

Maluti-a-Phofung

Chapter 2a and 2b

Livelihood Profile of Maluti-a-Phofung and
Situational Analysis of DSD Services in the node

Final



social development

Department:
Social Development
REPUBLIC OF SOUTH AFRICA

August 2018

**Researched and written for the
Department of Social Development**

By Mpopo Tsoele
Khanya-aicdd

July 2007



Views presented in this paper are those of the authors and do not represent positions of the South African Department of Social Development.

Khanya-aicdd's vision is to be a world class Institute making a major contribution to sustainable development in Africa. Our mission is to promote sustainable livelihoods and community-driven development to address poverty in Africa. To do this we work in action-learning processes linking government, communities, civil society and business, providing advice, facilitation, action research, implementation, sharing of experience and training, while drawing from global development thinking.

ACKNOWLEDGEMENTS

This publication is a product of the combined effort of many individuals and organisations in Maluti-a-Phofung ISRDP node in Thabo Mofutsanyana District, who in one way or the other supported the take off and writing up of this piece of work. It is not possible to mention them all by name. But I wish to express sincere gratitude to Mrs Ntshala, Director of DSD, for according the research exercise the due recognition and support and also by ensuring that her officers were available throughout the research. On behalf of the research team and the nodal research co-ordinating team chaired by Mrs Ntshala, I would also like to acknowledge the outstanding support of the following DSD officials: Mr Majara Mopeli, Mrs M. Fihlo, Mrs M. Mosella, Mr Amost Leotles, Mrs Puleng Mokoma and the Napo

Due thanks should also go to the Speaker of Maluti-a-Phofung and her office; the municipal manager of Maluti-a-Phofung, Mr Sam Makhubu, and his team of officials, namely the strategic manager Mr Steve Molala, Mr Maxwell Thamahane, Mrs Audrey Sekhobo, Mrs Palesa Selepe and Mr Fika Moloi who shared their insights on the genesis of the PRP and the ISRDP and also allowed their officials to accompany us during our project site visits.

Acknowledgements are due to Epa for the contributions made to part 2B of the report. Last but not least the nodal co-ordination team, the two research interns and the project manager are all thanked for their commitment to the process.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	i
GLOSSARY.....	iii
EXECUTIVE SUMMARY	iv
INTRODUCTION.....	1
Background to the area and the two wards.....	1
Methodology	2
2A LIVELIHOOD PROFILES OF THE MALUTI-A-PHOFUNG RURAL NODE.....	5
Introduction	5
How do people see poverty and development, and the causes of poverty	5
Community analysis of the Maluti-a-Phofung node.....	7
Livelihood profiles of vulnerable groups in wards 2 and 6.....	8
Livelihoods strategies of vulnerable households in Maluti-a-Phofung	13
2B SITUATIONAL ANALYSIS OF DSD SERVICES	15
Presence of DSD district and sub-district offices, level and type of staff.....	15
Type and frequency of DSD services rendered	15
Figure 2: Proportion receiving grants, by grant type, Maluti-a-Phofung	18
Alignment of DSD services with PGDS, IDP and the LED strategy	19
Working relationships with community, municipal, provincial, national departments.....	19
Recommendations for addressing service delivery gaps and services	19

GLOSSARY

ABET	Adult basic education and training
AIDS	Acquired immunodeficiency syndrome
CBD	Central business district
CCF	Child care forum
DM	District municipality
DSD	Department of Social Development
EPWP	Extended Public Works Programme
FDC	Free State Development Corporation
FET	Further education and training
FSPS	Free State Poverty Reduction Strategy
HBC	Home-based care
HCBC	Home community-based care
HIV	Human immunodeficiency virus
IDP	Integrated Development Plan
ISRDP	Integrated Sustainable Rural Development Programme
LED	Local economic development
MaP	Maluti-a-Phofung local municipality
MDB	Municipal Demarcation Board
NGO	Non-governmental organisation
NPO	Non-profit organisations
OVC	Orphans and vulnerable children
PHC	Primary health care
PGDS	Provincial Growth and Development Strategy
PLWHA	People living with HIV and AIDS
PRP	Poverty Relief Programme
RDP	Reconstruction and Development Programme
SASSA	South African Social Security Agency
TB	Tuberculosis
UNFPA	United Nations Population Fund
URP	Urban Renewal Programme

EXECUTIVE SUMMARY

Introduction

1. This report presents the findings and analysis of a qualitative research exercise undertaken in Maluti-a-Phofung (MaP) rural node. The research was part of a broader social research exercise commissioned by the national Department of Social Development (DSD). The aim of the study was to understand the livelihood profiles of two communities in the node, one rural and one urban. The findings of the study are to be used to communicate baseline policy-relevant information to improve the livelihood profiles of the communities living in MaP. The research exercise was conducted with sections of the communities in ward 2 and ward 6 of MaP.

Background to the node

2. MaP, is a local municipality situated in the eastern part of the Free State province. With a total population of about 400,000 people (in 2000), it covers an area of approximately 4,421 km². It is one of the five local municipalities of Thabo-Mofutsanyana district municipality (DM). Because of its poverty and population density, MaP was demarcated as one of the 21 Integrated Sustainable Rural Development Programme (ISRDP) Presidential nodes eligible for focused poverty and economic growth interventions. The municipality consists of 34 wards and has three main service centres, namely Harrismith, Kestell and Phuthaditjhaba in the former QwaQwa homeland. The municipality has the following challenges: poverty, inadequate provision and maintenance of basic infrastructure, informal housing and insecurity of tenure, inadequate public transport, lack of economic opportunities, high illiteracy and innumeracy, non-payment of services, drought, HIV and AIDS, unemployment and crime.

Adaptations of the methodology in the node

3. The research team adhered to the methodology outlined in the terms of reference to ensure that the findings of the MaP node were comparable with the findings from other nodes. Nevertheless, the research team met some resistance from communities who argued the research was taking too much of their time and was not providing a direct livelihood benefit. Secondly, at times it was difficult to assess and to separate the impact of the DSD programmes from the impact of other similar programmes implemented by different departments in the node. Where possible the research team attempted to trace if there were implicit relationships between DSD services and those offered by other departments in the node.

Process carried out

4. The research exercise was carried over a period of six weeks, beginning with introductory scoping visits to identify stakeholders in the node, to inform them about the research exercise with a view of soliciting their support for and ownership of the research. Following this introductory meeting the research was carried out, with the assistance of the Office of the Speaker, in wards 2 and 6.

2A Livelihood profiles of the Maluti-a-Phofung node

Community perceptions of poverty and development

5. Community respondents associated poverty and lack of development with lack of consistent income (lack of employment) and also lack of basic amenities like food, shelter, clothing and housing. Access to income as an indicator of development and progression appears to top the list of desired outcomes for members of both communities in the node.

Community analysis of the node

6. Community participants did not see intermediate categories between the affluent and the not affluent. In general, those with employment fell into the former and the unemployed fell into the latter. Participants saw employment as a more important indicator of vulnerability than any other specific characteristics, such as disability or age.

Livelihood profiles in the node

7. The following groups were identified as vulnerable: unemployed youth and adults; people living with HIV and AIDS (PLWHA); the elderly; single mothers; the homeless; domestic workers; orphans and the physically disabled. Many groups pointed to apartheid and previous social exclusion to explain their livelihood trends. It would seem not many people interviewed have moved away from the poverty status based on the community's definition of poverty. The communities acknowledged that they were better off than during the apartheid regime and believed their situation would improve as long as the present government put emphasis on effectiveness and efficiency and fought corruption of public service office bearers.
8. Across the board, access to a consistent income was a priority for participants from vulnerable groups. Access to basic services (water, electricity, housing) and to health care and education were all perceived as important livelihood outcomes that participants desired.
9. Participants indicated they had some skills, but mainly that were widely shared and served the purpose of surviving but were mostly inadequate for use in formal employment. Livelihood opportunities are scarce in current conditions, suggesting a social crisis.
10. The majority of vulnerable groups interviewed relied on social welfare grants, old age grants, disability grants and child grants to meet their livelihood needs. Most people interviewed had some *ad hoc* means of livelihood, mainly some form of informal trading or petty commodity production.

2B Situational analysis of DSD services

Presence of DSD offices

11. The district DSD office is in close proximity to the municipal offices and they are both situated in Phuthaditjhaba. There are also sub-district service points located closer to the communities in different settlements. These offices are predominantly manned by social workers, community liaison officers (CLOs) and administration support staff.

Type and frequency of DSD services rendered

12. DSD has a range of services in the node of varying frequency and adequacy.

Projects that are part of DSD interventions and services

13. Detailed project information was not included in the report, and will be gathered at the start of the support phase.

Alignment of DSD services with PGDS, IDP and the LED strategy, and working relationships with other role players

14. According to Epa's research, alignment of DSD services is good, as is the working relationship with the municipality and other departments.

Recommendations for addressing service gaps

15. There is need for greater integration of social development functions and more co-ordination to prevent duplications of efforts. DSD should play a lead role in this.
16. DSD should reorient its role to become more of a strategic actor providing oversight, direction and monitoring and evaluation support to partners from government, civil society and the private sector.

INTRODUCTION

1. Based on its commitment to improving the provision of social development services programmes and projects through the ISRDP, national DSD is preparing to decentralise the responsibility of implementing the Poverty Relief Programme (PRP) to provincial DSD. As part of the preparatory requirements for the handover of this responsibility, national DSD has commissioned a research programme in 13 ISRDP and eight Urban Renewal Programme (URP) nodes throughout South Africa. The broad purpose of the research is to draw lessons from the implementation of the PRP with a view of generating, critically assessing and ultimately communicating policy-relevant information that can guide the decentralisation of the PRP from national to provincial DSD, and guide the design of the United Nations Population Fund (UNFPA) Second Country Programme in the ISRDP nodes in Eastern Cape, KwaZulu-Natal and Limpopo provinces.
2. This report gives an outline of the qualitative research process undertaken in MaP local municipality and rural ISRDP node. The introduction to the report outlines the research exercise and its objectives and gives a background of the research framework. This section also gives an outline of the methodology used to conduct the research with emphasis on the changes or adaptations made to the methodology. Section 2A of the report presents an outline of the qualitative livelihood profile of the node, provides an analysis of the findings of the livelihoods profile and proposes recommendations for DSD to adopt to improve the livelihoods of the residents of MaP.
3. Section 2B of the report presents an analysis of the services offered by the DSD in the node and includes all DSD offices, national, province and district. The first part of 2B presents a physical description of DSD services, followed by four sections dealing with the type and frequency of DSD services in the node, the alignment of DSD services with the Integrated Development Plan (IDP), the local economic development (LED) strategy, and the Provincial Growth Development Strategy (PGDS). The remaining two parts deal with issues related to services delivery gaps, with a specific focus on services provided by DSD, and recommendations by the research team vis-à-vis interventions the DSD can consider to improve its performance in the node.

Background to the area and the two wards

4. MaP node is situated in the eastern part of the Free State Province. With a total population of about 400,000 people (in 2000), it covers an area of approximately 4,421 km². It is one of five local municipalities of Thabo Mofutsanyana DM. Demarcated as one of the ISRDP Presidential nodes, MaP consists of 34 wards. It has three main service centres, namely, Harrismith, Kestell and Phuthaditjhaba in the former QwaQwa homeland.
5. Harrismith is approximately 60 km north-east of Phuthaditjhaba. It had a total population of approximately 33,732 people in 2000. Harrismith is a service centre for the surrounding rural area. It also serves as a major employment centre for people living in Tshiame (a decentralised industrial area with a residential settlement, some 12 km from Harrismith) and QwaQwa and commuters travel on a daily basis between these areas (MaP IDP 2002).
6. Kestell is located about 44 km to the west of Harrismith and approximately 30 km to the north of Phuthaditjhaba. Historically Kestell served as a centre for the predominantly agricultural area, although it has declined in importance as Bethlehem (in neighbouring Dihlabeng municipality) and Harrismith have grown. According to MaP's Integrated Development Plan (IDP) Kestell has tourist potential due to the traditional sandstone buildings that are unique to the eastern Free State.

7. QwaQwa was established as a self-governing territory in 1969 as part of the homeland policy of the apartheid system. It became part of the Free State province in 1994. QwaQwa serves as the administrative centre for MaP local municipality. It has a fair level of infrastructure. QwaQwa experienced an economic decline due to the closure of many industries in the area following the ending of subsidies that were provided through apartheid's decentralised industrialisation policy. This resulted in unacceptably high unemployment rates. For example, in 1996 unemployment rates of 57% were recorded in QwaQwa, followed by Harrismith with 49% and Kestell with 29% (MaP IDP 2002). The overall unemployment rate in MaP was estimated at 51% in 2000, (Municipal Demarcation Board 2000). The Municipal Demarcation Board (MDB) further estimated that 69% of all households living in MaP earned less than R1,000/month (53% of which earned less than R500/month), making MaP the poorest local municipality in the district. Access to basic services such as clean water is still a major problem in the node. Statistics show that about 16,425 people still do not have access to clean water in Harrismith and QwaQwa (Department of Local Government and Housing 2003).
8. Despite the socio-economic challenges facing the node, the area has a huge potential for tourism development because of its scenic beauty and rich cultural heritage. If well developed, the tourism industry could go a long way in breaking the cycle of poverty in MaP. (<http://www.dplg.gov.za/html/progs/isrdpNodes/Maluti.htm>)
9. The first focused community group discussion to determine, service delivery patterns, vulnerability and livelihoods profiles was undertaken in Intabazwe and Tshiame, the two settlements demarcating ward 6. Intabazwe, a former African township, is located some 1.5km north of the central business district (CBD) of Harrismith and is separated from the economic hub by natural features, i.e. a mountain and a stream. Poor infrastructure and very few formal employment opportunities characterise Intabazwe. This forces most of the economically active population to seek employment opportunities outside Intabazwe (Map IDP Cycle review 2006/2007)
10. The second focused community group discussion to determine service delivery patterns, vulnerability and livelihoods profiles was undertaken in Tshiame, demarcated in ward 2. Tshiame is an apartheid-engineered settlement located along the N5 route, some 12km west of Harrismith towards Kestell. It is a typical dormitory town. Although Industriqwa is located to the north of Tshiame, the industrial area offers very few employment opportunities, especially since the ending of subsidies. The Free State Development Corporation (FDC) estimated that less than 1,000 people were employed in Industriqwa in 1999 (Urban Econ, 1999) and only 62 of the 121 serviced industrial sites were developed. Of these almost 50% were empty. Most of the people residing in Tshiame need to travel on a daily basis to Harrismith or QwaQwa for employment. The area also accommodates the Makholokwe tribe. 167 families who settled to the west of Tshiame, in an area where no urban services were available. Community members were required to fetch water from fountains and to make use of pit latrines. Water is currently being installed to reach these families, and further services will be considered once land issues have been cleared up (MAP IDP Cycle review 2006/2007).

Methodology

11. The purpose of the qualitative baseline research was to gather qualitative information about DSD activities in the nodes. A standard methodology was adopted for all nodes, with some variation depending on circumstances.

12. Originally the plan was to gather information about UNFPA Country Programme and PRP projects after the baseline research. However, it was felt that this would shorten the period during which action plans for improved performance could take effect and be monitored. Therefore the project data was collected during the baseline research period. Four weeks were assigned to this task.
13. Various preparatory activities were carried out at various levels to ensure the success of the intensive baseline research process in the node. Key was a meeting organised by DSD at provincial level and attended by DSD nodal managers and other DSD staff in the node. At this meeting nodal staff members were requested to make various appointments for the research team.
14. Even the smallest nodes contained plenty of variety in livelihoods and standards of living. It was not feasible to aim to develop a fully representative picture of the variety from the very limited research. But with the community livelihood analysis processes that were undertaken, the aim was to be as representative as possible. There was an attempt to undertake one analysis with a community in or near the main town of the node, for example, and another in a more remote and completely rural location. In urban nodes, one analysis was done in a middle income area and another in a very poor neighbourhood. The number of analyses undertaken in a node was dependent on local conditions and on the time and resources available.
15. With this in mind, researchers identified potential areas to carry out the community livelihood analysis that they felt were representative of the node. In their first meeting with the nodal staff they presented these suggestions and the nodal staff confirmed or altered the selection.
16. In a similar way, community vulnerability analyses were dependent on local circumstances, but researchers' aimed to meet representative groups of vulnerable people as officially defined (youth, the elderly, women and the disabled) as well as groups of people defined in the general community livelihood analysis as vulnerable – single mothers, perhaps, or those with no fields or livestock.
17. The following tools were part of the methodological kit that researchers used: well-being ranking and social group identification, where participants identified appropriate and significant vulnerable groups; timelines that included the elderly and the youth; and Venn diagrams to analyse services and service providers. Groups of people identified as vulnerable then participated in category-specific focus groups. The research teams also met separately with service providers, project beneficiaries and non-beneficiaries. A reportback and closing workshop - at which a draft report was presented for amendment and verification - wound up the research phase of the first evaluation.
18. The research team did not make any changes to the methodology outlined in the terms of reference, to ensure that the results of the study are comparable with the findings with the other nodal research exercises. However, it was difficult to separate out the effects on beneficiaries of other Poverty Relief Programmes (PRPs) from the effects of the DSD projects. The methodology also failed to recognise the indirect livelihood relationships project beneficiaries had with their immediate and extended families. At times these observations obliged the researchers to seek to understand the intricate cause-and-effect relationships between the DSD programmes and the programmes of other departments, particularly those aligned to the municipal IDP. Another very insignificant challenge was the unwillingness of communities to participate in the research, opting to continue with their daily livelihood coping strategies to guarantee that they would have food on the table at the

end of the day, and to which the time consuming research exercise was not going to compensate immediately. Annex 3 at the end of chapter 3 provides details on the four week process.

2A LIVELIHOOD PROFILES OF THE MALUTI-A-PHOFUNG RURAL NODE

Introduction

19. This section of the report outlines the findings of a livelihood profile exercise conducted with representatives of vulnerable groups (as identified by the two communities) in two communities in ward 2 and ward 6 of MaP. The livelihood profile included a well-being ranking exercise conducted by communities in the two wards; an analysis of the strengths, weaknesses, threats and desired outcomes for each vulnerable group, and coping mechanisms for different vulnerable social groups identified by the communities. The exercise started in ward 6, where a cross section of social groupings was asked to define poverty and development. This was followed by a well-being ranking exercise and livelihood profiles with disaggregated social groups identified by the communities. The communities participating in the exercise were also asked to define poverty and development as part of the livelihood profiling exercise. A similar process was undertaken in ward 2. The findings of these community consultations in both wards are presented below.

How do people see poverty and development, and the causes of poverty

20. The community did not come up with a single definition of poverty but identified common and universal characteristics often associated with being developed or poor. Table 1 below presents the characteristics associated with being poor and developed as identified by the communities.

Being poor	Being developed
Lack of consistent income	Earning consistent income through formal employment and/or self employment
Lack of human skills that can enable one to get a job	Possessing necessary job-related human skills,
Lack of physical assets, land, housing,	Possession of physical assets, land, housing,
Inability to satisfy basics needs housing, food, shelter and clothing	Possession of basic needs, housing, food shelter, clothing and health
Lack of education that can help them acquire jobs	Possessing the necessary education to enable one to acquire jobs, preferably tertiary education

Table 1: Characteristics associated with poverty and development

21. Asked to rank the importance and usefulness of these characteristics in understanding poverty and development, participants agreed that the following variables had a direct correlation with their perception of poverty and development:
- Employment status;
 - Well-being ranking (affluent or not affluent);
 - Level of education and access to information;
 - Age;
 - Vulnerability status (abused women, disabled, orphans);
 - Geographic influence (place of residence - rural or urban).
22. Participants in both wards were then disaggregated into social groups and asked to indicate which poverty or development characteristics variables were most useful for understanding poverty. The following social groups were took part in the exercise: unemployed youth; the elderly and unemployed not accessing a government grant; orphans above 18 and unemployed; orphans below 18 and unemployed; unemployed and abused women; disabled

and unemployed; generally anyone unemployed and not earning any income; domestic workers; PLWHA; and homeless.

23. Figure 1 below provides a summary of the different groups' ranking of the importance of characteristics used to understand poverty and development. Income and meeting basic needs (food, shelter, clothing) are common across all categories of vulnerability. For the unemployed elderly education and physical assets are important, while for orphans above 18, human skills are crucial.

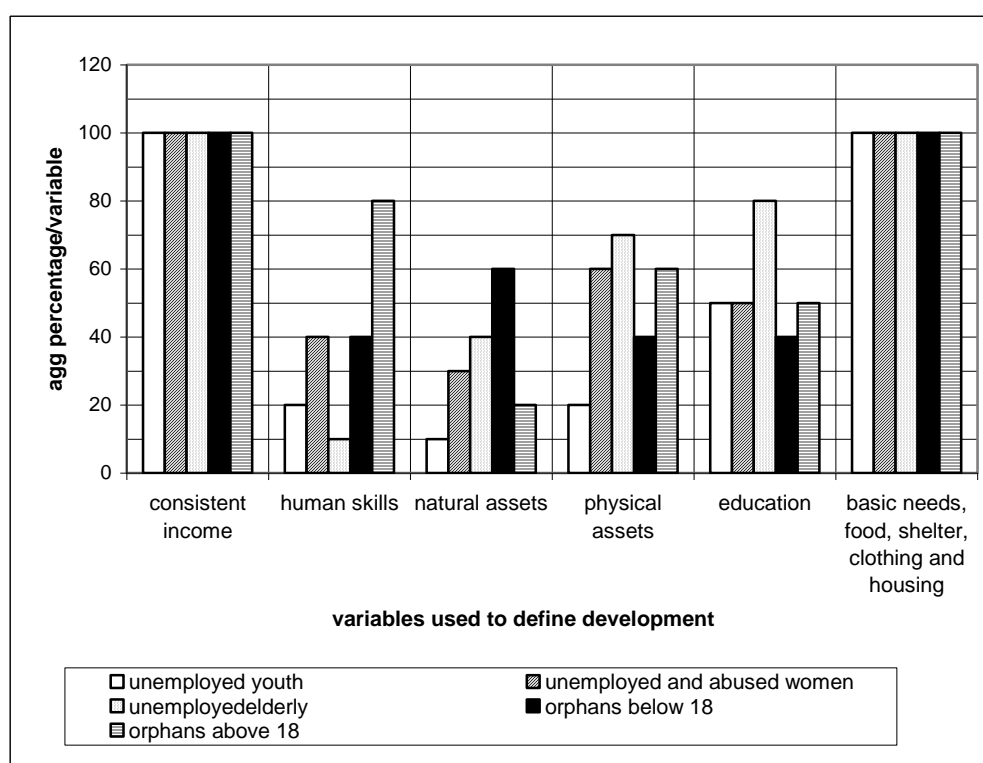


Figure 1: Community perceptions of development, Maluti node

24. The Free State provincial government defines poverty as lack of ownership of, or limited access to, resources and opportunities. These include insufficient food, inadequate or unrecognised skills and capabilities, inadequate income, poor health and welfare; conflict and breakdown in society, lack of access to natural resources and inadequate physical infrastructure, both personal and for the community as a whole (Free State Poverty Strategy draft 1999). According to the strategy document, development can be defined as having ownership and access to resources and opportunities and these include human, physical and financial assets. As figure 1 above shows, participants from ward 2 and 6 ranked access to consistent income and access to basic needs higher than the other variables, and finding them to be key indicators in assessing poverty and development. Employment or lack of employment was closely linked to the definition of poverty and development and was also central to ranking vulnerable groups in the node.
25. South Africa has a history of 250 years of colonisation, followed by 80 years of settler colonialism, which, from 1948, was made worse by the extremism of apartheid. This resulted in systematic dispossession of non-whites, and the creation of a class system based on race. The class system resulted in a standard of living for whites amongst the highest in the world, while that for black Africans in particular was worse than for many far poorer countries in

Africa. South Africa is the richest country in Africa but ranks only second to Brazil on the GINI coefficient (a measure of inequality) (FSPS draft 1999).

26. Colonialism deliberately created an impoverished labour migrant system, which provided cheap labour for the farms, mines and emerging industrial base. The further development of this was the creation of a series of labour reserves, or bantustans, on 17% of the land area, where blacks were given nominal independence. The Free State had two of these: QwaQwa, a self-governing territory, and Thaba Nchu, which was part of the Bophuthatswana bantustan. This history of social exclusion and enclavity socialised and indoctrinated a mentality of wage employment which goes some way to explaining why poor black participants in the exercise argued that having a consistent income/wage and having access to food, shelter, clothing and health ranked highest as responses to poverty. It is very important to understanding the reasons why communities adopted a slightly different definition of poverty to that outlined in the provincial poverty strategy. Part of the reason why communities do not necessarily see access to natural resources e.g. land and education as immediate indicators of development is the mentality of formal employment for wages as opposed to self-employment. At the same time, there are structural factors in the economy that seemingly make paid employment the only viable route to a consistent income.

Community analysis of the Maluti-a-Phofung node

27. The research team facilitated a community well-being ranking exercise and two groups, the affluent and not affluent, emerged from the discussion as a representative sample of the communities in ward 2 and ward 6. The results of the well-being exercise and part of the livelihood profiling in the two communities are summarised in table 2 below

Well-being level	Characteristics and trends
Affluent	Businessmen with car, extended house, and businesses (e.g. shop, salon, butcher) or some other income-generating activity Educated to get a job and consistent income Not staying in Reconstruction and Development Programme (RDP) houses Employed under the Extended Public Works Programme (EPWP) Employed by government projects and getting a monthly allowance Accessing government grants Generally someone with full-time employment
Not affluent	Unemployed, with very limited academic training, at times without any formal training or competitive skills for formal employment Unable to meet basic needs like food, clothing or good health in some instances Unskilled and not employed Skilled but not employed Not able to bury deceased family members because of lack of income Groups include HIV and AIDS infected, orphans particularly those unemployed, disabled and not employed, generally not employed

Table 2: Levels, characteristics and trends of well-being perceived by residents of ward 2 and ward 6

Analysis

28. It was very difficult for the communities in both wards to agree on the meaning of 'rich', 'quite rich' or 'well off' and many other well-being ranking classes as stipulated in the terms of reference of the study. Their perceptions and approach to the well-being ranking exercise was premised on being employed and not being employed. They argued that even if they were not able to define 'rich' they associated well being with job security and having a consistent income. The community felt they would be comfortable ranking the community

using the affluent and non-affluent as opposed to the five-ranking classification outlined in the methodology for the research. Many participants in the exercise preferred to be labelled poor and not affluent as opposed to rich and affluent. Many participants were comfortable being labelled poor and destitute because they associated such a status with having access to social welfare benefits.

29. In comparative terms there were similarities in the way participants in the two wards defined vulnerability and categorised the vulnerable, specifically the reference to women, the elderly, youth and the disabled. Participants felt unemployment was a key indicator of vulnerability, poverty and not being affluent. According to the participants not all youth are vulnerable, not all elderly are vulnerable, neither are all disabled people vulnerable. In principle they argued that vulnerability co-exists with unemployment. That is, any group or individual is vulnerable so long as they are deprived of access to consistent income. As a result of this observation, the importance of DSD poverty relief interventions, particularly those that ensure a consistent income cannot be overemphasised.

Livelihood profiles of vulnerable groups in wards 2 and 6

30. Based on the community discussions, the following groups were identified as the most vulnerable:
- i) unemployed youth and adults;
 - ii) single unemployed parents (women);
 - iii) unemployed and physically disabled;
 - iv) unemployed orphans above 18 years;
 - v) PLWHA living in households with no-one employed.
31. The research team facilitated community meetings to determine the desired outcomes strengths, weakness, opportunities and threats (also known as livelihood profiles) of each of the vulnerable groups identified. This section of the report presents the results of this exercise and concludes with the researcher's analysis of the findings. The findings are summarised in table 3 below.

Vulnerable Group	Strengths	Weaknesses
Unemployed youth and adults	On average they are educated up to standard 8-10	Lack of skills relevant to employment in the private sector. They depend on public institutions for employment Are not able to study further because of lack of financial resources
	Majority have skills like brick laying, carpentry, arts and crafts	Do not have financial support or business-related skills to enable them to start viable and sustainable functions
	Majority have access to water, electricity and some have access to adequate sanitation	Cannot afford to pay rates because of lack of income. Some do not have access to running water, electricity or adequate sanitation
	Most have fruits trees in their yard for subsistence use Some have vegetable gardens	Lack of access to enough land that can be used for commercial purposes or to capital to begin small projects Some have no access to land at all
	Some have cattle, sheep and chickens	Many have no cattle or other agricultural assets
	Most have technical skills, e.g. plumbing, sewing, knitting, break	Lack of access to finance and loans to start business

Vulnerable Group	Strengths	Weaknesses
	laying	Many still dependent on families to support them A big percentage is still unemployed, and a great percentage still relies on part time jobs
		Some are suffering from depression and are victims of substance abuse
The elderly	A majority of them own RDP houses and are receiving old age pension grants Some have taps and electricity in their yards Some have arts and crafts and farming skills	Some still occupy mud houses and shacks Pension pay points are not easily accessible because they are not situated within a walking distance for an elderly person. Officials are also very rude. Some cannot read or write and have to rely on other people to assist them to get paid. Income they receive is not adequate because they also support extended family and grandchildren
Single mothers	Most have access to child support grants (R110/month/child for no more than three children) Have stokvels, burial societies, church groups, sports club that give them support Maintenance from R150 – R200/month/child A range of skills, including catering, dressmaking, bricklaying, professional activities, art and crafts, sewing, knitting and carpentry	Do not invest the child support grants Lack of formal houses – most of them stay in shacks Pit toilets which pose danger to young children Often seen as not so clean and acceptable in the community except in cases where they are single parents because of the death of a spouse.
Orphans above 18 years	Some have a basic education of up to Standard 10	Lack of income Lack of information on their rights and privileges Not able to access grants Dependent on other people and often pitied
Physically disabled	Supported by families and other community members Access to disability grant Targeted by affirmative action programmes	Empowerment projects and programmes are not sustainable or viable.

Table 3: Strength and weaknesses of vulnerable groups from Ward 2 and Ward 6

32. The following section of the report gives an outline of the desired outcomes, threats and opportunities for specific vulnerable groups of ward 2 and ward 6.

Unemployed youth and adults

Group	Desired outcomes	Threats	Opportunities
Unemployed youth and adults	Access to consistent income	Crime, substance and drug abuse HIV and AIDS	Establishment of income generating projects Skills development programmes offered by DSD and other departments in the node Multi-purpose centres and further education and

Group	Desired outcomes	Threats	Opportunities
			training (FET) colleges where skills development projects are offered.
	Improved health	HIV and AIDS Prostitution	Targeted by affirmative action programmes in the municipality
	Food, shelter and clothing		
	Improved safety and security	Crime, housebreaking, robberies and armed murders	Access to Community Policing Forums
	Support for people living with HIV and AIDS	Exposed to contracting HIV infection because of poor education on how to care for sick relatives and friends. No skills and equipment to care for the sick	Many home-based care (HBC) projects initiated by the municipality DSD and other departments targeting income-generating projects
	Access to bursaries for higher education	Lack of information and guidance on how to get access to bursaries and loans for higher education	
	Improved educational opportunities	Lack of income to access good schools	Willing to go to school if given the opportunity

Table 4: Desired outcomes, threats and opportunities, unemployed youth and adults

33. The consultation process with the unemployed youth and adults indicated that accessing consistent income was top of the priority list of desired outcomes for the two groups. This once again showed the direct relationship between access to consistent income and the community definition of poverty. The group also indicated that access to good health and decentralised capacity to fight HIV and AIDS was a high priority. This could mean increasing the number of HBC programmes and also decentralising some primary health care (PHC) functions to non-profit organisations (NPOs). HIV and AIDS is one the major threats and a concern for the DSD and other departments. It is encouraging that MaP has prioritised the fight against HIV and AIDS in the IDP. However, the node still has to consolidate and co-ordinate the different efforts in this area to have an impact in the node. The two groups also considered unemployed as a major threat and the primary cause of many other social ills like HIV and AIDS and crime. The importance and need for consolidated and integrated income-generating programmes is essential, while DSD needs to consider its role carefully in this regard.

Single mothers

Group	Desired outcomes	Threats	Opportunities
Single mothers	Access to consistent income, jobs and skills development	Their property can easily be seized including salaries because of the status of being minors	Income from pension and old age grants
	Improved safety and security	Easy targets for criminals because they often live on their own	
	Improved health	HIV and AIDS	Health-related income-generating

Group	Desired outcomes	Threats	Opportunities
			programmes initiated by the municipality
	Improved adult education Good education and bursaries for their children	Not able to acquire good jobs that require education	Adult basic education and training (ABET) programmes offered by the municipality and other departments
	Family life (social security) Housing Maintenance payment on time	Crime Diseases like stress and stroke	

Table 5: Desired outcomes, threats and opportunities, single mothers

34. Meetings with unemployed single parents revealed that access to consistent income was also top of the list of desired incomes. Participants from this group indicated that access to consistent income, preferably through permanent employment, was central to their ability to address their problems, including lack of access to improved health, proper housing or safety and security. The group also indicated that they were vulnerable to taking part in criminal activities to try and making a living. Many confessed to prostituting themselves to acquire income. They also acknowledged that they were more vulnerable to contracting HIV as a result. The group applauded the DSD for initiating the Early Childhood Care Centres which take care of their children during the day, giving them opportunity to seek paid employment. They did, however, indicate that they were unable to determine whether the children were getting good quality education in the crèches because they simply had no time to monitor their progress as they were always preoccupied with job seeking.

Physically disabled

Group	Desired outcomes	Threats	Opportunities
Physically disabled	Access to and improved income	Lack of information regarding empowerment opportunities for the disabled	
	Access to proper infrastructure that accommodates their disability today, including housing and transport	HIV and AIDS	Vacant land for new structures
	Improved access to health care	Poverty Lack of employment Bad roads	
	Access to houses		
	Clean environment		
	Self reliance Electricity, water and sanitation Protection from HIV and AIDS Skills and social grants Wheelchairs and walking sticks Job creation	Crime (especially rape) Unemployment Lack of sanitation HIV and AIDS Lack of income Diseases emanating from unhygienic conditions Political changes	Vacant land for new structures Homes for the disabled

Table 6: desired outcomes, threats and opportunities, physically disabled

35. The meeting with the unemployed physically disabled group revealed that access to consistent income was the primary desired outcome for participants. They also indicated the desire for better access to information regarding available opportunities for disabled people. DSD could explore the creation of, or support for, an information centre for vulnerable groups. This could mean having a baseline of all organisations and institutions supporting the disabled and find a way of assisting the disabled to get support from such institutions.

Orphans

Group	Desired outcomes	Threats	Opportunities
Orphans	Improved access to income	HIV and AIDS	Empowerment programmes for orphans initiated by DSD and other departments in the node.
	Improved safety and security	Poverty Lack of information related to where they can get access to support	Easy to organise into groups and associations
	Access to houses	Weak inheritance laws	Some stay in government-subsidised orphanages

Table 7: Desired outcomes, threats and opportunities, orphans

36. Discussions with the orphans also demonstrated the importance of income and employment to their livelihoods. Participants from the group ranked improved access to income top of their list of desired outcomes. Like other groups interviewed, unemployed orphans showed the importance of income-generating programmes to enhancing their livelihoods. Participants were not aware of any programmes aimed at assisting and empowering them as a group, demonstrating a service delivery gap DSD could explore venturing into.

Elderly

Group	Desired outcomes	Threats	Opportunities
Elderly	Access to and improved income Schools and employment for their children Pay points closer to their communities and easy to access Clinics Shelter, sanitation and seats at pension pay points Transport for the rural aged Water taps, electricity, telephones and clinics for rural areas	Crime and unemployment Political changes which may have policy implications particularly on old age grants Opportunistic diseases like tuberculosis (TB), arthritis, heart failure They need to support extended families	Access to social grants and other old age benefits Recognised as leaders and people with wisdom Associations for the elderly Some stay in old age homes

Table 9: Desired outcomes, threats and opportunities, the elderly

37. The unemployed elderly, like the other vulnerable groups, put access to income on top of their list of desired outcomes. They challenged the DSD to ensure that pay points were as close as possible to the communities and that they did not have to wait long to get their grants on pay days.

Domestic workers

Group	Desired outcomes	Threats	Opportunities
Domestic workers (women)	Access to and improved income Access to good schools for their children Full time job in municipality or big companies even with a proper contract	HIV and AIDS Vulnerable to the abuse of employers Unemployed husbands forcibly seize their salaries The whole family relies on the little they generate Pregnancies	Education levels up to Grade 10 Burial societies Community stokvels Women's leagues

Table 10: Desired outcomes, threats and opportunities, domestic workers

38. A group of domestic workers interviewed showed unanimous prioritisation of access to income and good schools for their children. The constitution does not refer to domestic workers as a vulnerable group but the communities identified them as such, and this challenges the DSD to consider issues facing domestic workers and to act accordingly.

Homeless

Group	Desired outcomes	Threats	Opportunities
Homeless	Access to and improved income Social worker Intervention by churches – projects Shelter Re-unification with families Drop-in centres	Drug abuse Physical abuse Exploitation	Children's homes

Table 11: Desired outcomes, threats and opportunities, homeless**People living with HIV and AIDS**

Group	Desired outcomes	Threats	Opportunities
HIV and AIDS patients	Medical attention Training for volunteers AIDS home-based care projects to participate in Job creation Mobile HIV and AIDS clinic	Crime HIV and AIDS Discrimination	

Table 12: Desired outcomes, threats and opportunities, people living with HIV and AIDS**Livelihoods strategies of vulnerable households in Maluti-a-Phofung**

39. As part of the livelihood profiling exercising, community participants engaged in a process of unpacking their livelihood strategies, particularly around issues of income generation to support household needs. This section gives an outline of the various strategies for each vulnerable group and the section concludes with a general analysis. Table 13 gives a summary of the livelihood strategies for participants from the different vulnerable groups.

Vulnerable Group	Livelihood strategies (could be in order if that has come out)	
	Main	Less important
Ward 2		

Unemployed youth and adults	Informal business like selling fruits, cigarettes, cell phone accessories at Phuthaditjhaba	Offloading cargo from big trucks, piece jobs	House breaking, shoplifting , pick pocketing, selling illegal substances and cigarettes
Single unemployed parents	Child care grants, burial society, women's groups, water and electricity schemes	Vegetable gardening for small-scale commercial and subsistence production	Prostitution, shoplifting
Unemployed and physically disabled	Disability grants and family members with access to disability grants	Stokvels, burial society, women's groups, water and electricity schemes	
Unemployed orphans above 18	Social grants and also reliance on family members with access to disability grants	Piece jobs	Housebreaking, shoplifting , pick pocketing, selling illegal substances and cigarettes
Unemployed elderly	Old age grants	Stokvels, burial society, women's groups, water and electricity schemes	
Ward 6			
PLWHA	HIV and AIDS grants	Employed family member	Handouts from community members
Homeless	Parking attendants Washing cars Drop-in centres managed by NPOs	Food parcels from churches and NPOs	

Table 13: Livelihood strategies of vulnerable groups

40. Despite the government's desire to move a way from being a welfare-oriented state to a more developmental state, the importance of, and almost total reliance on, social grants can not be overemphasised. It is evident that vulnerable communities access income primarily through the different grant schemes offered by government departments and NPOs. As is evident from the findings captured above, the majority of participants ranked access to income and employment highest in their priority list of desired outcomes.
41. The IDP for the node has prioritised economic development and employment creation top of the node's priority areas with social and human development following. The question is how to ensure that social and human development is integrated and is part of economic development. The DSD, which should already be part of the IDP process committee, thoroughly needs to interrogate the possibility of integrating all social welfare programmes within the ambit of economic development and employment creation. At the time of the research the IDP was still treating social and human development, and HIV and AIDS interventions separately from the main drivers of economic growth and employment creation. The node is yet to use social and human development interventions as means of creating employment and economic growth.
42. The role of the DSD district office regarding the implementation of the IDP should also be clarified and the DSD should change from being a passive player who contributes to the formulation of such a good strategic document (the IDP) but then has no role in monitoring the implementation and review of the IDP. If the role of the DSD is not reviewed the DSD will continue to operate in isolation from the other departments, contrary to the thinking behind the formulation of the IDP.

2B SITUATIONAL ANALYSIS OF DSD SERVICES

43. The sections on presence of DSD offices, alignment of DSD services and working relationships with other spheres and sectors were researched and written by Epa. These sections do not necessarily reflect the views or opinions of Khanya-aicdd.

Presence of DSD district and sub-district offices, level and type of staff

44. The district DSD office is in close proximity to the municipal offices and they are both situated in Phuthaditjhaba. There are also sub-district service points located closer to the communities in different settlements. These offices are predominantly manned by social workers, community liaison officers (CLOs) and administration support staff.

Type and frequency of DSD services rendered

45. Table 14 below gives an outline of DSD services in MaP, their description, frequency of availability and the localities they are offered in.

Service programme		Categories of intervention	Description	Frequency of service available	Localities offered
Development Implementation Support					
Poverty Relief Programme		Women's Co-operative Arts and crafts Income generation Youth development Dual purpose programmes aimed at income generation and empowerment of vulnerable groups Food security	The programmes are aimed at increasing household incomes of vulnerable groups and are implemented with the objective of empowering and reversing social exclusion Support to communities implementing projects Examples of income-generation projects are piggery, sewing and use of natural resources like grass especially by women	Depends on the availability of funds and on the requirements of the group supported	DSD is operating in all the wards.
Home community-based care		Training, funding and support of NPOs implementing home community-based care (HCBC) Recruit volunteers to be home-based carers	Meet department halfway about HBC and depends on the availability of funds and on the need DSD supports NPO interventions for frail and sick people through funding and support and stipends. HBC provided for the sick, elderly, abused	HBC is delivered throughout the year according to the need. Usually patients are visited Three times a week for differing lengths of times depending on how sick they are. Depending on the agreement with the NPO, funding by the DSD can be in tranches or monthly. Monthly grants	In all wards
National Food Emergency Scheme		Food parcels	Consists of giving out food parcels. DSD works with political representatives, child care forums and NPOs to identify the target groups. DSD funds and outsources the distribution of the food parcels. Given food for three months before they are provided with grants	Depends on the funding available. Each beneficiary receives three parcels only	.
Drop-in centres		DSD supports NGOs who run these centres for street children.	DSD offers funding, supervision, training, monitoring and advice. NGOs also get support from different donors. Life skills education,	Operate throughout the year.	

Service programme	Categories of intervention	Description	Frequency of service available	Localities offered
		rehabilitation and social integration programmes are offered.		
Drop-in centres	Food provision Educational lessons provided	Orphans and vulnerable children (OVC) are provided with food They are given books to read and taught how to read and write depending on which Grade they have gone up to Play with toys	Three times a week	
Social Security				
Social security safety-net	Food parcels Grants- South African Social Security Agency (SASSA)	Grant process out of their hands Give out food parcels for three months until the beneficiaries start receiving their grants	Monthly grants	
Welfare services				
Services rendered by private welfare organisations	Family and child welfare with departmental funding Link OVC with supporting institutions and funders	Organisations work in partnership	Ongoing services Funding from DSD is released in monthly tranches	
Services targeting vulnerable groups	Day care centres Residential care centres Old age homes Foster care grants Care dependency grants DSD works with CCFs to identify and verify etc There are organisations especially for AIDS OVC Grants Training and counselling	Care for OVC Identification, placement and supervision. Have luncheon clubs DSD funds, monitors and evaluates the services. Provide counselling on request Provide training to those who are able to do things on their own Grants provided only to those who need them most	Depends on specific needs	

Table 14: Services provided by DSD in the node

Some information recorded in this section was obtained during an interview with Ms Puleng Mokoma Chief Community Liaison Officer District DSD

46.

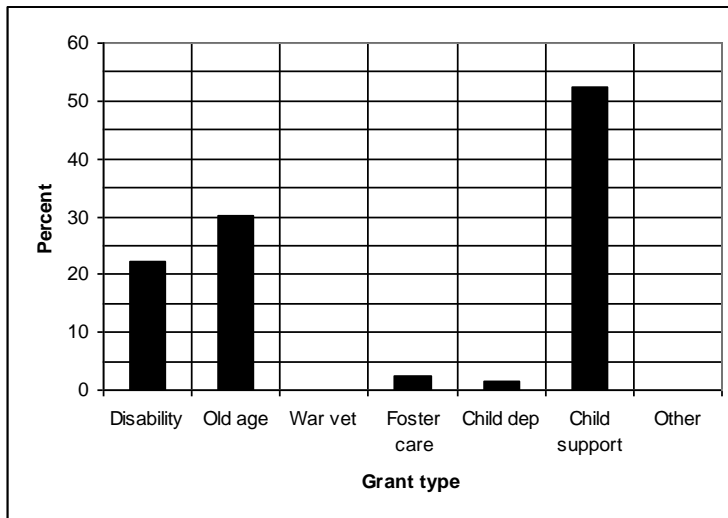


Figure 2: Proportion receiving grants, by grant type, Maluti-a-Phofung

Source: Everatt, Smith and Solanki 2006

47. Pension payout points were the most used DSD service in the Maluti node (58% of respondents), followed by DSD offices (38%). However, beyond that there was very limited uptake of services (figure 3 below). This suggests either limited awareness of these services, that the services are not available in sufficient quantity, or that the services are inappropriate for needs.

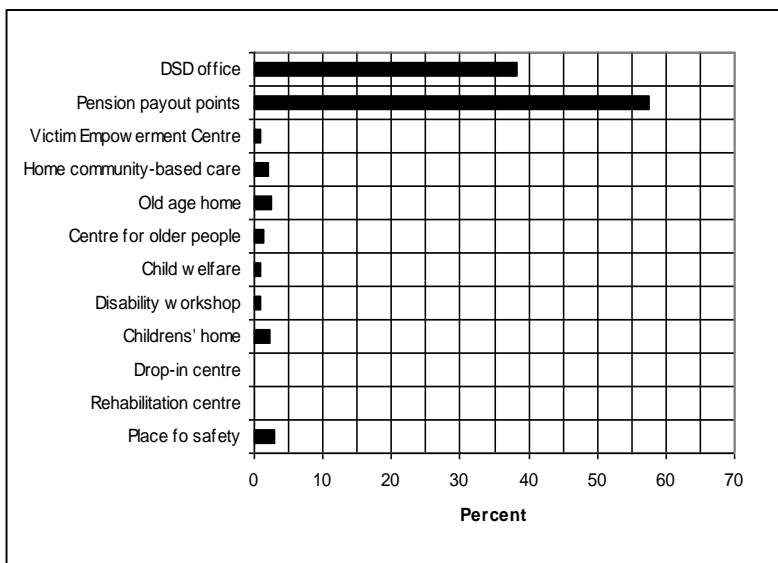


Figure 3: Proportion making use of DSD service, by type of service, Maluti-a-Phofung

Source: Everatt, Smith and Solanki 2006

48. Figure 4 below shows that between half and two-thirds of respondents to the baseline survey in the node rated the quality of DSD services above average or excellent. Staff helpfulness and knowledge were the weakest aspects of DSD service delivery in the node. Staff compassion was rated the highest, but at around two-thirds of respondents there is significant room for improvement.

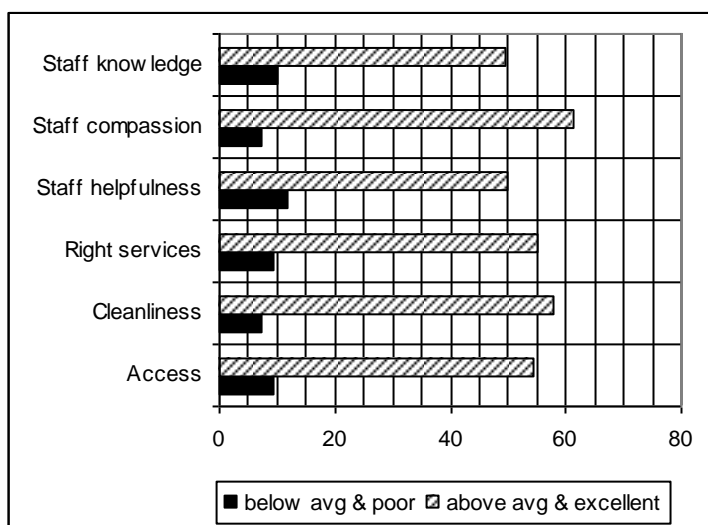


Figure 4: Proportion of respondents rating different components of DSD service delivery, Maluti

Source: Everatt, Smith and Solanki 2006

Alignment of DSD services with PGDS, IDP and the LED strategy

49. The DSD projects and services are aligned to the PGDS, IDP and the LED strategy of the municipality. This is attributed to the good working relationship that these structures of government have at the nodal level. There is a social structure forum led and co-ordinated by the provincial DSD to ensure integration and alignment of development programmes by sector departments.

Working relationships with community, municipal, provincial, national departments

50. Integration involves working and pulling together of scarce resources for optimum utilisation and avoidance of duplication.
51. The district office of the DSD works closely with the municipality and other sector departments during planning and implementation of poverty relief projects. All their projects and services are incorporated in the municipal IDP and LED strategy. Moreover, the provincial DSD is actively involved in co-ordinating the ISRDP to ensure that integration and co-ordination of projects and services with all sector departments and municipality takes place.

Recommendations for addressing service delivery gaps and services

52. Whereas the importance of social development services has been overemphasised in the node very little has been said about the quality of social development services provision in the node.

It is evident that many departments and NPOs are providing social development services without integration and supervision to control quality. It is equally very difficult to assess the impact of DSD services in the node without a proper baseline and indicators to do a *post-ante* impact assessment. At the process level there seemed to be some discrepancies in terms of the services DSD provided in the node particularly with NPOs who aired their frustrations of poor support, unreliability and dishonesty from some DSD officials.

53. The DSD has to rethink its role in the social development sector. It is not hidden that other departments are moving into the domain that was once DSD's sole responsibility. NPOs receive funds and support to perform social development functions from different departments at national, provincial, district and local levels. The DSD at district level has also delegated a lot of its functions to NPOs and NGOs. It is therefore evident that the sphere of implementation has more than enough players already often duplicating the services. However not much is done in terms of co-ordination of efforts, regulating, monitoring and evaluating the contribution of these different players. This often leads to duplication of efforts, ineffectiveness and poor quality of services. For example a number of social development projects implemented by different departments are the sole responsibility of the respective departments, with no links or relationships with the DSD whatsoever. DSD should consider playing a more strategic role of policy guidance, oversight and regulation for the social development sector through the IDP.
54. Key gaps in the DSD's functioning include lack of oversight and strategic direction of social development services, associated lack of authority over institutions providing services in the node, and inadequate staff and resources. Many departments in the node and elsewhere are leading programmes aimed at improving the accessibility of welfare development services by all groups. This is evident with the recruitment of social workers and CLOs in other departments and by private institutions and civil society groups. On its own, DSD cannot achieve the government's vision for 2015. The department has to change its role into a strategic one which could be co-ordinating all social development service providers to ensure duplication and resource wastage are limited. They could also consider monitoring and evaluating the impact of other service providers.