature and was not cast in stone; as the data was collected room was provided to ask follow up and new questions when a need arose. The process took the form of discussion hence there existed the possibility for additional questions from the ones provided; they are a framework or a guiding document for the data collection activity. The following is an example of the questions asked:

RESPONDENT QUESTIONS GUIDE FOR THE RESEARCHER

The questions were clustered as follows:

1. General Information from respondents (demographics)
2. The registration phase
3. The programme activity and monitoring phase
4. The exit phase
5. Questions customised for social workers
6. Recommendations

General Information from respondents (demographics)

1. Date of birth:
2. Gender:
3. Race:

4. Highest grade passed:
5. Employment status:
6. Household livelihood strategy:
7. Duration of indigence up to the day of exit:
8. Duration of indigence:

These sets of questions were aimed at getting understanding of how the beneficiary got to be registered in the programme (Additional information).

1. How was your household identified for application?
2. Application process: how did it unfold?
3. Verification: how and by whom were the verifications conducted? How did they go?
4. How did you know that your application was approved?
5. What was your experience of the application process (including challenges)?
6. If there were challenges, how do you think the community could assist in resolving them?
7. How would you describe your involvement and that of your fellow community members in the registration phase?
8. What would you recommend to the municipality about community involvement in the programme (the role that communities can play in better shaping the programme)?

The programme activity and monitoring phase seeks to determine the role that communities have or can play in conjunction with officials from government.

1. Who conducted the visits to your home?
2. How was the process?
3. What has been your or the role of fellow community members in the monitoring phase?
4. What was the visit about (the socio economic status of the household assessed and what were the outcomes)?
5. What are the challenges experienced in the monitoring phase?
6. How would the community play a role in dealing with those challenges?
7. What would you recommend to the municipality about community involvement?
8. How does the municipality involve you as key people in the programme?

The exit/ and deregistration phase. These questions address the processes and the role played by community members in their exit from the programme.

The exited cohort

1. What is your understanding of the Indigent Exit Strategy?
2. How effective is the Strategy?
3. What has been the level of your participation in the programme?
4. What has been the nature of your involvement?
5. What workshops have you attended that dealt with your understanding of the programme?
6. How were you communicating with the city in the case of interventions such as training?
7. How did you get to be deregistered from the register? Was it a negotiated process?
8. What was your experience of the deregistration process?
9. What role did you play as an individual that ensured your exit from the programme?
10. How would you describe your activism during your tenure in the programme?
11. What are the programmes that worked in assisting you on your exit?
12. How would you describe your livelihoods then and now?
13. What work do you do? How has your work improved your family economic status?
14. What is the potential of going back to the register as indigent?
15. What are the trainings that you have attended linked by the municipality?
16. How have the interventions been selected? Describe your role.

17. How helpful have the interventions been in your development as a person? Are you empowered by the interventions?
18. What are other developmental programmes that the municipality has played a role in assisting you to access them?
19. What are the challenges in exiting people from the database according to your knowledge and experience?
20. How could the community play a role in dealing with those challenges?
21. To what extent has the municipality actively involved you and your community in the exit process?
22. Describe what has worked and what did not work in the relationship between beneficiaries and the municipality?
23. What was the role of the municipality in the exit process?
24. What advice would you give to the municipality in relation to community participation especially for those in the register?
25. Do you feel that your level of participation contributed to you being empowered to exit the programme?

The cohort that is still in the programme

1. What is your understanding of the Indigent Exit Strategy?
2. How effective is the strategy?
3. What has been the level of your participation in the programme?
4. What workshops have you attended that dealt with your understanding of the programme?
5. How were you communicating with the city in case of interventions such as training?

6. How is the municipality preparing you to exit the programme?
7. How involved are you in the process?
8. What role are you playing as an individual that ensured your exit to the programme?
9. In your opinion, what are the programmes that assist in exiting people?
10. What are the available channels you can use to suggest them to the municipality?
11. What work do you do? How has your work improved your family economic status?
12. What are the trainings that you have attended linked by the municipality?
13. How have the interventions been selected? Describe your role.
14. How helpful have the interventions been in your development as a person? Are you empowered by the interventions?
15. What are other developmental programmes that the municipality has played a role in assisting you to access them?
16. What are the challenges in exiting people from the database according to your knowledge and experience?
17. How would the community play a role in dealing with those challenges?
18. To what extent has the municipality actively involved you and your community in the exit process?
19. Describe what has worked and what did not work in the relationship between beneficiaries and the municipality?
20. What was the role of the municipality in the exit process?
21. What advice would you give to the municipality to strengthen community participation in the Indigent Exit Strategy?

Questions for social workers

1. How long have you been employed as a social worker in the Indigent programme?
2. What is your role as an official?
3. What has been your experience in the indigent programme?
4. What is your understanding of the city's Indigent Exit Strategy?
5. What is the role of social workers?
6. How have communities been active in the Indigent Exit Programme?
7. What are the challenges experienced when implementing the programme?
8. What is the best approach to improve participation of beneficiaries in the programme?
9. What are your general recommendations?

The following sets of questions aim to consolidate recommendations.

1. What are the general challenges experienced in the programme?
2. What would be the role of the community to address those challenges? How would you like to get actively involved in all phases of the programme?
3. What is your perception of the municipality's approach in involving communities especially on the indigent programme?
4. What do you like the most about community involvement in the programme?
5. What do you dislike about community involvement in the programme?
6. What would you recommend that the municipality should do to deal with challenges raised?

CONSENT FORM

The following consent form is taken from Douglas R. Wassenaar (2006) and for this project it is to be stated as follows:

Hello, I am Thabo Mashego. I am from the University of South Africa. Our University is asking people from your community through local organizations to answer a few questions for our research, which we hope will benefit your community and possibly other communities in the future. The purpose of the Faculty of Human and Social Sciences (Development Studies) at the University of South Africa is to produce graduates who are competent to facilitate the process of capacitating communities to uplift their living standards according to their own terms, and we are conducting research regarding public participation in government decision making processes and the outburst of service delivery protests. We are interested in finding out more about whether inclusive participation of ordinary people in government structures to define their own developmental agenda can contribute in reducing the spread of service delivery protests in communities. The purpose of the study is to sensitize government to enforce real inclusive participation of the marginalized in decision making structures so that people will know whether resource are available for certain projects and how they are going to benefit from such. This can help reduce the number of protests as transparency and accountability will be upheld.

The results of the study will be released in a scientific paper that will be made available through community leadership structures when in need. No personally identifiable information will be released, only averaged information. We are doing this in different areas of your community to evaluate how the City of Tshwane employs its community participation model and, after combining all people's answers, we hope to learn about how actively ordinary communities members participate in government structures to shape their development agenda which will help us make useful recommendations to the relevant authorities and organizations.

Please understand that your participation is voluntary and you are not being forced to take part in this study. The choice of whether to participate or not is yours alone.

However, we would really appreciate it if you do share your thoughts with us. If you choose not to take part in answering these questions, you will not be affected in any way whatsoever. If you agree to participate, you may stop at any time and discontinue your participation. If you refuse to participate or withdraw at any stage, there will be no penalties and you will not be prejudiced in any way. I will not be recording your name anywhere on the questionnaire; no one will be able to link you to the answers you give. Only the researcher will have access to the unlinked information. All individual information will remain confidential.

I will be asking you a few questions and request that you are as open and honest as possible in answering these questions. Some of the questions may be of a personal and/or sensitive in nature. You may choose not to answer these questions. I will also be asking some questions that you may not have thought about before, and which also involve thinking about the past or the future. We know that you may not be absolutely certain about the answers to these questions, but we ask that you try to think about them. When it comes to answering these questions, there are no right and wrong answers. When we ask questions about the future we are not interested in what you think the best thing would be to do, but what you think would actually happen.

If I ask you a question that makes you feel sad or upset, we can stop and talk about it. There are people from local leadership who are willing and available to talk with you and assist you with those things that upset you, if you need any assistance later. If possible, our institution would like to come back to this area once we have completed our study to inform you and your community of what the results are and discuss our findings and proposals around the research and what this means for people in this area.

If you have any other questions about this study, you may contact Thabo Mashego by email: thabo1.mashego@gmail.com or phone: 012 358 8718

If you have a complaint about any aspect of this study, you may also contact the ethics committee of the University of South Africa.

CONSENT

I hereby agree to participate in research regarding community participation in government structures and service delivery protests. I understand that I am participating freely and without being forced in any way to do so. I also understand that I can stop this interview at any point should I not want to continue and this decision will not in any way affect me negatively

The purpose of the study has been explained to me, and I understand what is expected of my participation. I understand that the purpose of this research project is not necessarily to benefit me personally.

I have received telephone numbers of a person to contact should I need to speak about any issues that may arise in this interview.

I understand that this consent form will not be linked to the questionnaire, and that my answers will remain confidential.

I understand that, if at all possible, the feedback will be given to my community on the results of the completed research.

Signature of participant

Date

(With acknowledgement to the University of Witwatersrand, Johannesburg, and anonymous members of the HSRC Research Ethics Committee, on whose forms this adaptation was based.)