

**ASSESSING THE IMPACT OF INTEGRATED  
SERVICE DELIVERY ON POVERTY AND  
EMPLOYMENT CREATION: A CASE STUDY OF  
OPERATION SUKUMA SAKHE IN THE ETHEKWINI  
METROPOLITAN MUNICIPALITY**

**BY**

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## **Declaration**

I, Benedict Mathole Macwele, declare that this dissertation is my own original work, has not been submitted for any degree or examination at any other university, and that the sources that I have used have been fully acknowledged. This dissertation is submitted in fulfilment for the requirements for the degree of Master of Social Science in Political Science, University of KwaZulu-Natal, 2014.

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**Dr Bheki R. Mngomezulu**

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## **ABSTRACT**

Following the declaration of War on Poverty campaign by former president Thabo Mbeki in 2008, a number of provinces engaged in a process of aligning their long and short-term service delivery objectives with those of the campaign. In KwaZulu-Natal this engagement produced what is today known as Operation Sukuma Sakhe (OSS). OSS came into existence in 2009 and it aims to fast track services delivery by promoting participatory democracy where the gap between government (service providers) and KwaZulu-Natal citizens (end-users of services) is significantly reduced. OSS, inter alia, promotes integrated services delivery, integrated planning and participation of end-users of government services in decision-making.

The provincial government, district municipalities, local municipalities and wards each form the structure of overall arrangement of OSS. The Youth Ambassadors and Community Care Givers are the foot soldiers in OSS and their role is mainly to profile households in order to identify community needs. The study was conducted to assess the effectiveness of OSS as a mechanism used to address poverty and unemployment in KwaZulu-Natal.

The findings of this study suggest that all the OSS structures have already been set-up in the EThekweni Municipality but are marred with operational challenges such as absenteeism of key stakeholders, lack of necessary resources and other deficiencies and challenges. Indeed OSS has contributed meaningfully to job creation as there are Youth Ambassadors who are employed and given about R 1500 monthly stipend. OSS can also be commended for reducing the severity of poverty in the Municipality where poverty alleviation projects are afoot such as the One Home One garden campaign and communal gardens just to name a few. What transpired from the focus group discussions with different focus groups that form part of the study sample is that OSS is a viable model but it still needs to be reform especially in terms of creating a monitoring and evaluation unit and a system of accountability to ensure that members behave in acceptable standards.

**KEYWORDS/TERMS:** Entrepreneurship, EThekweni Metropolitan Municipality, Food Security, Job Creation, Integrated Service Delivery, Operation Sukuma Sakhe, Poverty, Skills Development, Youth Empowerment

## **ACRONYMS**

AIDS – Acquired Immunodeficiency Syndrome

CBO-Community-Based Organization

CCGs- Community Care Givers

CDW- Community Development Workers

CoopA- Cooperative Facility for Africa

DBE- Department of Basic Education

DED&T- Department of Economic Development and Tourism

DoH- Department of Health

DPLG- Department of Provincial and Local Government

DSD- Department of Social Development

DTT- District Task Team

FBO- Faith-Based Organization

GDP- Gross Domestic Product

GOI- Government Online Initiative

GWM&E- Government Wide Monitoring and Evaluation

HDI- Human Development Index

HIV- Human Immunodeficiency Virus

HoD- Head of Department

HRDC- Human Resources Development Canada

HSRC- Human Sciences Research Council

IDs- Identity Documents

IDP- Integrated Development Plan

ILO- International Labour Organization

KZN- KwaZulu-Natal

LGSETA- Local Government Sector Training Authority

LTT- Local Task Team

MDGs- Millennium Development Goals

M&E- Monitoring and Evaluation

MEC- Member of Executive Committee

MSC- Modernizing Services for Canadians

MSEs- Micro and Small Enterprises

MTT- Municipal Task Team

MWRRU- Maurice Webb Race Relations Unit

NGO-Non-Governmental Organization

NEPAD- New Partnership for Africa's Development

NISIS- National Integrated Social Information System

OECD- Organization for Economic Co-Operation and Development

OP- Office of the Premier

OSS- Operation Sukuma Sakhe

PLA- Participatory Learning and Action

PTT- Provincial Task Team

SMART- Specific, Measurable, Achievable, Relevant and Time-bound

SMEs- Small, Medium Enterprises

SMMEs- Small Medium Micro Enterprises

StatsSA- Statistics South Africa

TB- Tuberculosis

UKZN- University of KwaZulu-Natal

UN- United Nation

WTT- Ward Task Team

YAs- Youth Ambassadors

## CHAPTER 1: INTRODUCTION

Following the national declaration of War on Poverty campaign in 2008 by the then President Thabo Mbeki, a number of provinces aligned their long term and short-term goals with those of the campaign. The campaign aimed at a number of things but primarily at enhancing services delivery by promoting collaboration of all stakeholders for the benefit of services end-users. Heeding to the national call, the KwaZulu-Natal Cabinet Resolution of July 2009 established the Flagship Programme as a vehicle for integrating government service delivery in the Province through a combination of participatory democracy and efficient government machinery<sup>1</sup>. The establishment was in line with the objectives of the War on Poverty campaign. The over-sighting responsibility was then given to the Office of the Premier which was headed by Dr Zweli Mkhize at the time. The Flagship Programme comprised three principal components in which most of the targets of the programme were derived<sup>2</sup>:

- **Food security** consisting mainly of the One Home, One Garden Campaign, and secondly, community gardens where a group of residents engage in vegetable production either for household consumption or for commercial purposes;
- **The Triple Diseases Campaign** directed at managing tuberculosis, HIV and AIDS, and poverty; and
- **The Programme on Empowering Women and Youth** by addressing social ills such as HIV and AIDS, crime, drug and alcohol abuse, teenage pregnancy and road accidents.

Each component has a host of programmes or projects as means to attain the set objectives. Such projects include One Home One Garden for food security, circumcision campaigns and Youth Ambassador programme as part of youth empowerment, just to name a few. The Flagship Programme was later renamed Operation Sukuma Sakhe<sup>3</sup>. The goal of OSS is that it aims to rebuild the social fabric by promoting human values, fighting poverty, crime,

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<sup>1</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>2</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>3</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

diseases, deprivation, ensuring moral regeneration and tackling various social ills by working together through effective partnerships<sup>4</sup>. Partnerships include civil society, development partners, communities and government departments, to provide a comprehensive integrated service package to communities.

To-date, however, there is literature gap on how these programmes have performed since being implemented in 2009. This study aims to fill that void by tracing the success or failure of the programmes since its inception. The study, however, focuses on three areas namely youth empowerment, integration of government services and poverty alleviation. In terms of youth empowerment, the study looks at those programmes that tackle youth unemployment, particularly the Youth Ambassador programme of OSS. In terms of poverty reduction, the study looks at what has been done in terms of poverty reduction since the inception of OSS in 2009. Furthermore, the study looks at how integrated are government services and if there is integrated planning among government departments.

The ultimate objective of the study is to test the functionality of the integrated services delivery model. OSS is here used as a demonstration effect. This means that the functionality and disfunctionality of OSS determine the success or failure of the integrated services delivery model.

## **1.1 BACKGROUND TO THE STUDY**

South Africa has been experiencing one of the highest reported unemployment rates in the world. Statistic South Africa (StatsSA) for 2011 estimates unemployment to be sitting at 25, 3 percent<sup>5</sup>. This is high considering that the definition of unemployment only includes the economically active population (15-64 years old) and particularly those that are actively seeking jobs. Inactive population that is within the same age cohort is excluded. Clearly, the inclusion of such population may inflate the figures. Experts suggest that the inclusion of discouraged workers would take the figures to 38 percent. While urban unemployment

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<sup>4</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>5</sup> Muthetwa, S (2012) **Job Opportunities and Unemployment in the South Africa Labour Market**, Department of Labour Chief Directorate of Communication, Pretoria

rates are very high, however, rural rates are unusually high particularly in the former homelands<sup>6</sup>.

In 2009, the KwaZulu-Natal (KZN) Office of the Premier (OP) established the Flagship Programme as a mechanism for integrating government service delivery in the province through a combination of participatory democracy and efficient government machinery<sup>7</sup>. This was in line with the provincial cabinet resolution of July 2009. The Flagship Programme was in 2011 rebranded to Operation Sukuma Sakhe (OSS). OSS is a multidimensional vehicle for integrated service delivery. The programme aims to address numerous social ills – chief among them being food insecurity, HIV and AIDS, poverty and women and youth empowerment.

OSS can be understood as an expression of the integrated service delivery model. This is because the integrated service delivery model is the theory in which OSS is constructed upon. OSS uses a hierarchical structure where the provincial structure, known as the Provincial Task Team (PTT), occupies the top position and is followed by the District Task Team (DTT) which is followed by the Municipal Task Team (MTT) and lastly is the Ward Task Team (WTT) or the War Rooms<sup>8</sup>. The sequence of reporting is bottom up where the War Rooms represent the first point of entry of identified community needs and the PTT is the last recipient of community needs. Each of these structures has a right to intervene particularly on issues that are within their scope. Government departments are expected to be present in all of these structures however in a research conducted by the Maurice Webb Race Relations Unit (MWRRU) in 2012 for the KwaZulu-Natal Office of the Premier<sup>9</sup>, it was discovered that non-attendance of OSS meetings was the main cause of dysfunctionality in some of the structures of OSS.

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<sup>6</sup> Klasen, S and Woolard, I (2008) **Surviving Unemployment Without State Support: Unemployment and Household Formation in South Africa**, Published by Oxford University Press on behalf of the Centre for the Study of African Economies

<sup>7</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>8</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>9</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier



The main focus of this study is to understand the functionality of OSS and its impact on poverty alleviation and employment creation. The study focuses on the province of KwaZulu-Natal (KZN) and it adopts a case study approach and concentrate on EThekweni Metropolitan Municipality. As a demonstration effect, West, North-central and South-central sub-regions of the EThekweni Municipality were selected using the simple random technique.

Unemployment and income poverty in the province of KZN are much higher than the national average. More than a third of KZN's population live below the US\$ 2 a day poverty line and two fifths of the workforce is unemployed<sup>10</sup>. Clearly, the forgoing statements indicate a province that is in dire need of interventions, particularly concerning poverty alleviation. The Office of the Premier (OP), as the government head of KZN, has devised a new strategy to alleviate poverty, tackle unemployment and other social ills. The OP advocates for the use of the integrated service delivery model to tackle poverty, slow delivery of services and facilitate the accessibility of government services.

This study, therefore, aims to track the impact of OSS on poverty alleviation and employment creation since 2009. This study looks at the mechanisms put in place by the EThekweni Municipality to alleviate poverty. The study assesses whether those mechanisms have produced the desired outcomes or have failed to do so. The study also looks at the employment creation methods particularly the training of the Youth Ambassadors. Lastly, the study looks at the functionality of the integrated service delivery model used by OSS in EThekweni municipality.

## **1.2 THE NEED FOR THE STUDY**

The need for the study stems from the fact that OSS is a new model of service delivery in KwaZulu-Natal and there is therefore little public information regarding its functionality and impact since its inception in 2009. This study aims to contribute to the expansion of knowledge on such a model. The findings of the study will give a realistic picture of how OSS has performed in three areas that include (a) poverty alleviation, (b) employment creation and (c) integration of government services.

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<sup>10</sup> Lehohla, P (2012) **Living Condition Survey: Poverty Profile of South Africa, Application of New Poverty Lines on the LCS 2008/2009**, Published by Statistics South Africa, Pretoria

## **1.2 PROGRESS TO-DATE IN OPERATION SUKUMA SAKHE**

Based on the literature available, particularly from the Maurice Webb Race Relation Unit (MWRRU) report (2012)<sup>11</sup>, this is the status quo of OSS in KwaZulu-Natal;

- While some aspects of OSS are already functioning in some localities, there is no documented evidence of which aspects or of the locations where this is happening.
- As in January 2012, there are only 90 active War Rooms out of the possibly 785 in KZN. In percentage terms this means that only 11 percent of War Rooms are functioning.
- There are not enough Youth Ambassadors in the province and some are still not trained
- OSS duties are not included in the overall yearly individual performance assessment and this means that OSS does not contribute to those who usually get performance bonuses as some managers do not consider it a departmental responsibility.
- Operation Sukuma Sakhe does not have a working budget. It depends on the contributions of government departments. These departments are not forced by any law to contribute.

## **1.4 CRITICAL SUCCESS FACTORS OF OPERATION SUKUMA SAKHE**

Operation Sukuma Sakhe has five identified critical success factors<sup>12</sup>:

- Integrated Development Planning and Institutional arrangements and linkages,
- OSS Plans and Programmes with clear performance indicators, outputs and outcomes;
- Linked departmental operational plans with OSS,
- Leadership. This refers to the existence, through the integrated development structure;

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<sup>11</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>12</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

- An identifiable political, community and business leadership working in concert with government at local level, hence the emphasis on stakeholder mobilisation and departmental operational plans.

## **1.5 FOCUS AREAS**

### **1.5.1 FUNCTIONAL OPERATION SUKUMA SAKHE STRUCTURES**

The functionality of Operation Sukuma Sakhe will be determined by a few factors. Firstly, in order for OSS to be deemed functional all the structures that make Operation Sukuma Sakhe should be present namely the District Task Teams (DTTs), Municipal Task Teams (MTTs), Ward Task Teams (WTTs), Community Care Givers (CCGs) and Youth Ambassadors (YAs). The absence of these structures will deem OSS dysfunctional. These structures are prerequisite for the existence of OSS.

The second factor is the functionality of these structures. In as much as the presence of such structures is a prerequisite for the existence of OSS, the functionality of these structures is an important factor. There are a few things that complete the functionality of OSS structures. Firstly there should be attendance of all OSS meetings by key stakeholders. The key stakeholders are the civil society, government departments or officials, community leadership, community fieldworkers and lastly community beneficiaries<sup>13</sup>. The absence of such stakeholders will also deem OSS dysfunctional. The presence of all these stakeholders is of cardinal importance in ensuring that OSS is at the centre of government services delivery plans.

The third factor is the communication structures within OSS. OSS is a province-wide entity and this means that there should be well-functioning communication systems. A computer-based system is required to manage all the communication needs of OSS. Since OSS deals with multitudes of community needs, the nature and needs of each community and individuals varies a lot and to keep track of all those needs requires a system large enough to store all that. The system can therefore be arranged to categorize the needs according to government departments. For example, needs that require the intervention of the

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<sup>13</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

Department of Health should be in one category and not be mixed with the needs that concern other departments. Each department should have an easy access to the system. This categorization of needs will ensure that departments respond to community needs as expected by the community. This will also fulfil the government objective of bringing people-centred services delivery.

Lastly the operational challenges are expected to be there. OSS is a fairly new approach that only came into existence in 2009<sup>14</sup>. In addition, since OSS is an enormous province-wide entity with a hierarchy of structures, operational challenges are expected to be present. Challenges that are likely to be present include: communication challenges where information flow from Youth Ambassadors (YAs) and Community Care Givers (CCGs) to Ward Task Teams (WTT) to Municipal Task Teams (MTT) also known as Local Task Teams (LTTs) and District Task Teams (DTTs) and thereafter Provincial Task Teams (PTTs) may not flow as expected. The second challenge may be the absence of designated information managers. Information managers would play a critical role in ensuring that information received from foot soldiers is well received by intended recipients. Information managers would also ensure that community needs are categorized into departmental duties. Finally yet importantly information managers would keep the minutes or records of all OSS meetings to make sure that every member of OSS is well informed.

### **1.5.2 POVERTY MITIGATION STRATEGIES**

Poverty in Statistics South Africa (SSA, 2007) is defined as a state of economic, social and psychological deprivation occurring among people or countries lacking sufficient ownership, control or access to resources to maintain acceptable living standards. From this definition one can deduce that poverty is a multi-dimensional social challenge that affects the well-being of people. Makoka & Kaplan (2005) also state that poverty can be understood as absolute or relative, as lack of income or failure to attain capabilities. They further state that poverty can be chronic or temporary and can sometimes be associated with inequality.

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<sup>14</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

A broad definition of poverty include the deprivation of basic capabilities and lack of access to education, health, natural resources, employment, land, credit, political services and infrastructure, all as causes of poverty<sup>15</sup>. Therefore, poverty is seen as the deprivation of wellbeing related to a lack of material income or consumption, low levels of education and health, poor nutrition and low food security, high levels of vulnerability and exposure to risk and a profound lack of opportunities<sup>16</sup>.

In this study, poverty is therefore seen in the same manner as suggested above, that is, the lack of resources upon which human health and well-being depend in order to meet the basic obligation and needs of daily existence.

It has been suggested that poverty is a mother of all social ills including the widespread of HIV/AIDS, crime, teenage pregnancy and others. Poverty creates vulnerability which in turn makes people powerless and resort to illegal ways as means of sustenance including crime. It is therefore expected that there are programmes aiming to mitigate poverty. Poverty alleviation is a mechanism to get the poor to cross a given threshold of income or consumption. It is a sustained increase in productivity and an integration of the poor into the process of growth<sup>17</sup>. The concept of poverty alleviation is therefore, a term associated with anti-poverty campaigns that are welfare focused or orientated. The term 'alleviation' means to make something less severe or more tolerable<sup>18</sup>. Poverty alleviation also means reducing the proportion of people living in extreme poverty or those living on less than US\$ 1 a day<sup>19</sup>. Central to the problem of poverty is the availability of work. Work allows people to produce for themselves (i.e. food) and earn the money needed to buy goods and services. It is also from work that wealth is created which, through taxation, allows governments to

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<sup>15</sup> Harris, R. 2004. **Information and Communication Technologies for Poverty Alleviation**. United Nations Development Programmes. New York.

<sup>16</sup> Shackleton, C., Shackleton, S., Gambiza, J., Nel, E. & Rowntree, K. 2008. **A National Poverty Line for South Africa**. South Africa

<sup>17</sup> Wilson, F., Kanji, N. & Braathen, E. 2006. **Poverty Reduction**. [online] <http://www.zedbooks.co.uk/book.asp>. accessed on 12 January 2014

<sup>18</sup> McCaston, K. & Rewald, M. 2005. **A conceptual Overview of Underlying Causes of Poverty**. (online) <http://www.pqdl.care.org/Core Library/A Concept> Accessed on 12 January 2014.

<sup>19</sup> Harris, R. 2004. **Information and Communication Technologies for Poverty Alleviation**. United Nations Development Programmes. New York.

fund pro-poor services such as health care, clean water and education<sup>20</sup>. It is therefore accepted, for purposes of this research study that poverty alleviation refers to the efforts aimed at reducing the impact of poverty on the livelihoods of local people in a more sustained manner.

Given the nature of the EThekweni Municipality as predominantly an urban area the expected poverty mitigation strategies include funding for small businesses and skills development for youth and small-scale farming. A large population in poor countries operates or works for micro and small enterprises (MSEs) and that even in richer countries, a substantial portion of the population is employed in small and medium enterprises (SMEs)<sup>21</sup>. In poor countries, MSEs are where the poor are working – either out of choice or out of necessity. Therefore supporting small businesses has a positive contribution towards curbing unemployment and subsequently poverty.

### **1.5.3 MONITORING AND EVALUATION**

Monitoring and evaluation (M & E) is an important feature of project management and since OSS is a project it is expected to have elements of monitoring and evaluation. Monitoring and evaluation has become an integral part in governance. This is because of the fact that there are a number of benefits derived from employing M&E. Such benefits include improvement in services delivery, a clear understanding of the programmes or projects implemented, effectiveness and efficiency in project management.

Monitoring can be understood as a systematic collection and analysis of information as a project advances<sup>22</sup>. It is aimed at improving the efficiency and effectiveness of a project or organisation. It is based on targets set and activities planned during the planning or beginning phases of work. It helps to keep the work on track, and can let management know when things are going wrong. It is also an invaluable tool for good management and it

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<sup>20</sup> Vandenberg P (2006) **Poverty reduction through small enterprises; Emerging consensus, unresolved issues and ILO activities**, International Labour Organization, Geneva

<sup>21</sup> Vandenberg P (2006) **Poverty reduction through small enterprises; Emerging consensus, unresolved issues and ILO activities**, International Labour Organization, Geneva

<sup>22</sup> Policy Framework for the Government-wide Monitoring and Evaluation System document (2012)

provides a useful base for evaluation. It enables planners to determine whether the resources they have available are adequate and are being well used. It also enables planners to know whether the capacity they have is enough and appropriate.

Evaluation is the comparison of actual project impacts against the established strategic plans<sup>23</sup>. It looks at what you set out to do, at what you have accomplished, and how you accomplished it. It can be formative (taking place during the life of a project or organisation, with the intention of improving the strategy or method of functioning of the project or organisation).

What monitoring and evaluation have in common is that they are geared towards learning from what you are doing and how you are doing it, by focusing on:

- \_ Efficiency
- \_ Effectiveness
- \_ Impact

Monitoring and evaluation are different but interrelated activities. Monitoring includes collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management<sup>24</sup>. Monitoring aims to provide managers, decision makers and other stakeholders with regular feedback on progress in implementation and results and early indicators of problems that need to be resolved. It commonly reports on actual performance against what was planned or expected.

Evaluation on the other hand is a time-bound and intermittent exercise that seeks to provide credible and useful information to answer specific questions to guide decision making by staff, managers and policy makers<sup>25</sup>. Evaluations may assess relevance, efficiency, effectiveness, impact and sustainability. Impact evaluations examine whether underlying theories and assumptions were valid, what worked, what did not and why. Evaluation can

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<sup>23</sup> Monitoring and Evaluation (online) from (<https://www.civicus.org/new/media/Monitoring%20and%20Evaluation.pdf>) accessed on 11 September 2013)

<sup>24</sup> Policy Framework for the Government-wide Monitoring and Evaluation System (2012)

<sup>25</sup> Policy Framework for the Government-wide Monitoring and Evaluation System (2012)

also be used to extract crosscutting lessons from operating unit experiences and determining the need for changes to strategic results frameworks.

### **1.5.3.1 SOUTH AFRICAN EXPERIENCE WITH MONITORING AND EVALUATION**

South Africa uses the Government Wide Monitoring and Evaluation (GWM&E) system. This system is intended to enable a clear sequence of events based on critical reflection and managerial action in response to analysis of the relationships between the deployment of inputs, the generation of service delivery outputs, their associated outcomes and impacts<sup>26</sup>. The GWM&E system seeks to entrench a management system within the public sector organizations. The GWM&E has similar intention with the broader M&E in that it also seeks to encourage accountability, transparency, participation, inclusion and efficiency. In South Africa the National Treasury plays an important role in the promotion of the culture of GWM&E and its principles. Government departments and municipalities have a particular way of reporting which is designed along the principles of M&E. The current South African government has set up a separate M&E department aiming to assist the National Treasury with M&E.

The GWM&E system produces the following outcomes:

- Improved quality of performance information and analysis at programme level within departments and municipalities
- Improved monitoring and evaluation of outcomes and impact across the whole of government
- Improved monitoring and evaluation of provincial outcomes and impact in relation to Provincial Growth and Development Plans
- Projects to improve M&E performance in selected institutions across government
- Capacity building initiatives to build capacity for M&E and foster a culture of governance and decision-making which responds to M&E findings<sup>27</sup>

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<sup>26</sup> Policy Framework for the Government-wide Monitoring and Evaluation System (2012)

<sup>27</sup> Policy Framework for the Government-wide Monitoring and Evaluation System (2012)



## 1.5.4 CHANGE MANAGEMENT

Change management is a comprehensive, cyclic and structured approach for transitioning individuals, groups and organizations from a current state to a future state with intended benefits<sup>28</sup>. It helps organizations to incorporate and align people, processes, structures, culture and strategies. Project leaders need to pay extra attention on implementing and integrating change management. This is imperative for organizational success in difficult or turbulent and uncertain environments. In most businesses change management is a proactive approach implemented in a quest to maximise profit and productivity but in the case of OSS it is a reactive process implemented in response to external pressure. An office term of a local councillor is a minimum of 5 years. Since local councillors are not permanent, it is important to anticipate that change after the 5 year period.

Kotter<sup>29</sup> (1995) established 8 ways to help set-up change management system which include:

### **a) Establishing the Sense of Urgency**

This is the identification and discussion of potential crises and major opportunities

### **b) Forming a Powerful Guiding Coalition**

This is where a group of people with enough power to manage change

### **c) Creating a Vision**

Creating a vision to help direct the change

Developing strategies to achieve that vision

### **d) Communicating the Vision**

Using any means possible to communicate the vision and strategies to every employee

### **e) Empowering Others to Act on the Vision**

Getting rid of obstacle to change

Changing structures and systems that undermine the vision

### **f) Panning for Short-term Wins**

Planning for visible performance improvements

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<sup>28</sup> **Managing Change in Organization: A Practical Guide** (2013), published by the Project Management Institute (PMI), Pennsylvania

<sup>29</sup> Kotter, J (1995) **Leading Change: Why Transformation Efforts Fail**, Harvard Business Review

Recognizing and rewarding employees involved in the improvements

**g) Consolidating Improvements**

Hiring, developing and promoting employees who can implement the vision

**h) Institutionalizing New Approaches**

Developing the means to ensure leadership development and succession

## **1.6 RESEARCH OBJECTIVES**

The research objectives in any research play an integral part. Research objectives decide the direction of the study, that is, if the study is qualitative or quantitative. For an objective to be good, it should be SMART: Specific, Measurable, Achievable, Relevant and Time-bound<sup>30</sup>. A significant percentage of beginners in research falter because they do not articulate the objectives as clearly as they should<sup>31</sup>. The result is that the dissertation or report suffers from vagueness and loses both logic and direction<sup>32</sup>. Key questions in the formulation of research objectives are:

- What is it that I want to find out?
- How do I ascertain or know that I have found it out or not?

These questions generally assist in ensuring that the objectives are clearly stated. The importance of research objectives lies in the fact that they determine:

- The kind of questions to be asked. This means that research questions are derived from the objectives.
- The data collection and analysis procedure to be used. Data collection tools are developed from the research objectives. If the objectives of the study requires numeric responses or responses that can be coded into number, the data collection method is likely to be quantitative.

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<sup>30</sup> Wanjohi A (2012) **Research Objectives and Research Questions**, Kenya Project Organizations, Nairobi

<sup>31</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

<sup>32</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

- The design of the proposed study. Various research designs have different research objectives.

**The specific objectives of this study are:**

1. To assess the functionality of the integrated services delivery model in EThekweni municipality. This will be assessed through;

- An analysis of the presence of Operation Sukuma Sakhe structures including the ward task team, municipal task team and the district task team
- Monitoring of attendance of key stakeholders in OSS meetings
- Assessment of reporting lines of OSS structures

2. To investigate the poverty reduction or mitigation strategies as part of the overall OSS poverty alleviation. The indicators of poverty mitigation strategies include:

- The presence of youth skills development training
- One Home One Garden Campaign

3. To understand the Youth Ambassadors programme as part of job creation and the impact of programme on the intended recipients. Indicators of the impact of the programme include:

- Youth employment as Youth Ambassadors and working on OSS matters such as household profiling and HIV/AIDS campaigns
- A sufficient stipend every month to ensure that Youth Ambassadors are able to sustain themselves
- Future orientated Youth Ambassadors who are very optimistic about the future (empowered youth)

## 1.7 RESEARCH QUESTIONS

Determining the research question(s) is a very important step in both the quantitative and qualitative research process because these questions narrow the research objective and research purpose to specific questions that researchers attempt to address in their studies<sup>33</sup>. In general, research questions reflect the problem that the researcher wants to investigate. More specifically, research questions are interrogative statements that represent an extension of the statement of the purpose of the study in that it specifies exactly the question that the researcher will attempt to answer<sup>34</sup>. Research questions have several roles. In particular, they provide a framework for conducting the study, helping the researcher to organize the research and giving it relevance, direction, and coherence, thereby helping to keep the researcher focused during the course of the investigation. Research questions also set the limits for the study, revealing its boundaries. Additionally, research questions give rise to the type of data that are eventually collected. Qualitative research questions are typically open-ended, evolving, and non-directional (Creswell, 1998, p. 99). These questions tend to seek, to discover, to explore a process, or describe experiences.

**The key questions addressed by this study are the following:**

- What are the strategies that have been put in place to mitigate poverty in the EThekwini Municipality as part of Operation Sukuma Sakhe?
- What has been done to fight youth unemployment in EThekwini Metropolitan Municipality?
- Is the integrated service delivery model a viable model in KZN given the status quo of Operation Sukuma Sakhe in the EThekwini Metropolitan Municipality?

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<sup>33</sup> Onwuegbuzie, A and Leech, N (2006) **Linking Research Questions to Mixed Methods Data Analysis Procedures**, (online) <http://www.nova.edu/ssss/QR/QR11-3/onwuegbuzie.pdf> accessed 10 December 2014

<sup>34</sup> Johnson, R. and Christensen, L (2004). **Educational research: Quantitative, qualitative, and mixed approaches**. Boston: Allyn and Bacon.

## 1.8 CHAPTER OUTLINE

This thesis is divided into six chapters:

**The first chapter** is the introduction. The introduction is where the background and motivation of the study are clearly outlined. It is also where the problem statement is explicitly explained. Furthermore the first chapter is where the research objectives are outlined and subjected to the Specific, Measurable, Appropriate, Realistic and Time-bound (SMART) criteria. The body and meat of a research project are in the objectives. In short, the objectives constitute the research. All other sections are accessories or assist in the achievements of the objectives. Therefore, unless the research objectives are clearly set out, the research does not have a life. Further, not only do the research objectives have to be clearly set out, they should be clearly operationalized as well. This process is achieved in stating clearly what the indicators of each objective are. Also in this chapter the research questions are discussed. Additionally, in this chapter the focus areas are discussed.

**The second chapter** is the literature review. In this Chapter, four themes are covered. These themes include (a) the economic and social realities of the EThekweni Municipality and KZN at large, (b) poverty and poverty reduction mechanisms, (c) the integration of government services and the impact it has had internationally, and (d) OSS and its intention and how it operates. This section aims to sharpen our concepts and provides us with alternative methods of enquiry, particularly if when one has limited experiences in the trade. For example, it is in this section where poverty and its characteristics are discussed and it is where the rationale behind the conceptualization and implementation of OSS is clearly discussed. Furthermore, in this chapter the international experience on the integrated services delivery model is discussed.

**The Third chapter** is the theoretical framework. The theoretical framework in research refers to the philosophical basis on which the research takes place. This chapter forms the link between the theoretical aspect and the practical components of the research undertaken. In this Chapter, the theory that this study is constructed upon is extensively discussed. This study uses the integrated service delivery or cross-sectorial collaboration models as a

framework for understanding the impact and functionality of OSS in the EThekweni Metropolitan

**The fourth chapter** is the study methodology. Basically the methodology section is a narrative of the journey undertaken to complete the project. The narrative also gives the rationale for selecting specific courses of action and is intended to enable readers to make a full appraisal of the research including the context and the circumstances. Key questions in the methodology are<sup>35</sup>:

- What are the sources of the data used in this research?
- If respondents are part of the sources of the data in the research, how have they been selected?
- What mechanisms were used to record the data?
- How has the data been processed to create a record for reporting or writing a thesis?

It is advisable to critique one's methodology and show if there are any shortcomings in the methodology per se, and how these shortcomings have been catered for. This always demonstrates the researcher's depth of understanding of methodological issues. The methodology has to say:

- Who did the researcher speak to?
- How did the researcher select them?
- How did the researcher extract information from them?
- How did the researcher process the information?
- How did the researcher analyse your information?

**The fifth chapter** is the presentation of findings. This is where data obtained from the field is presented in the form of themes. The themes used are loosely similar to the questions in each discussion guide. This means that in the presentation of data questions from each discussion guide i.e. Local Task Teams and Youth Ambassadors discussion guides were used as themes. In this section data is not subjected to any analytic computer software like N-VIVO. The rationale for this section is to describe or give a picture of how respondents see OSS.

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<sup>35</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

**The sixth and last chapter** is the analysis of data gathered from the field. In this chapter data presented in the fifth chapter is subjected N-VIVO. The software allows users to classify, sort and arrange information, examine relationships in the data and combine analysis with linking, shaping, searching and modeling. The last chapter is where recommendations are made and thereafter the conclusion is drawn. The next chapter below is the literature review which discusses extensively what other people have said regarding the topic under study.

## CHAPTER 2: LITERATURE REVIEW

### 2.1. INTRODUCTION

A literature review is the study of what has been published on a topic by accredited scholars and researchers<sup>36</sup>. It is often a part of the introduction to an essay, research report, or thesis. Taylor (2010) mentioned that people writing the literature review try to convey to their readers what knowledge and ideas have been established on a topic, and what their strengths and weaknesses are. Taylor (2010) argued that one of the main roles of literature review is to enhance people's knowledge about the topic. It helps in the identification and articulation of the relationship between the literature and field of research. A literature review thus comprises a search into the activities and findings of authors who have researched similar situations or problems. A sound literature review is also systematic and controlled i.e. it focuses on those variables relevant to the study. Literature review sharpens our concepts and provides us with alternative methods of enquiry, particularly if we have limited experiences in the trade<sup>37</sup>. Boote and Beile (2005) have summarized the following basic purposes for a literature review<sup>38</sup>:

- It provides a context for the research,
- It justifies the research,
- It ensures the research has not been done before or there are gaps in previous researches,
- It shows where the research fits into the existing body of knowledge,
- It enables the researcher to learn from previous theory on the subject,
- It illustrates how the subject has been studied previously,
- It highlights flaws in previous research,
- It outlines gaps in previous research,

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<sup>36</sup> Taylor, D. (2010). **The literature review: A few tips on conducting it**. Retrieved from <http://www.writing.utoronto.ca/advice/specific-types-of-writing/literature-review> at November 10 2013

<sup>37</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

<sup>38</sup> Boote, D.N. & Beile, P. (2005). **Scholars before researchers: On the centrality of the dissertation literature review in research preparation**. Educational Researcher 34/6, 3-15



- It shows that the work is adding to the understanding and knowledge of the field, and
- It assists on refining, refocusing or even changing the topic.

The main aim of this Chapter is to review existing literature in order to attain the basic purposes of literature review as mentioned by Boote and Beile (2005). This Chapter covers four themes namely, (a) the economic and social realities of the EThekwini Municipality and KZN at large, (b) poverty and poverty reduction mechanisms, (c) the integration of government services and the impact it has had internationally, and (d) OSS and its intention and how it operates. This chapter is structured to give a coherent whole picture of how the social and economic realities have contributed to the government's change of approach on services delivery.

## **2.2. SITUATIONAL ANALYSIS OF DURBAN METROPOLITAN MUNICIPALITY**

The EThekwini Metropolitan Municipality falls within the province of KwaZulu-Natal. KwaZulu-Natal is one of nine provinces of South Africa and is located in the eastern part of the country. Measured by its total current income, KwaZulu-Natal is the third richest province in South Africa after Gauteng and the Western Cape. In *per capita* income terms the province ranks fourth (SSA, 2003a)<sup>39</sup>. KwaZulu-Natal has the second largest population after Gauteng, with an estimated population of about 10, 6 million people (19, 7%) living in this province<sup>40</sup>. The province is divided into 11 district municipalities with EThekwini Municipality being a metropolitan. The EThekwini Municipality hosts the largest share of the province's 10.6 million people with 33.9%, far in excess of any of the other areas<sup>41</sup>.

The EThekwini Metropolitan Municipality alone has an estimated total population of about 3, 5 million people<sup>42</sup>. The greatest population concentrations occur in the central and north regions of the Metro. The central region is the business hub of the city and the north region has a number of densely populated areas including the townships of KwaMashu, Ntuzuma,

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<sup>39</sup> data sourced from 2007 Community Profile by Statistics South Africa (StatsSA)

<sup>40</sup> **Mid-year population estimates 2013** sourced from <http://www.statssa.gov.za/publications/P0302/P03022013.pdf> published on 14 May 2013 accessed on 11 June 2013

<sup>41</sup> <http://www.kznppc.gov.za/Portals/0/Documents/11-08-08%20PGDS%20Situational%20Overview%20%20V%2010%20final.pdf> accessed 14 February 2014

<sup>42</sup> **EThekwini Municipality Draft Integrated Development Plan 5 Year Plan: 2012/13 to 2016/17**

Inanda and Phoenix, just to mention a few. The central region is the Urban Core of the municipality and is home to approximately 1, 30 million people (34%)<sup>43</sup>. It is followed by the northern region which is home to approximately 1, 15 million people (31%). The south accommodates approximately 730 000 people (18%) and the outer west region accommodates the least number of people with a total population of approximately 577 500 people (17 %)<sup>44</sup>.

Available statistical data show that the percentage of people living in poverty was reduced from 34% in 2006 to 31% in 2011 despite the economic recession that affected economic growth in almost all parts of the world in 2008-2010 and beyond. The percentage of people living in poverty in KZN was substantially higher than EThekwini in 2011 at almost 49%. Of EThekwini's 1,093,372 people living in poverty, 92.4% of those are African, while 6.3% are Asian, 1.2% are coloured and 0.1% are white.<sup>45</sup> It is important to note that the EThekwini Metropolitan has the lowest Human Development Index (HDI) of all the metros at 6.1, while Cape Town has the highest HDI of 0.73<sup>46</sup>.

The municipality has had modicum success in reducing illiteracy. Illiteracy rates have dropped in the past 10 years. However, the reduction is slow considering the fact that the

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<sup>43</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%202013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%202013.pdf). Accessed 21 November 2013.

<sup>44</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%202013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%202013.pdf). Accessed 21 November 2013.

<sup>45</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%202013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%202013.pdf). Accessed 21 November 2013.

<sup>46</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%202013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%202013.pdf). Accessed 21 November 2013.

municipality is well-endowed with education infrastructure compared to any other district in KZN. In 2002 there were 412,771 people older than 20 years who were considered illiterate and by 2011 the figures indicate that 294 941 were considered illiterate<sup>47</sup>. This represents only 29 percentage drop. It is, however, important to indicate that illiteracy is particularly higher in the townships, such as, Umlazi, KwaMashu, Ntuzuma, Inanda etc. and in the outskirts of the city where the majority of the poor reside.

### **2.3. ECONOMIC POSITION OF DURBAN METROPOLITAN MUNICIPALITY**

In terms of economic achievements the EThekwini's GDP amounted to R206, 9 billion in 2012<sup>48</sup>. It was forecasted to grow by 3, 1% to R213, 2 billion during 2013. The EThekwini Metropolitan Municipality contributes 65, 5% of KwaZulu-Natal's GDP and 10, 7% nationally<sup>49</sup>.

The EThekwini economy is dominated by tertiary industries that contribute to its GDP and they include (1) finance (22%), (2) manufacturing (22%), (3) community services (18%) trade (16%), transport (16%), and construction (3%) as well as others (3%)<sup>50</sup>.

Despite KwaZulu-Natal being the third richest province and EThekwini Metropolitan being the third richest metropolitan behind Johannesburg and Cape Town, poverty levels are

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<sup>47</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%2028032013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%2028032013.pdf). Accessed 21 November 2013.

<sup>48</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%2028032013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%2028032013.pdf). Accessed 21 November 2013.

<sup>49</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%2028032013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%2028032013.pdf). Accessed 21 November 2013.

<sup>50</sup> **EThekwini Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%2028032013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%2028032013.pdf). Accessed 21 November 2013.

relatively very high based on international standards particularly in areas dominated by the black African population, such as, rural areas, peri-urban areas and townships.

## **2.4. POVERTY AND UNEMPLOYMENT IN KWAZULU-NATAL**

Poverty and unemployment are the two key economic challenges in contemporary South Africa. This is evident with the employment figures which indicate that about 25% of the economically active population is unemployed<sup>51</sup>. Unemployment is concentrated in the African black population. The KZN province has also witnessed the growing unemployment rates in recent years. This is largely attributed to the recent recession that affected almost all countries in the world. The fitting terminology for what has happened in the province is cyclical unemployment. Cyclical unemployment arises when the economy experiences a decrease in the demand for goods and services<sup>52</sup>. Employers adjust to a downturn in the business cycle by temporarily laying off workers and cutting the hours of employees retained to fill reduced product demand<sup>53</sup>. At the end of 2010 about 622 000 previously employed people were classified as unemployed in KZN as a result of recession<sup>54</sup>. The rapid job losses were not only confined to the boundaries of the province, the whole country was affected. KZN, however, was classified as the worse performing province among the nine South African provinces.

Unemployment has a direct correlation with poverty. Poverty is the lack of, or the inability to achieve, a socially acceptable standard of living<sup>55</sup>. The intermediate causes of poverty are those factors which the poor commonly lack, that is, their basic needs such as absence of basic services, lack of skills, lack of employment opportunities and low productivity, *et*

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<sup>51</sup> Statistics South Africa, **The Labour Force Survey (LFS) for Q1 (2013) (online)** [www.statssa.gov.za](http://www.statssa.gov.za). Accessed 20 November 2013

<sup>52</sup> Levine, L (2013) **The Increase in Unemployment since 2007: Is It Cyclical or Structural?** Congressional Research Service

<sup>53</sup> Levine, L (2013) **The Increase in Unemployment since 2007: Is It Cyclical or Structural?** Congressional Research Service

<sup>54</sup> Harrilall, K (2010) **56 000 job losses in KZN in the second quarter of 2010**, data sourced from The Times newspaper (online) [http://www.witness.co.za/index.php?showcontent&global%5B\\_id%5D=44869](http://www.witness.co.za/index.php?showcontent&global%5B_id%5D=44869) Accessed 10 October 2013

<sup>55</sup> Bellu, L and Leberati, P (2005) **Impacts of Policies on Poverty : The Definition of Poverty**, A report for Food and Agriculture Organization of the United Nations, FAO

*cetera*<sup>56</sup>. Poverty is a product of unemployment, ill health, low levels of education and poor housing<sup>57</sup>. However, a decent job with a decent salary can afford a household access to good healthcare, good education and better and stable accommodation. Clearly, unemployment is the main causal factor of poverty. Unemployment also prevents people from accumulating much needed assets such as land for farming and if they have land they struggle to utilise it effectively.

## **2.5. POVERTY REDUCTION MECHANISM**

Poverty reduction has been identified as the principal long-term goal for most of the development interventions in Africa, and more recently made clear in the Millennium Development Goals (MDGs) and the New Partnership for Africa's Development (NEPAD). In Africa, more than 40% of its 1 billion people live below the internationally recognized poverty line of \$1 a day, and the evidence is even more worrying for sub-Saharan Africa<sup>58</sup>.

There are three types of poverty reduction mechanisms discussed in the literature. The first one is poverty alleviation which is concerned with alleviating the symptoms of poverty or reducing the severity of poverty without transforming people from poor to non-poor<sup>59</sup>. The second is lifting people out of poverty which is concerned with reducing the actual number of poor people by transforming them from the poor to non-poor status. The third is poverty prevention which is concerned with enabling people to avoid falling into poverty by reducing their vulnerability<sup>60</sup>.

The South African state has adopted the 8 MDGs which include: 1) eradicating extreme poverty, (2) achieving universal primary education, (3) promoting gender equality and women empowerment, (4) reducing child mortality (5) improving maternal health (6)

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<sup>56</sup> Mthembu, B (2011) **Rural Tourism as a Mechanism for Poverty Alleviation in KwaZulu-Natal: The Case of Bergville**, Department of Recreation and Tourism, at the University of Zululand

<sup>57</sup> Francis, E (2006) **Poverty: Causes, Responses and Consequences in Rural South Africa**, Development Studies Institute London School of Economics, Houghton

<sup>58</sup> Pitamber, S (2003) **Factors Impeding the Poverty Reduction Capacity of Micro-credit: Some Field Observations from Malawi and Ethiopia**, Paper for the African Development Bank., Abidjan

<sup>59</sup> Palmer and King (2007) **Skills Development and Poverty Reduction: A State of the Art Review**, European Training Foundation,

<sup>60</sup> Palmer and King (2007) **Skills Development and Poverty Reduction: A State of the Art Review**, European Training Foundation,

combating HIV/AIDS, malaria and other disease, (7) ensuring environmental sustainability and (8) global partnership for development<sup>61</sup>. Out of these 8 goals the South African government has generated 12 outcomes to address social and economic challenges. The 12 outcomes are listed below<sup>62</sup>:

- Improved quality of basic education.
- A long and healthy life for all South Africans.
- All people in South Africa are and feel safe.
- Decent employment through inclusive economic growth.
- A skilled and capable workforce to support an inclusive growth path.
- An efficient, competitive and responsive economic infrastructure network.
- Vibrant, equitable and sustainable rural communities with food security for all.
- Sustainable human settlements and improved quality of household life.
- A responsive, accountable, effective and efficient local government system.
- Environmental assets and natural resources that is well protected and continually enhanced.
- Create a better South Africa and contribute to a better and safer Africa and World.
- An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship<sup>63</sup>

The 12 goals were designed in line with the 8 Millennium Development Goals and the three types of poverty reduction. OSS is in line with the 12 goals as it aims, inter alia, to create a responsive, accountable, effective and efficient local government system. OSS supports numerous initiatives that combat unemployment and poverty including skills development and SMMEs. Skills development and SMMEs are mainly concerned with lifting people out of poverty and preventing them from falling back into poverty by giving them necessary skills to better their lives.

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<sup>61</sup> Sachs, J (2012) **From Millennium Development Goals to Sustainable Development Goals**, Earth Institute, Columbia University, New York

<sup>62</sup> Available (online) on <http://www.thepresidency.gov.za/pebble.asp?reliid=1905> accessed 12 December 2013

<sup>63</sup> Available (online) on <http://www.thepresidency.gov.za/pebble.asp?reliid=1905> accessed 12 December 2013

## 2.6. SKILLS DEVELOPMENT AS A POVERTY REDUCTION MECHANISM

Education, or the transmission, acquisition, creation and adaptation of information, knowledge, skills and values, is a key lever of sustainable development<sup>64</sup>. Education is essential to individuals' development as it is to the development of their families, of the local and national communities to which they belong, and to the world at large. Skills development allows communities to be hands on, particularly on issues pertaining to their well-being and development. King and Palmer (2006) suggested that

*Skills development is not associated with formal technical, vocational education and training alone, but is used to refer also to the productive capacities acquired through all levels of education and training, occurring in formal, non-formal and on-the-job settings, which enable individuals in all areas of the economy to become fully and productively engaged in livelihoods and to have the opportunity to adapt these capacities to meet the changing demands and opportunities of the economy and labour market<sup>65</sup>.*

Clearly, from the quote above, skills development plays a pivotal role in the development of individuals and society at large. Skills development through education and training has a potential to furnish individuals with the capabilities and knowledge which help them improve their socio-economic situations in a range of ways. Skills development can enable an individual to find a high paying job, lead to the understanding of more basic methods of economic development such as farming and can improve other dimensions of poverty such as health, infant mortality and women's control over their fertility<sup>66</sup>.

In as much as there is evidence to support that skills development contributes to the development of a society, it is imperative to indicate that the success of any skills development programme depends on a number of factors. These factors include, (a)

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<sup>64</sup> Piece, (2012) **United Nation Task Team on the Post-2015 Development Agenda: Education and Skills for Inclusive and Sustainable Development Beyond 2015**, UNESCO

<sup>65</sup> Palmer and King (2007) **Skills Development and Poverty Reduction: A State of the Art Review**, European Training Foundation,

<sup>66</sup> Bloom, D (2007) **Education, Health and Development**, American Academy of Arts and Sciences

creation of an enabling environment, (b) ensuring standardized curriculum and (c) ensuring improved quality of the education and training<sup>67</sup>. An enabling environment exists when there is prospect of employment after training. Without the prospect of future employment training becomes pointless and dangerous as it creates a pool of unemployed graduates.

Ensuring standardized curriculum curbs existing educational inequalities where children from rich families acquire better education because their parents can afford to enrol them in good private institutions. Standardization of the curriculum ensures that all graduates have an equal chance of getting employment. Lastly, the quality of education and training is also vital as it ensures that learners are well capacitated. It is well documented in Palmer and King's paper entitled 'Skills Development and Poverty Reduction: A State of the Art Review' (2007) that quality education and training is essential for improving the productivity and competitiveness of both individuals and the economy<sup>68</sup>.

Skills development addresses the first type of poverty reduction, which is, reducing the severity of poverty without transforming people from the poor to a non-poor status. However, when trained people get high paying employment the latter two types of poverty reduction, that is, lifting people out of poverty and preventing poverty, are addressed. Sustainable employment ensures that people do not relapse into poverty.

## **2.7. SMALL MEDIUM AND MICRO ENTERPRISES (SMMEs) AS A POVERTY REDUCTION MECHANISM**

Small businesses have become the backbone for local economic development. Small Medium Micro Enterprises (SMMEs) help in curbing poverty and unemployment particularly among the youth. Globally, the literature reveals that newly developed countries like Indonesia have opted for SMMEs as the method of reducing poverty through creating sustainable employment<sup>69</sup>. The Indonesian government together with the International Labour Organization (ILO) have launched a campaign to advocate for small

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<sup>67</sup> Palmer and King (2007) **Skills Development and Poverty Reduction: A State of the Art Review**, European Training Foundation

<sup>68</sup> Palmer and King (2007) **Skills Development and Poverty Reduction: A State of the Art Review**, European Training Foundation

<sup>69</sup> Vandenberg, P (2006) **Poverty Reduction through Small Enterprises: Emerging Consensus, Unresolved Issues and ILO Activities**, International Labour Office · Geneva



businesses and it is called the Know About Business Campaign<sup>70</sup>. This campaign entails training of poor youth in business. The Know About Business campaign is a curriculum developed by the ILO in order to teach the youth about the business world and their future opportunities as entrepreneurs<sup>71</sup>. Similar steps have been taken by a number of countries in Africa, Latin America and the Middle East, such as, Senegal, Ethiopia and Kyrgyzstan. It is estimated that of the more than 17 million businesses operating in Latin America 95 percent are considered micro, small or medium-sized enterprises<sup>72</sup>. These SMMEs employ about 50 percent of the workforce in the formal economy of Mexico, approximately 60 percent in Brazil and Ecuador and 70 percent in Argentina, Peru, Colombia and Chile<sup>73</sup>

It has been established, however, that the training of youth in business is not a sufficient method of curbing poverty and it does not mean that once the youth is trained they can start successful businesses right away. Therefore, Vandenberg (2006) posits that one of the more innovative ways of reducing poverty is the provision of micro finance<sup>74</sup>. Micro finance is a very useful way of directing money to the poor and overcoming the challenges they face in obtaining loans from banks. Micro finance allows the trained youth to overcome the perennial problem of obtaining the start-up capital.

Mnenwa and Maliti (2008) posit that SMMEs contribute to poverty alleviation in three areas<sup>75</sup>. Firstly, SMMEs serve as a source of income. Secondly, they contribute to employment creation and thirdly, they contribute to salary, profit margins and profitability trend. In a report entitled “The Role of Small Businesses in Poverty Alleviation: A Case of Dar Salaam, Tanzania” written by Mnenwa and Maliti (2008) it was revealed that 60% of

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<sup>70</sup> Vandenberg, P (2006) **Poverty Reduction through Small Enterprises: Emerging Consensus, Unresolved Issues and ILO Activities**, International Labour Office · Geneva

<sup>71</sup> Vandenberg, P (2006) **Poverty Reduction through Small Enterprises: Emerging Consensus, Unresolved Issues and ILO Activities**, International Labour Office · Geneva

<sup>72</sup> **Small and Medium-Sized Businesses: The Engine of Local Development in Latin America** (2011), Intel Corporation, United States

<sup>73</sup> **Small and Medium-Sized Businesses: The Engine of Local Development in Latin America** (2011), Intel Corporation, United States

<sup>74</sup> Vandenberg, P (2006) **Poverty Reduction through Small Enterprises: Emerging Consensus, Unresolved Issues and ILO Activities**, International Labour Office · Geneva

<sup>75</sup> Mnenwa and Maliti (2008) **The Role of Small Businesses in Poverty Alleviation: A Case of Dar es Salaam, Tanzania**, Research on Poverty Alleviation Organization (online) [www.repoa.or.tz](http://www.repoa.or.tz) accessed 15 December 2013

the respondents ranked small businesses as their main source of income<sup>76</sup>. The report also indicates that employment in small businesses is on the increase while it is declining in more established and bigger firms. Lastly the report indicates salaries earned in Small businesses were well above the basic needs and poverty lines.

The establishment of cooperatives has also been advocated by the ILO as one of the ways to reduce unemployment whilst fighting poverty. Cooperatives are a good and important means by which poor people group together in order to improve their economic situation<sup>77</sup>. Cooperatives mainly strive in the agricultural sector where poor people would group together to work of communal gardens.

There has been an increase of SMMEs in Africa in the last decade. This can be attributed to the establishment of the Cooperative Facility for Africa (CoopA). CoopA is a continental technical cooperation programme of the ILO contributing to the achievement of the Millennium Development Goals and the promotion of decent work in Africa<sup>78</sup>. It achieves this by promoting self-help initiatives, mutual assistance in communities and cross border exchanges through the cooperative approach<sup>79</sup>.

CoopA contributes to improving the governance, efficiency and performance of primary cooperatives and other social economy organizations in order to strengthen their capacity to access markets, create jobs, generate income, reduce poverty, provide social protection and give their members a voice and representation in society<sup>80</sup>.

In Ghana for example the government has encouraged SMMEs in order to tackle poverty and unemployment. This is confirmed by the fact that the government, through the banks,

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<sup>76</sup> Mnenwa and Maliti (2008) **The Role of Small Businesses in Poverty Alleviation: A Case of Dar es Salaam, Tanzania**, Research on Poverty Alleviation Organization (online) [www.repoa.or.tz](http://www.repoa.or.tz) accessed 15 December 2013

<sup>77</sup> Vandenberg, P (2006) **Poverty Reduction through Small Enterprises: Emerging Consensus, Unresolved Issues and ILO Activities**, International Labour Office · Geneva

<sup>78</sup> Ravensburg, N (2009) **Enterprise future lies in cooperation - Entrepreneur Cooperatives in Africa** Dar es Salaam United Republic of Tanzania

<sup>79</sup> Ravensburg, N (2009) **Enterprise future lies in cooperation - Entrepreneur Cooperatives in Africa** Dar es Salaam United Republic of Tanzania

<sup>80</sup> Ravensburg, N (2009) **Enterprise future lies in cooperation - Entrepreneur Cooperatives in Africa** Dar es Salaam United Republic of Tanzania

has set-up a SME Credit Scheme to provide financial support to SMMEs<sup>81</sup>. However, the Scheme has had operational challenges which include, (a) lack of adequate institutional framework, (b) absence of legal and Regulatory Framework, and (c) lack of SMMEs managerial capacity as well as lack of training<sup>82</sup>.

OSS, therefore, advocates for the creation of SMMEs in order to tackle the two pertinent issues in KZN and those are poverty and unemployment. The process of training the youth on business skills is undertaken by the Department of Economic Development and Tourism (DED&T) and in the EThekwni Metropolitan it is done by the Municipal Business Support Unit.

## **2.8. MODEL OF ASSESSING POVERTY**

There are two ways of measuring poverty. The first one is the uni-dimensional measurement of poverty model where income is a solely used variable<sup>83</sup>. The second one is the multi-dimensional measurement of poverty model where multitudes of variables are used such as income, health conditions, family status, etc. This dissertation, however, will use the multi-dimensional measurement of poverty as it is concerned with how OSS has tackled poverty through employment since 2009.

Since poverty is the lack of, or the inability to achieve, a socially acceptable standard of living<sup>84</sup>, it is imperative to indicate that universally the standards of living are determined by income. It is also important to note that employment, whether it is self-employment or other form of employment, is universally the most acceptable and legal method of generating income. However, income alone is not a sufficient measurement of poverty since it does not mean that everyone who is employed and earning income is not affected

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<sup>81</sup> Mensah, S (2004) **A Review of SME Financing Schemes in Ghana**, UNIDO Regional Workshop on Financing Small and Medium Scale Enterprises

<sup>82</sup> Mensah, S (2004) **A Review of SME Financing Schemes in Ghana**, UNIDO Regional Workshop on Financing Small and Medium Scale Enterprises

<sup>83</sup> Bellù L (2005) **Impacts of Policies on Poverty: The Definition of Poverty**, University of Urbino, "Carlo Bo", Institute of Economics, Urbino, Italy

<sup>84</sup> Bellù L (2005) **Impacts of Policies on Poverty: The Definition of Poverty**, University of Urbino, "Carlo Bo", Institute of Economics, Urbino, Italy

by poverty. The most accepted variable or indicator to determine if a household or an individual is poverty free is expenditure. Measurement of household expenditure tells us about the economic position of a household. However, since the unit of analysis in this study is the mechanisms of generating income, household expenditure will not be included.

The mechanisms of generating income in this study include SMMEs and cooperatives which were identified on the OSS document as crucial in curbing youth unemployment. These mechanisms form the basis of our analysis of OSS job creation mechanisms. The functionality of OSS job creation mechanisms is measured by the presence of SMMEs, availability of funds for assisting these SMMEs and training of youth on entrepreneurship skills.

## **2.9. INTEGRATED SERVICES DELIVERY**

In its simplest form, the phrase integrated services delivery refers to joining-up of multiple public organizations to deliver services in an integrated way for the benefit of service users<sup>85</sup>. A more detailed definition can be drawn from the health literature which states that integration is a coherent set of methods and models on the funding, administrative, organisational, service delivery and clinical levels designed to create connectivity, alignment and collaboration within and between different sectors<sup>86</sup>. The model stresses that the integration of the government department in service delivery is likely to produce desired outcomes. Moreover, the integration encourages efficiency and effectiveness in both sectors but more especially on the public sector.

Services can be integrated either horizontally or vertically. Vertical integration refers to bringing together of different levels in the care hierarchy<sup>87</sup>. In health care, for instance, this could mean integrating the hospital, clinical and community-based health services to ensure the continuum of care. The focus of this dissertation is on horizontal integration, which

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<sup>85</sup> **Kraaijenbrink J (2002) Centralization Revisited? Problems on Implementing Integrated Service Delivery in The Netherlands**, University of Twente

<sup>86</sup> **Kodner, D. L. and Spreeuwenberg, C. (2002) Integrated Care: Meaning, Logic, Applications, and Implications-a Discussion Paper**, International Journal of Integrated Care

<sup>87</sup> **England, E. and Lester, H. (2005) Integrated Mental Health Services in England: A Policy Paradox?** International Journal of Integrated Care

brings together previously separated services, professions and organisations across different sectors to better cater for service users with multiple disadvantages and complex needs<sup>88</sup>

## **2.10. INTERNATIONAL EXPERIENCE ON INTEGRATION OF SERVICES**

This part will proceed using the case study of two industrialised and well-developed countries which are Canada and the Netherlands. The rationale behind the selection of these countries is that they adopted the integrated services delivery model earlier and it has been functioning for some times. In essence, these countries can tell us more about the functionality of the model given that they have financial capacity and human resources to implement it. In that sense, the two cases serve as sources of reference for the present study.

### **2.10.1 THE NETHERLANDS**

In the Netherlands, the development of integrated public service delivery has been an important topic in recent years. In the study by Jeroen Kraaijenbrink, entitled “Centralization Revisited? Problems on Implementing Integrated Service Delivery in the Netherlands (2002)”, a number of problems with regard to the implementation of integrated services were identified. These were found to be: (1) indistinct and subdivided responsibilities (2) focus on the autonomy of the own organization, and (3) insufficient scale<sup>89</sup>. These problems represent organizational failures where the autonomy of government entities presents the biggest obstacle to integration. The scale and scope of integration is also problematic since there is always an overlap of services offered by different departments. Given these problems, it is argued that the effective development of integrated public service delivery in the Netherlands requires more centralization.

The Government of Holland has institutionalized what is called Integrated Care. Integrated Care is defined as a coherent and co-ordinated set of services which are planned, managed and delivered to individual service users across a range of organizations and by a range of co-operating professionals and informal carers<sup>90</sup>. Integrated Care programs are being

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<sup>88</sup> Munday, B. (2007), **Integrated Social Services in Europe**, Council of Europe Publishing

<sup>89</sup> Kraaijenbrink J (2002) **Centralization Revisited? Problems on Implementing Integrated Service Delivery in The Netherlands**, University of Twente

<sup>90</sup> Kraaijenbrink J (2002) **Centralization Revisited? Problems on Implementing Integrated Service Delivery in The Netherlands**, University of Twente

developed in the Netherlands in order to reduce fragmentation in care and to improve clinical outcomes, quality of life, patient satisfaction, effectiveness and efficiency or reduce costs. Thus far, the programme has been successful in a number of ways. There is now a better coordination of activities and the massive reduction of travelling and services costs particularly for the benefits of end-users of government services.

### **2.10.2. CANADA**

The Canadian federal government has embarked on a series of initiatives in the last 10 years or so in order to better integrate and improve the delivery of services to its citizens<sup>91</sup>. The first initiative towards achieving integration was the launch of Government Online Initiative (GOI). The Initiative was launched to provide Canadians with electronic access to key federal programs and services. The initiative focused on grouping or clustering online services around citizen's needs and priorities, rather than by government structures. The initiative was a success and it prompted other agencies both public and private to take similar steps towards integration.

In acknowledgement of the need for deeper reforms, during the course of GOI the government developed a similar, initiative known as Modernizing Services for Canadians (MSC)<sup>92</sup>. The MSC began with service integration and multi-channel delivery within a single departmental unit although the largest in terms of direct service delivery to the public. The initiative was within the scope of the Human Resources Development Canada (HRDC). MSC represented a three-year business transformation initiative (2002–2004) to build a new foundation for delivering citizen-centred services. The MSC aimed at achieving four fundamental objectives: (a) to ensure the integrity of social programs, (b) to move from the delivery of separate government programs in silos to seamless citizen-centred service, (c) to work together as a collaborative networked government, and (d) to demonstrate accountable and responsible government<sup>93</sup>.

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<sup>91</sup> Roy, J, and Langford, J (2008) **Integrating Service Delivery Across Levels of Government: Case Studies of Canada and Other Countries**, IBM Centre for The Business of Government

<sup>92</sup> Roy, J, and Langford, J (2008) **Integrating Service Delivery Across Levels of Government: Case Studies of Canada and Other Countries**, IBM Centre for The Business of Government

<sup>93</sup> Roy, J, and Langford, J (2008) **Integrating Service Delivery Across Levels of Government: Case Studies of Canada and Other Countries**, IBM Centre for The Business of Government

Both the GOI and MSC accumulated to what is known as the Service Canada Initiative. This is a one-stop citizen centred delivery system for Federal services. Service Canada is the government of Canada's flagship service delivery vehicle established to improve the interface between the federal government and the public through more integrated and innovative service offerings across a multi-channel environment<sup>94</sup>.

There are also challenges, however, with regards to the integration of services in Canada. The business sector is reported to be dissatisfied since they feel they have been excluded<sup>95</sup>. The business sector complains that integration has only been effective in social welfare programmes not in other sectors. They stress that they still have to deal with each government department independently. Secondly, there is no inter-provincial integration. This is more apparent when people relocate to other provinces only to find that they have to go back to the province they registered in to declare that they are relocating to a new province.

Clearly based on the literature available on integration of services in Canada one can deduce that the benefits have been positive. Firstly, in as much as there are challenges in information sharing more especially among different states, the integration has ensured that people easily access government services. Secondly, the introduction of the series of integration orientated programmes like the Modernizing Services for Canadians has sped up services delivery and it has made it convenient for people to receive direct services from government. Lastly, integration of services has allowed for integrated planning among various stakeholders responsible for social development. The Business Dictionary (2014) defines integrated planning as joint planning exercise that ensures participation of all stakeholders and affected departments<sup>96</sup>. Its objective is to examine all economic, social,

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<sup>94</sup> Roy, J, and Langford, J (2008) **Integrating Service Delivery Across Levels of Government: Case Studies of Canada and Other Countries**, IBM Centre for The Business of

<sup>95</sup> Roy, J, and Langford, J (2008) **Integrating Service Delivery Across Levels of Government: Case Studies of Canada and Other Countries**, IBM Centre for The Business of Government

<sup>96</sup> Available (online) on <http://www.businessdictionary.com/definition/integrated-planning.html#ixzz2vpdeHrBz> accessed 13 March 2014

and environmental costs and benefits, in order to determine most appropriate option and to plan a suitable course of action<sup>97</sup>

## **2.11 SOUTH AFRICAN EXPERIENCE ON INTEGRATION**

Since the declaration of War on Poverty campaign in 2008 by the then national president Thabo Mbeki, the South African government has pushed toward an integrated services delivery model. In line with the multidimensional nature of poverty, War on Poverty framework was anchored on the nine pillars listed below<sup>98</sup>.

1. Creation of economic opportunities – aimed at ensuring that the economy generates opportunities for poor households to earn improved incomes through jobs or self-employment.
2. Investment in human capital – providing health care, education and training needed to engage with the economy and in political processes.
3. Income security – providing safety nets for the most vulnerable, primarily through social grants. This to ensure that vulnerability associated with disability, age and illness does not plunge poor households into destitution.
4. Basic services and other non-financial transfers – what has been termed a social wage, consisting of services such as subsidised housing, and expanded access to water, electricity, refuse removal and sanitation as well as a raft of minimum free basic services for vulnerable sectors of the population. Inability to pay for basic services should not prevent the poor from accessing these services altogether.

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<sup>97</sup> Available (online) on <http://www.businessdictionary.com/definition/integrated-planning.html#ixzz2vpdeHrBz> accessed 13 March 2014

<sup>98</sup> <sup>98</sup> All Data obtained from: **Towards an Anti-poverty Strategy for South Africa: A Discussion Document (2008)** (online) [http://www.thepresidency.gov.za/docs/pcsa/economic/draft\\_antipoverty1008.pdf](http://www.thepresidency.gov.za/docs/pcsa/economic/draft_antipoverty1008.pdf). Accessed 11 December 2013



5. Improving healthcare – ensuring that poor children grow up healthy, providing quality and efficient preventative and curative care, and ensuring that illness or disability do not plunge poor households into destitution.
6. Access to assets – particularly housing, land and capital, including public infrastructure, both to improve economic and social security and to provide the basis for economic engagement in the longer run.
7. Social inclusion and social capital initiatives – combining programmes to ensure a more inclusive and integrated society, based on the development of more integrated structures and engagements across class and race, as well as community solidarity in communities and society as a whole. The focus is also on strengthening social capital, especially for the poor to expand their networks and ensure they have access to information.
8. Environmental sustainability – requiring strategies and programmes that help link increasing economic opportunities for the poor to the protection and rehabilitation of ecosystems, reversing environmental degradation and promoting eco-tourism.
9. Good governance – direct intervention in the provision of information, facilitating participatory, pro-poor policies and sound macroeconomic management. This is to ensure proper use of public funds, encouraging shared economic growth, promoting effective and efficient delivery of public services and consolidating the rule of law.

These nine pillars were adopted as the driving force behind the War on Poverty campaign. It is important to note that the War on Poverty started as a national campaign but it was thereafter adopted by different provinces. The provinces subsequently rebranded the campaign to suit their local conditions. For example, in KwaZulu-Natal, the Office of the Premier headed the campaign and initially it was called the Flagship Programme (2009) but in 2011 it was again rebranded to OSS.

### **2.11.1. TARGETED BENEFICIARIES**

The targeted beneficiaries of the campaign are mainly the poor. The government of South Africa has described those who comprise the poor and they are as follow<sup>99</sup>:

-Older people, despite the broad coverage and reach of state old pension, income at old age is still limited. In many households, the state old pension support is eroded by dependency of unemployed able-bodied members of the households. Inadequate income and declining health status means they are predisposed to poverty.

-The unemployed, especially the youth who comprise a significant majority of the unemployed and have low levels of education – the major cause of poverty for the majority is lack of earned income due to unemployment

-Children, particularly those who grow up in poor families

-Women – especially single parents and particularly black women are vulnerable to poverty because they both face persistent gender discrimination and generally have extensive care-giving responsibilities. Critical support areas include provision of basic household infrastructure such as running water and electricity at an affordable cost, and improved access to training and economic opportunities.

-People with disability – disability is associated with difficulties of physical access, high living costs, low incomes and problems of social exclusion. It has major effects on employability. Social assistance is essential to provide a safety net for them.

-People living in poor areas – poverty still reflects apartheid settlement patterns. Most of the poor households are found in the former Bantustan regions, informal settlements and

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<sup>99</sup> All Data obtained from: **Towards an Anti-poverty Strategy for South Africa: A Discussion Document (2008)** (online) [http://www.thepresidency.gov.za/docs/pcsa/economic/draft\\_antipoverty1008.pdf](http://www.thepresidency.gov.za/docs/pcsa/economic/draft_antipoverty1008.pdf). Accessed 11 December 2013

historically black townships. Therefore improving economic opportunities in these areas is critical.

### **2.11.2. THE RATIONALE FOR THE INTEGRATED SERVICES DELIVERY MODEL**

The rationale for the Service Delivery Model as explained by the Office of the Premier is as follows<sup>100</sup>:

- It provides a framework for transformation towards a developmental approach to social service delivery.
- It presents a set of values that are necessary for the reconceptualization and transformation of social service delivery.
- It provides for on-going learning and insight into a shared vision for the developmental social services sector
- Provide a basis for determining appropriate norms and standards for service delivery, which will in turn provide a basis for funding and greater efficiency and effectiveness in service delivery.
- The desired outcome of the Service Delivery Model is the implementation of a comprehensive, efficient, effective, quality service delivery system that contributes to a self-reliant society.

### **2.11.3. GENERAL UNDERSTANDING OF THE WAR ON POVERTY**

In 2012 the United Nation Population Fund (South Africa) and the KwaZulu-Natal Department of Social Development commissioned a study entitled “Enhancing the Research Capacity of Local Government Planners, Community Health Workers, and Community Development Practitioners Engaged in “War on Poverty Survey” in KwaZulu-

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<sup>100</sup> Available (online) on [www.kznonline.gov.za](http://www.kznonline.gov.za) accessed 13 March 2014

Natal: A Training Report” (2012)<sup>101</sup>. The purpose of the study was to train members of the Department of Social Development (DSD) particularly those who are part of OSS initiatives. Furthermore the study aimed to find out how the trainees understood the War on Poverty campaign. The findings on how the trainees understood the War on Poverty campaign were as follow<sup>102</sup>:

- Trainees thought of OSS as a method of collecting information to define social problems
- To get true reflection on issues that affect communities
- To identify their needs and survival techniques and to streamline relevant strategies
- To collect information to define a problem, get a true reflection on issues that affect communities and increase access to service delivery.
- To get to the specific roots causing poverty. (i.e. unemployment, illiteracy)
- To identify strengths, weaknesses of the community and check the levels of improvement in the communities.
- To find strategies of dealing with problems and challenges found during the survey as well as to avoid duplication of services
- To promote partnership with stakeholders and to obtain new information on developmental needs
- To gather available community assets
  - Human skills
  - Natural resources
  - Social resources
  - Financial resources
  - Physical resources
- To find out intervention strategies so that service delivery can be improved

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<sup>101</sup> Khalema, E (2012) **Enhancing the Research Capacity of Local Government Planners, Community Health Workers, and Community Development Practitioners Engaged in “War on Poverty Survey” in KwaZulu-Natal: A Training Report**, Human Sciences Research Council in Collaboration with Development & Population Studies, University of KwaZulu-Natal

<sup>102</sup> Khalema, E (2012) **Enhancing the Research Capacity of Local Government Planners, Community Health Workers, and Community Development Practitioners Engaged in “War on Poverty Survey” in KwaZulu-Natal: A Training Report**, Human Sciences Research Council in Collaboration with Development & Population Studies, University of KwaZulu-Natal

- To provide an introspection of how service delivery has been rendered within communities

#### 2.11.4. CHALLENGES IN INTEGRATION

The biggest obstacle in South Africa, with regard to integration, has been the culture of silos that has prevailed over the years<sup>103</sup>. Centralization of services has been a mammoth task given the nature of fragmentation of government departments. Other barriers to integration include (a) administration of integrated services, (b) differences in culture, training or attitudes between professionals can impede joint working (c) and difference in policy position<sup>104</sup>. The integration of services is said to have a positive impact on: (1) poverty reduction, (2) employment creation, (3) and enhancement of government service delivery.

Integration of government service in KZN is part and parcel of government's everyday operation. Integration in KZN is guaranteed by the constitution. This is evident in the stipulations of the Municipal Systems Act of 2000 Section 25 (1) which stipulates that all municipalities are required to adopt a single, inclusive and strategic plan for the development<sup>105</sup>. This stipulation culminated to what is known today as an integrated development plan (IDP). The Department of Co-operative Governance and Traditional Affairs describes integrated development planning as the strategic management process that seeks to ensure that each municipality is addressing the needs of the local community effectively and holistically<sup>106</sup>. The community needs are numerous and diverse, however, unemployment and poverty are almost omnipresent in all the municipalities in KZN.

Clearly, the integration of services offers more convenience to end-users of government services especially in a poverty stricken area like KZN. Integration is said to reduce costs for the benefit of end-users which is true based on the literature above. In The Netherlands,

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<sup>103</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>104</sup> Richardson, D and Patana P (2012) **Integrated Services and Housing Consultation**, Discussion paper for the Organization for Economic Co-Operation and Development (OECD)

<sup>105</sup> Department of Co-Operative Governance and Traditional Affairs; **Community Participation Framework 2<sup>nd</sup> Edition**, Final Draft (2012)

<sup>106</sup> Department of Co-Operative Governance and Traditional Affairs; **Community Participation Framework 2<sup>nd</sup> Edition**, Final Draft (2012)

for example, the government has adopted the integrated care system where all health programs are centralised to ensure a holistic delivery of health services. OSS, therefore, aims to adopt a holistic approach to services delivery based on the advantages of the integrated services model discussed above. OSS was developed at the backdrop of the advantages of integrated services approach. In the light of the discussion above, it is important at this juncture to focus primarily on OSS which is the main theme of this dissertation.

## **2.12. OPERATION SUKUMA SAKHE (OSS)**

OSS is a call for the people of KwaZulu-Natal to fight issues such as poverty, unemployment, crime, substance abuse, HIV & AIDS and TB. It came into existence through the call by the then Premier of KwaZulu-Natal, Dr. Zweli Mkhize, to ensure that all government departments, communities and stakeholders integrate their services<sup>107</sup>. This would be done at a ward level, so as to ensure that government services respond to the targeted audience instead of coming up with a one-size-fits all approach<sup>108</sup>. It focuses on creating sustainable communities and providing integrated services delivery program.

OSS focuses on five critical areas. These areas include community partnership, behaviour change, integration of government services, economic activities and environmental care. This paper, however, focuses on one aspect of OSS and that is the integration of services. The rationale for this is that the paper assesses the impact of the integration of government services on poverty and employment creation.

OSS is a multidimensional vehicle for integrated service delivery. It has both structure and methodology. According to the MWRRU (2012) report structurally the OSS consists of a hierarchy of Task Teams, starting with the Provincial Task Team at the top<sup>109</sup>. The Provincial Task Team (PTT) comprises members of national and provincial government departments and has oversight over the operation of the programme. Reporting to the PTT are 11 District Task Teams (DTTs) corresponding to the 11 district municipalities in the

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<sup>107</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>108</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>109</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

KwaZulu-Natal Province. Participants in the DTTs comprise representatives from national, provincial and district municipalities, government and administrative personnel as well as representatives of civil society<sup>110</sup>.

Each DTT is headed by a member of the Provincial Council (MECs) assisted by a Head of Department (HOD), who do not come from the MEC'S own department, and a development manager who also should come from a different department from that of the MEC and HOD. Each of the 51 municipalities has its own Task Team similar in composition to the DTT except that MECs, HODs and Departmental Managers do not serve in Municipal Task Teams (MTT)<sup>111</sup>. Finally, the centre of activity is in the wards through the Ward Task Teams (WTT), also known as War Rooms, composed of similar participants as the Municipal Task Teams. As in 2011, about 90 out of 781 Ward Task Teams were operational<sup>112</sup>.

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<sup>110</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>111</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>112</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

## 2.12.1 OPERATION SUKUMA SAKHE STAKEHOLDERS



(Sikutshwa: 2012)<sup>113</sup>

Government: The government comprises of municipalities and government departments such as Department of Social Development, Department of Health and others<sup>114</sup>

Community Leaders: these are traditional leaders, church leaders and other leaders based within communities and at the forefront of community development.

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<sup>113</sup> Sikutshwa, N (2012) **KZN Approach to War on Poverty Operation Sukuma Sakhe**, Paper Presented to the Department of Co-Operative Governance and Traditional Affairs

<sup>114</sup> Sikutshwa, N (2012) **KZN Approach to War on Poverty Operation Sukuma Sakhe**, Paper Presented to the Department of Co-Operative Governance and Traditional Affairs



Civil society: the composition of this section is include non-government organizations (NGOs), community-based organizations (CBOs), faith-based organizations (FBOs) and others

Community fieldworkers: these are Community Care Givers (CCGs) and Youth Ambassadors (YAs)

Community beneficiaries; these are end-users of government services i.e. the general public<sup>115</sup>

### **2.12.2. OPERATION SUKUMA SAKHE's METHODOLOGY**

OSS operates through a methodology known as the War Room Model<sup>116</sup>. Task Teams brainstorm problems and proposals in the War Rooms where they discuss and debate on submissions, agree on priorities and reach consensus on solutions<sup>117</sup>. Proposals and problems originate in the Ward Task Teams which receive inputs and data from two sources<sup>118</sup>:

- a volunteer corps comprising two groups of workers: a) youth recruited from the communities of wards, and b) an integrated body of community development workers already employed in various government departments operating as one unit instead of working in silos as was the case prior to the Flagship Programme; and
- Members of communities can make a direct input in representation to the Ward Task Teams.

The youth cohort is recruited from the communities of the wards and trained as data collectors and agents of change. They are<sup>119</sup>:

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<sup>115</sup> Sikutshwa, N (2012) **KZN Approach to War on Poverty Operation Sukuma Sakhe**, Paper Presented to the Department of Co-Operative Governance and Traditional Affairs

<sup>116</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>117</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>118</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>119</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

- Trained to acquire skills on behavioural change against the special ills of crime, drug and alcohol abuse, HIV and AIDS, teenage pregnancy and road accidents;
- Educated on government services available and on how to assist individuals in communities to access such services; and
- Paid a stipend of R1500 a month.

This provides training in community service, socialises the youth into responsible citizenship and, besides providing a means of generating livelihoods to young people, provides first level on the job training for the youth<sup>120</sup>

Both the youth and community development workers cohorts are required to work on households in the communities. This entails collecting data from households, profiling the households and feeding the information into the National Integrated Social Information System (NISIS) programme which has the capacity to process the information and to generate a system of referrals to the appropriate departments, for instance, Health, Social Development, Transport, Safety and Security, etc<sup>121</sup>. The flow of information collected by the two cohorts is bottom-up where War Rooms would serve as the first point of entry.

### **2.12.3. OPERATION SUKUMA SAKHE'S OBJECTIVES**

OSS aims to tackle social ills using the integrated service delivery model. Under OSS government departments are expected to collaborate with one another for effective service delivery. OSS aims to make integrated service delivery model a permanent feature of government operation.

As mentioned earlier, the objectives of OSS include alleviation of poverty, community education on HIV/AIDS, identifying community needs and others<sup>122</sup>. Alleviation of poverty is through community development projects. Community developments projects entail the creation of decent employment through SMMEs and cooperatives. Activities involved in

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<sup>120</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>121</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>122</sup> Maurice Webb race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

the creation of SMMEs and cooperatives include, facilitating and support of the development of agricultural cooperative, provision of skills training to SMMEs and cooperatives by the DED&T and the Municipal Business Support Unit in the EThekweni Metropolitan. Furthermore this involves the provision of financial support to boost SMMEs through the DED&T Enterprise Development Programme., provision of business skills to youth, promotion of trading centres infrastructure and creation of jobs opportunity in the Expanded Public Works Programme (EPWP). OSS operates within the guidelines of the national Department of Provincial and Local Government (DPLG).

#### **2.12.4. DEBUNKING THE SILO MENTALITY**

OSS aims to debunk the culture of working in silo. It stresses that a well-coordinated integrated government service delivery would ensure effective and efficient service provision<sup>123</sup>. OSS seeks to get communities to work together to bring a wide range of perspectives, skills, experiences and expertise to bear the responses and service rendered to formerly marginalised communities.

Morgan (1997) suggested that it is important to debunk the culture of working in silos in the public service delivery enterprise, in favour of activities that involve interpersonal contacts within and across organisational boundaries to effect service delivery<sup>124</sup>. According to the MWRRU (2012) report, the delivery of services in South Africa has proven to be a complex process, with the notion of “what” constitutes service delivery and “how” to effect sustainable service delivery, at the centre of the controversies<sup>125</sup>. Operation Sukuma Sakhe’s stated purpose is to integrate government service delivery through a combination of participatory democracy and efficient government machinery. OSS therefore operationalizes constitutional mandates by instituting a model that ensures the enhancement of closer working relationships among all sectors to deliver social justice to the poor and speed up equitable distribution of services<sup>126</sup>.

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<sup>123</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>124</sup> Morgan, G (1997) **Images of Organisation**. Sage Publications

<sup>125</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>126</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

## **2.12.5. CHALLENGES IN OPERATION SUKUMA SAKHE**

There are a number of problems that affect the functionality of OSS. As structures charged with fast tracking service delivery and addressing the challenges of poverty in the province as well as taking government to the people, OSS structures need to be seen to be not only well-organised but also well-coordinated and in complete synch with all other structures within communities so that the ultimate objective of OSS can be fulfilled<sup>127</sup>. In the MWRRU (2012) report, it was discovered that there are fundamental problems that continually overwhelm the system or model. Chief among them are problems associated with coordinating, in particular the disjuncture in information flows caused mainly by lack of technological access especially to structures such as War Rooms, YAs and CCGs<sup>128</sup>. Secondly, poor understanding of OSS by local structures and political perceptions ruin the process further. There are also challenges caused by continuous lack of financial resources for operational and transport costs, associated with the fact that OSS has no funding of its own. The Maurice Webb (2012) report further outlines that the fact that OSS does not have its own budget was a serious detriment to its functionality and an extra burden to already short-staffed departments, such as, DOH, DBE etc<sup>129</sup>. The study furthermore explains that OSS was often referred to as falling outside of official job descriptions<sup>130</sup>.

The other problems affecting the functionality of OSS can be summarized into three challenges, the first one is non-attendance of stakeholders, the second is the profiling form known as the War on Poverty form, and the third is lack of commitment from key stakeholders (see below).

### **1. Non-attendance**

All government departments are expected to be present in all OSS structures meetings. However, from the report by the MWRRU (2012) it is clear that government departments

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<sup>127</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>128</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>129</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>130</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

sometimes do not attend OSS meetings. Non-attendance of government departments can cause OSS to dysfunction as they are the main drivers of development. Not only is poor attendance by representatives of government departments a major problem, the obsolescence of the communication system is also a source of frustration when engaging different stakeholders on a constant basis is the critical aspect of OSS success.

## 2. The Profiling form

When participants in the training provided by Human Sciences Research Council (HSRC) and University of KwaZulu-Natal (UKZN) for Department of Social Development (DSD) were asked whether the “War on Poverty Survey” (profiling tool) instrument was an effective tool in measuring the extent and nature of poverty in the province, most indicated that the instrument was partially effective in measuring the extent and nature of poverty<sup>131</sup>. The participants’ responses were as follow<sup>132</sup>,

- The tool needs to be translated to isiZulu in order for the results to be valid and reliable
- The questionnaire is too long and it has irrelevant and unrealistic questions
- The top-down approach without consultation with field workers is a problem
- Some questions are too sensitive. (e.g. what is your monthly household income)
- Questionnaire is too long and time consuming.
- Not effective because some departments are not represented
- The question on eating patterns can be offensive to some, especially if you are not going to bring food there and then.
- Not all stakeholders participate in the information that has been collected.
- There is no monitoring and evaluation.

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<sup>131</sup> Khalema, E (2012) **Enhancing the Research Capacity of Local Government Planners, Community Health Workers, and Community Development Practitioners Engaged in “War on Poverty Survey” in KwaZulu-Natal: A Training Report**, Human Sciences Research Council in Collaboration with Development & Population Studies, University of KwaZulu-Natal

<sup>132</sup> Khalema, E (2012) **Enhancing the Research Capacity of Local Government Planners, Community Health Workers, and Community Development Practitioners Engaged in “War on Poverty Survey” in KwaZulu-Natal: A Training Report**, Human Sciences Research Council in Collaboration with Development & Population Studies, University of KwaZulu-Natal

- It is effective in the sense that it gives an idea of the extent and nature of poverty and it measures the living standards of the community
- It also identifies gaps that exist within the government departments

### **3. Lack of commitment**

Above and beyond, absenteeism and a problematic profiling form, lack of commitment from key stakeholder is also a problem. Lack of commitment is manifested through delayed interventions and no interventions. When departments do not respond to problems identified through OSS structure, it renders the whole idea of OSS useless. This is because OSS speaks to services delivery. Participants, in the MWRRU study (2012) saw the concept of service integration as creating possibilities for different stakeholders to share information, resources and promote partnerships at municipal level<sup>133</sup>. The study was conducted in focus group format and they were five types of focus groups, Each focus group comprised distinctively of members of the hierarchical structures of OSS i.e. DTT, LTT, WTT, YAs, CCGs.

Participants of the MWURR study, however, also acknowledged that the system in its entirety is fraught with structural problems relating especially to the levels of commitment shown by government departments to activities of OSS. Government departments received a negative rating on this and were described as reluctant to attend meetings<sup>134</sup>. At the same time it is clear that government departments have a crucial role to play in achieving the ultimate objective of escalating service delivery and fighting poverty in communities, considering they have the authority to deploy the necessary funds.

According to the findings of the MWRRU (2012) report there was also a feeling that senior managers in government departments have not bought into OSS which in turn affects OSS capabilities<sup>135</sup>. This was evidenced not only in the physical absence of senior departmental managers but also in their delegation, to OSS activities, of junior staff or interns with no

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<sup>133</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>134</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>135</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

powers of decision-making. Whether this is a function of a lack of basic understanding of OSS or a question of competing demands (a silo mentality syndrome), or even political perceptions, it is unclear<sup>136</sup>. The report further suggest that the “Office of the Premier as well as HODs did not come out intact for their habit of by-passing the knots in the chain of command and using subordinate structures to deliver information instead of following departmental protocols”<sup>137</sup>.

## **2.12.6. TIMELINE OF OPERATION SUKUMA SAKHE**

The development of Operation Sukuma Sakhe was not only a product of the KZN Office of the Premier initiative but was also influenced by decisions taken by the national government. The timeline of OSS below shows how the programme was developed over time<sup>138</sup>.

- **8 February 2008:** Former President, Mr Thabo Mbeki, in his State of the Nation Address announced the National War on Poverty Campaign
- **2008:** KZN launched War on Poverty in uMsinga
- **July 2009:** KZN launched KZN Flagship Programme (eQhudeni-Nkandla) which was using the War on Poverty approach, focusing on:
  - Food Security
  - Fighting diseases such as TB, HIV and AIDS and Poverty
  - Empowerment of Women and Youth
  - Driving an aggressive behaviour change against social ills: teenage pregnancy, gender-based violence, HIV and AIDS, substance abuse, crime, road accidents. This commenced in uMzinyathi, EThekwini and uThungulu and subsequently to the whole Province

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<sup>136</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>137</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>138</sup> Sikutshwa, N (2012) **KZN Approach to War on Poverty Operation Sukuma Sakhe**, Paper Presented to the Department of Co-Operative Governance and Traditional Affairs) Pietermaritzburg.

- Provincial Task Teams, District Task Teams and Local Task Teams were established in all districts
- Households were profiled and immediate services provided; in some instances houses were delivered

**March 2011:** KZN Premier Dr Zweli Mkhize re-launched the Flagship programme (UMgungundlovu) as Operation Sukuma Sakhe

## 2.13. CHAPTER SUMMARY

What emerged from the data above is that the EThekwini Metropolitan is one of the poverty stricken regions in KZN. The municipality has approximately 1,093,372 people living in poverty. This is high considering the fact that the Metropolitan is one of the top three biggest metropolitans in South Africa in terms of GDP and population. The Metropolitan contributes 65, 5% of KwaZulu-Natal's GDP and 10, 7% nationally<sup>139</sup>. The Municipality has had fluctuating figures of unemployment and this is largely due to the ever changing global economic environment. The global recession has regress the progress made before it inception in 2008.

The intermediate causes of poverty are those factors which the poor commonly lack, that is, their basic needs such as absence of basic services, lack of skills, lack of employment opportunities and low productivity, ill-health and *et cetera*<sup>140</sup>.

Furthermore, as indicated above there are three types of poverty reduction. The first one is poverty alleviation which is concern with alleviating the symptoms of poverty or reducing the severity of poverty without transforming people from poor to non-poor. The second is lifting people out of poverty which is concern with reducing the actual number of poor people by transforming them from the poor to non-poor status. The third is poverty

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<sup>139</sup> Available (online) on [http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013\\_14%202013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20EThekwini%20IDP%202013_14%202013.pdf) accessed 21 November 2013

<sup>140</sup> Mthembu, B (2011) **Rural Tourism as a Mechanism for Poverty Alleviation in KwaZulu-Natal: The Case of Bergville**, Department of Recreation and Tourism, at the University of Zululand



prevention which is concern with enabling people to avoid falling into poverty by reducing their vulnerability<sup>141</sup>.

The literature above tells us that skills development and SMMEs play a pivotal role in reducing the impact of poverty on individuals and communities. Skills development equips individuals to have better employment opportunities. The literature reveals that skills development not only empowers an individual by increasing his/her chances of employment but it also helps in developing communities. SMMEs prevent individuals from falling into poverty by reducing their vulnerability. SMMEs are said to be the backbone of any country's economic development as they offer a much needed income to individuals.

The focus of this study is on horizontal integration, which brings together previously separated services, professions and organisations across different sectors to better serve service users with multiple disadvantages and complex needs. From the literature gathered from different countries it is clear that the functionality of the integrated services delivery model depends on numerous of things. Chief among them is the reporting lines, that is, the flow of information. Without sharing of information among key stakeholders i.e. government, private sector and communities, the integrated services delivery model would not function. Secondly, the model requires full commitment from government departments as they are chief drives of community development. Thirdly, the centralization of services requires the availability of advance technology to ensure that information is properly stored and is readily accessible.

The literature indicates that OSS is an expression of the integrated services delivery model operating through the war room model. The war room model entails coming together of all stakeholders driving social development in order to discuss proposal and brainstorm on developmental issues. The main objective of OSS is therefore to fast-track services delivery. The following chapter discusses the theory which appropriates the nature and the intent of OSS.

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<sup>141</sup> Palmer and King (2007) **Skills Development and Poverty Reduction: A State of the Art Review**, European Training Foundation,

## CHAPTER 3: THEORETICAL FRAMEWORK

### 3.1 INTRODUCTION

Kawulich (2009) defines theory as an explanatory statement used to help explain and understand the relations among variables, how they operate and the processes involved<sup>142</sup>. Theories provide complex and comprehensive conceptual understandings of things that cannot be pinned down<sup>143</sup>. In qualitative research theories generally look at three areas namely: how societies work, how organisations operate, why people interact in certain ways? Theories give researchers different perspective through which to look at complicated problems and social issues, focusing their attention on different aspects of the data and providing a framework within which to conduct their analysis<sup>144</sup>. The role of theory in qualitative research is basic, central and foundational as it influences the way which a researcher approach the study<sup>145</sup>. A theory is understood as a lens framing and shaping what the researcher looks at.

The theoretical framework, therefore, is the structure that can hold or support a theory of a study<sup>146</sup>. The theoretical framework introduces and describes the theory which explains why the research problem under study exists. A theoretical framework provides both structure and boundaries within which to work. Theories are usually composed of interrelated ideas that explain certain phenomena. Theoretical framework helps in understanding what is already known about the topic and what needs to be learned or discovered. A theoretical framework enables us to understand why, how and when certain phenomena appear or happen<sup>147</sup>. The use of a theoretical framework is on the rationale that theory is central in the orientation of facts i.e. that it narrows down the range of facts to be studied and that facts exist within a specific context (s). The rationale is also that theory

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<sup>142</sup> Kawulich, B (2009) **The Role of Theory in Research**, Ashgate, Farnham

R<sup>143</sup> Reeves, S.et all (2008) **Qualitative research: Why use Theories in Qualitative Research?**

<sup>144</sup> Reeves, S.et all (2008) **Qualitative research: Why use Theories in Qualitative Research?**

<sup>145</sup> Anfara, V and Mertz, N (2006) **Theoretical Frameworks in Qualitative Research**, Sage Publication, California

<sup>146</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

<sup>147</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

assists in the conceptualisation and classification of facts (data) thus in the organising and structuring of the analysis and presentation of data or the results<sup>148</sup>

### 3.3 THE THEORY USED IN THIS STUDY

This study employs the integrated service delivery model as a framework for understanding the impact and functionality of OSS in the EThekweni Metropolitan Municipality. The term integrated services refers to joining-up of multiple public organizations to deliver services in an integrated way for the benefit of service users<sup>149</sup>. A more detailed definition can be drawn from the health literature which states that integration is a coherent set of methods and models on the funding, administrative, organisational, service delivery and clinical levels designed to create connectivity, alignment and collaboration within and between different sectors<sup>150</sup>. The model stresses that the integration of the government department in service delivery is likely to produce desired outcomes. Moreover, the integration encourages efficiency and effectiveness in both sectors but more especially on the public sector.

The definition of integration employed in the paper cited above covers three aspects: (a) collocation, (b) collaboration, and (c) cooperation. Each aspect defines integration at different levels. Collocation refers to having all stakeholders in one location such as, health services, housing services or social services and etc. The centralization of services leads to reduced travel and time costs associated with take-up for service users<sup>151</sup>. Collocation also makes for easier accessibility between agencies or departments that can help to promote collaboration among groups of service providers and professionals.

Collaboration entails a higher level of integration than collocation. It refers to stakeholders working together through information sharing and training as well as creating a network of agencies to improve service user experience. Collaboration is an essential step for reducing

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<sup>148</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

<sup>149</sup> [Kraaijenbrink J](#) (2002) **Centralization Revisited? Problems on Implementing Integrated Service Delivery in The Netherlands**, University of Twente

<sup>150</sup> Kodner, D. L. and Spreeuwenberg, C. (2002) **Integrated Care: Meaning, Logic, Applications, and Implications-a Discussion Paper**, International Journal of Integrated Care

<sup>151</sup> Sloper, P. (2004). **Facilitators and Barriers for Co-ordinated Multi-Agency Services**. *Child: Care, Health & Development*. (30)6, pp 571-580.

the existing gaps in services for service users<sup>152</sup>. By sharing knowledge, agencies or departments and professionals can improve the referral process to other services offered by the centre.

The last and the highest degree of integration is achieved through cooperation. Cooperation is define as professionals communicating and working together on a service user's case<sup>153</sup>. Richardson and Patana (2012) argue that effective cooperation is central to improving services for the benefit of end users. When professionals work well together, costs can be lowered, services are not duplicated, and the identification and response to service user's needs occurs faster. This theory is relevant because it speaks to the integration of services and it provides a good basis for testing the functionality of OSS in the chosen research site.

Robinson et al (2008) identified a number of potential spoilers in integration and they can be grouped under three key areas: contextual barriers and political climate, organisational challenges, and cultural issues<sup>154</sup>.

#### **a. Political Climate**

Issues to do with the political climate include changes in political steer, financial uncertainty, agency re-organisation and the organisational change climate<sup>155</sup>. These issues are hindrance to integration and if unresolved have a potential to collapse the whole integration process. In South Africa, for example, there is a change of management in municipalities in every 5 year period when there are local elections. This change of management brings about uncertainty in structures or bodies that the outgoing committees were committed to, e.g. OSS. It is important that structures such as OSS have systems in place to manage change when it comes as the local councillors play a pivotal role in them. Change management is a comprehensive, cyclic and structured approach for transitioning

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<sup>152</sup> Richardson, D and Patana P (2012) **Integrated Services and Housing Consultation**, Discussion paper for the Organization for Economic Co-Operation and Development (OECD)

<sup>153</sup> Rosenheck, R. A., Resnick, S. G., and Morrissey, J. P. (2003). **Closing Service System Gaps for Homeless Clients with Dual Diagnosis: Integrated Teams and Interagency Cooperation**. *The Journal of Mental Health Policy and Economics*,

<sup>154</sup> Robinson M, Atkinson M, and Downing D (2008) **Supporting the Theory Building in Integrated Services Research**, National Foundation for Educational Research, Slough

<sup>155</sup> Richardson, D and Patana P (2012) **Integrated Services and Housing Consultation**, Discussion paper for the Organization for Economic Co-Operation and Development (OECD)

individuals, groups and organizations from a current state to a future state with intended benefits<sup>156</sup>.

#### **b. Contextual Barriers**

Local needs can be at odds with meeting national priorities, and there can be issues of rurality generating challenges and costs for networks.

#### **c. Organizational Challenges**

A range of organisational challenges are associated with agencies having different policies, procedures and systems which do not blend. Where managers do not experience integrated working as part of their core work, integrated working can be vulnerable to changes in work priorities, and real ownership may not be embedded.

#### **d. Cultural Issues**

There are cultural and professional obstacles, for example, tendencies towards negative assessment and professional stereotyping, as well as different professional beliefs. There is still little evidence of far-reaching service user involvement in terms of integrated service development. Within service redesign, it is not yet accepted culture in practice to involve children and families, and individual services have arrangements for user involvement which do not fit together.

Robinson et al (2008) also mention the enablers<sup>157</sup>. According to Robinson et al (2008), the key enablers are associated with clarity of purpose/ recognised need, structural integration, commitment at all levels, strong leadership and management, relationships/ trust between partners, understanding and clarity of roles and responsibilities<sup>158</sup>.

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<sup>156</sup> **Managing Change in Organization: A Practical Guide** (2013), published by the Project Management Institute (PMI), Pennsylvania

<sup>157</sup> Robinson M, Atkinson M, and Downing D (2008) **Supporting the Theory Building in Integrated Services Research**, National Foundation for Educational Research, Slough

<sup>158</sup> Robinson M, Atkinson M, and Downing D (2008) **Supporting the Theory Building in Integrated Services Research**, National Foundation for Educational Research, Slough

**a. Clarity of Purpose/ Recognised Need**

Stakeholders must be clear about the basis of their involvement, and there must be a clear recognition of the need for partnership working.

**b. Structural Integration**

At the strategic level key enablers include: relating organisational structure to purposeful planning, leadership, a focus on outcomes. Impacts of structural integration occur at different levels. For service users they include greater attention to prevention, more accessible and acceptable services, empowerment and engagement in decision making. For professionals they include a greater sense of unification and equality

**c. Commitment at all levels**

The need for commitment from key strategic managers and budget holders was stressed within much of the literature. Explicit commitment to the partnership/integration is required and there is likely to be different levels of buy-in, so some agencies/individuals may require additional nurturing to engage them.

**d. Strong Leadership**

Strong leadership and management are also vital to success. Leadership must pave the way forward and avoid favouritism, bias and distrust of subordinates

**e. Relationship and Trust between Partners**

Models of new ways of working also highlight personal qualities of staff, for example, a joined-up attitude which involves trust and entails a self-reflective attitude and enthusiasm for collaborative working.

**f. Understanding and Clarity of Roles and Responsibilities**

Whilst some authors pointed to the need to put effective structures in place, there is a view that efforts with regard to integrated services are likely to flounder if they rely solely on restructuring. Robinson et al (2008) findings suggest that whilst professionals involved in conjoined partnerships gain clearer insights into the roles and responsibilities beyond their own sector, those involved in more fully integrated partnerships express feelings of

unification and equality and recognise the potential of their partnership for the community. For this model to assist in helping us understand the functionality of OSS it will be used together with the other model discussed below.

### **3.4 CROSS-SECTORIAL COLLABORATION MODEL**

The cross-sectorial collaboration is the model that approximates the nature, purpose and intent of OSS, especially its aim to get communities to work together to bring a wide range of perspectives, skills, experiences and expertise to bear on responses and services rendered to especially formerly marginalised communities<sup>159</sup>. In this dissertation the model is used to test the functionality and to understand the impact of OSS.

Cross-sector working is an approach that generally accepts that people who want to tackle tough social problems and achieve beneficial communities must understand that multiple sectors of a democratic society such as business, civil society, the media, the community and all sectors of government must work collaboratively to deal effectively and humanely with the challenges<sup>160</sup>.

According to Bovill (2004), this approach is aimed at opening up the public sector organisations to community involvement, and it takes into account that the realities around the world and global agreement around the goal of poverty elimination and the Millennium Goals (MDGs) call for joined-up working in the form of partnerships and cross-sectorial and cross-departmental approaches<sup>161</sup>. Bovill's definition of cross-sector working is that it is a dynamic process where two or more divisions or groups share and exchange ideas as well as take coordinated actions<sup>162</sup>. It is a method premised on a perspective that says communities with histories of social exclusion clamour for connected public services

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<sup>159</sup> Maurice Webb Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>160</sup> Bryson J, Crosby B, and Stone, M (2006) **The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature, Public Administration Review**. University of Minnesota

<sup>161</sup> Bovill, C (2004) **Cross –sector Policy and Practice at the Department for International Development (DFID) in the U.K. and Nepal**, Paper based on PhD research funded by Queen Margaret University College, Edinburgh.

<sup>162</sup> Bovill, C (2004) **Cross –sector Policy and Practice at the Department for International Development (DFID) in the U.K. and Nepal**, Paper based on PhD research funded by Queen Margaret University College, Edinburgh

because they have multiple needs that cannot be met by any one single institution<sup>163</sup>. The goal of the cross-sectorial approach is to move in the direction where power dynamics among stakeholders are equalised and partnerships evolve<sup>164</sup>.

Bryson et al (2006) have developed such a framework comprising a list of propositions based on an extensive review of literature on collaboration<sup>165</sup>. These propositions summarize broad themes relating to cross-sector working and serve as a foil on which to cast a reflection of OSS activities on the ground<sup>166</sup>. Analysis which determines the functionality and the integration of OSS proceeds using 15 propositions.

**Proposition 1:** *Cross sector collaborations are likely to form in a turbulent environment. In particular, the formation and sustainability of cross-sector collaborations are affected by driving and constraining forces in the competitive and institutional environments.*

This proposition addresses initial conditions that produce the need for collaboration in the first place. Environmental factors greatly affect the formation of many inter organizational relationships and cross sector relationships appear to be influenced more by the degree to which single efforts to solve a problem have failed. The institutional environment is especially important because it includes broad systems of relationships across the public juridical areas that can directly affect collaborative purpose, structure and outcomes.<sup>167</sup> The socio-economic environment harbours challenges that need immediate and innovative attention (e.g. youth unemployment).

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<sup>163</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>164</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>165</sup> Bryson J, Crosby B, and Stone, M (2006) **The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature, Public Administration Review**. University of Minnesota

<sup>166</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>167</sup> Scott, W and Meyer, J (1991) **The Organisation of Societal Sectors: Propositions and Early Evidence. In "The New Institutionalism Organisational Analysis"**, edited by Walter Powell and Paul Di Maggio 108-90. UCP 1991



**Proposition 2:** *Public policy makers are most likely to try cross-sector collaboration when they believe the separate efforts of different sectors to address a public problem have failed or are likely to fail, and the actual or potential failures cannot be fixed by the sectors alone.*

The often observed situation is that single sector efforts to solve a public problem are tried first and found wanting before cross-sector efforts are attempted, often engendering public protests in the interim (e.g. service delivery protests across the nation).

**Proposition 3:** *Cross sector collaborations are more likely to succeed when one or more linking mechanisms such as forging initial agreements, building leadership, building legitimacy, building trust managing conflict and planning are in place at the time of their initial formation.*

This assumes the presence of a credible brokering or convenor organisation that can facilitate collaboration formation on the basis of its widely acknowledged role as a boundary spanning in multiple arenas touched by the problem, e.g. government.<sup>168</sup> Other key roles include: drawing attention to the problem and according it legitimacy and clarifying the interdependencies among partners.

**Proposition 4:** *The form and content of a collaborations initial agreements as well as the process used to formulate them affect the outcomes of the collaboration's work.*

A key process in collaboration is negotiating formal and informal agreements about the purpose of the collaboration and initial agreement on problem definition such that partners may consider elements of structure such as roles and responsibilities and decision making processes and authority. Formal leadership positions might include co-chairs of a steering committee, coordinator of a collaborative, or project director. To be effective, these people need formal and informal authority, vision, long-term commitment to the collaboration, integrity, and relational and political skills<sup>169</sup>. Two key leadership roles are *sponsors* and

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<sup>168</sup> Scott, W and Meyer, J (1991) **The Organisation of Societal Sectors: Propositions and Early Evidence.** In **“The New Institutionalism Organisational Analysis”**, edited by Walter Powell and Paul Di Maggio 108-90. UCP 1991

<sup>169</sup> Bryson J, Crosby B, and Stone, M (2006) **The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature, Public Administration Review.** University of Minnesota

*champions*<sup>170</sup>. Sponsors are individuals who have considerable prestige, authority, and access to resources they can use on behalf of the collaboration, even if they are not closely involved in the day-to-day collaborative work. Champions are people who focus intently on keeping the collaboration going and use process skills to help the collaboration accomplish its goals.

**Proposition 5:** *Cross-sector collaborations are more likely to succeed when they have committed sponsors and effective champions at many levels who provide formal and informal leadership.*

This is a reference to types of leadership that is encouraged in a collaboration, e.g. sponsors as individuals who have prestige, authority and access to resources and. champions individuals who focus intently on keeping the collaboration going, and use processes to help the collaboration accomplish its goals, and finally, developing. They are also responsible for maintaining links with and between public, commercial and civil society organisations. It goes without saying that an institution that requires outside resources for survival needs to build credibility and legitimacy as form, as entity and as an interaction.

**Proposition 6:** *Because conflict is common in partnerships, cross sector collaborations are more likely to succeed when partners use resources and tactics to equalise power and manage conflict effectively.*

Power-sharing often does not sit well with the traditional ‘command and control approaches’. For the sake of the health of the collaboration however, careful articulation of mission, goals, objectives, roles and responsibilities as well as phases, steps and implementation is regarded as key for mitigating power struggles.

**Proposition 7:** *Cross sector collaborations are more likely to succeed when their planning makes use of stakeholder analyses, emphasises responsiveness to key stakeholder, and build distinctive competencies.*

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<sup>170</sup> Crosby, B, and Bryson, J (2005a) **Leadership for the Common Good: Tackling Public Problems in a Shared-Power World**, 2nd ed . San Francisco : Jossey-Bass cited in Bryson J, Crosby B, and Stone, M (2006) **The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature, Public Administration Review**. University of Minnesota

The need to both differentiate and integrate across components is a common structural tension. The structure is normally influenced by both context, collaboration's purpose and degree of resource munificence. The latter factor is even more important for government dependent collaborations as change in government policy is likely to destabilise systems and alter resources in the policy fields in which collaborations are embedded.

**Proposition 8:** *Competing institutional logics are likely within cross-sector collaborations and may significantly influence the extent to which collaborations can agree on essential elements of process, structure, governance and desired outcomes.*

Logics compete because actions, processes, norms and structures that are seen as legitimate from the vantage point of institutional logic may be seen as less from the perspective of another.

**Proposition 9:** *Cross sector collaborations are most likely to create public value when they build on individual's and organisations' self-interest and on each sector's characteristic strengths while finding ways to minimise, overcome, or compensate for each sector's characteristic weaknesses as well as when they produce first, second and third order effects.*

First order effects are the immediately discernible direct results of the collaboration process. These include creation of social, intellectual and political capital as well as innovative strategies.

Second order effects are the incremental growth of the collaboration to include new partnerships, coordination and joint action, as well as joint learning that extends far beyond mere collaborative implementation of agreements. Third order effects are long term developments that manifest in eco-evolution and less destructive conflict among partners, adaptation of services and achievement of goals, shared meaning and increasing interaction.

**Proposition 10:** *Cross sector collaborations are most likely to be successful when they have an accountability system that tracks inputs, processes and outcomes; use a variety of methods for gathering, interpreting, and using data and use a results management system that is built on strong relationships with key political and professional constituencies.*

Accountability is a particularly complex issue for collaborations because it is often not clear whom the collaborative is accountable to and for what. Add to that competing interests and demands because multiple stakeholder perceptions typically compete in defining results and outcomes. Additionally, collaborating organisations may also have their own accountability frameworks that conflict with the collaboration's accountability approach.

**Proposition 11:** *The normal expectation ought to be that success will be very difficult to achieve in cross sector collaborations.*

This proposition brings staff in the collaboration, into the equation. More than likely, collaboration staff might feel that the simultaneous use of two competing organisational arrangements is a duplication of work and that it also weakens accountabilities. They may feel that they are being squeezed to take on more responsibilities and new projects while also being faced with the demands from their 'traditional' job demands. They might even feel frustrated since there are not enough hours in the day for the existing and new tasks to be completed for and within the new arrangement. They may even feel more, the pinch of working in an environment of scarce resources.

**Proposition 12:** *Collaborative structure is likely to change over time because of ambiguity of membership and complexity in local environments.*

This proposition relates to the fact that a number of factors such as change of leadership, joining in of new members and others are likely to bring about changes in any collaborative structure. The proposition stresses that the networks in which integration of services takes place must remain intact even when new members come in. This should be done to ensure continuity and stability.

**Proposition 13:** *Collaboration structure and the nature of the tasks performed at the client level are likely to influence collaboration's overall effectiveness.*

This proposition is mainly concern with the governance of collaborative structures. It points out that in as much as governance is a hierarchical arrangement, this should not collapse the integration. Governance as a set of coordinating and monitoring activities must occur in order for collaborations to survive. The choice among types of governance structure is likely to influence integration effectiveness<sup>171</sup>. These types include (1) self-governing structures in which decision making occurs through regular meetings of members or through informal, frequent interactions; (2) a lead organization that provides major decision-making and coordinating activities; and (3) a network administrative organization, which is a separate organization formed to oversee network affairs.

**Proposition 14:** *Formal and informal governing mechanisms are likely to influence collaboration effectiveness*

In this section, attention is given to three factors that have shown to have an influence on collaboration's process, structure, and governance, as well as its overall sustainability. These factors include the type of collaboration, power imbalances among members, and competing institutional logics within the collaboration. It is important that these structures are properly addressed to avoid the collapse of integration.

**Proposition 15:** *Cross-sector collaborations are more likely to succeed when they build in resources and tactics for dealing with power imbalances and shocks.*

Building legitimacy, leadership, and trust, along with managing conflict, becomes more complex in multi-sector collaborations because of the likelihood that members represent and enact competing institutional logics. Logics compete because actions, processes, norms, and structures that are seen as legitimate from the vantage point of one institutional logic may be seen as less legitimate or even illegitimate from the perspective of another's logic. It is important that in collaborative structures people are properly trained to accept and the new way of doing things.

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<sup>171</sup> Provan, K and Kenis, K (2005) **Modes of Network Governance and Implications for Public Network Management** . Paper presented at the Eighth National Public Management Research Conference, Los Angeles, CA cited in Bryson J, Crosby B, and Stone, M (2006) **The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature, Public Administration Review**. University of Minnesota

### **3.5 THE RELEVANCE OF THE THEORY TO THE PRESENT STUDY**

The integration of services and cross-sectorial models are relevant in this study as they give us the steps to take in achieving integration. The integration of services model tells us that there are three types of integrations namely, (a) collocation, (b) collaboration, and (c) cooperation. These types of integration range from informal integration to formal and professional integration, collocation and cooperation respectively. The integrated services delivery model is relevant to this study as the whole thesis is about assessing the impact of the model on poverty and employment creation using Operation Sukuma Sakhe as a demonstration effect. The model gives substance to our understanding of OSS as a model and as a vehicle for effective services delivery. The Integrated services delivery model helps to explain the relationship between services delivery and poverty alleviation as well as employment creation. The model identifies problems with integration as a whole and how these problems can be solved.

The cross-sectorial model is relevant in the study as it forms the foundation of our analysis. Our analysis of the functionality of OSS in the EThekweni Metropolitan Municipality is based on the propositions discussed. Each proposition is here used to measure the functionality of the OSS as all the propositions help us understand what ought to be. The “what ought to be” is measured with what is happening on the ground using the findings from the fieldwork. The functionality of the model is therefore very much dependant on the success OSS. OSS therefore assists us to understand if the model is applicable on the ground given the local conditions where government departments have, in the past, worked in silos.

### **3.6 CHAPTER CONCLUSION/SUMMARY**

The purpose of the chapter is to give a framework in which the theoretical understanding of the study can occur. Much of the analysis in the following chapters is based on the theoretical findings discussed in this chapter. As argued above, theoretical framework provides both structure and boundaries within which to work. A theoretical framework enables us to understand why, how and when certain phenomena appear or happen<sup>172</sup>.

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<sup>172</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

Operation Sukuma Sakhe brings to life the three developmental government imperatives as mandated by the constitution: Community engagement, Community empowerment and people-driven development<sup>173</sup>. All the features of Operation Sukuma Sakhe fit in well with the integrated service delivery and cross-sector models outlined above. The integrated services delivery model reiterates that the starting point in building integrated governance and ensuring effective and cost – efficient service to improve society’s quality of life is through integrated governance i.e. the work of government on the totality of the lives of citizens.

In application, the cross-sectorial model operates in the form of a continuum, where at the one end, are organisations which have little relation with each other when it comes to dealing with a public problem that extends beyond their capabilities, e.g. business<sup>174</sup>. In the midrange are organisations that share information, undertake co-ordinated activities and develop shared-power arrangements, and on the other end of the continuum stand organisations that have emerged into a new entity ready to handle problems through merged authority and capabilities<sup>175</sup>.

As the propositions above demonstrate, the challenge of designing, and implementing collaborations is overwhelming because not only is success dependent on leadership of many different kinds with an ability to make things happen, but also that the variables here represented are more likely to be interrelated with, moderated by, or mediated -- in fairly complicated feedback loops—by many other variables embedded in the collaboration<sup>176</sup>.

This chapter has clearly outlined the cross-sectorial collaboration and the integrated services delivery models including clarifying the objectives and the application of each. The integrated services delivery model deals with the joining-up of public and private organizations, such as, government departments and private companies for the benefit of government services users. The cross-sectorial collaboration model deals with the

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<sup>173</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>174</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>175</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>176</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

collaborative effort by different sectors to achieve shared outcomes. The following chapter discusses the methodology of the study and gives reasons as to why the methodology was chosen.



## CHAPTER 4: RESEARCH METHODOLOGY AND METHODS

### 4.1 INTRODUCTION

The methodology section in any research project is a narrative of the journey undertaken to complete the project. The narrative also gives the rationale for selecting specific courses of action and is intended to enable readers to make a full appraisal of the research including the context and the circumstances<sup>177</sup>. Key questions in the methodology section/chapter are:

- What are the sources of the data used in the research?
- How were respondents selected?
- What mechanisms were used to record data?
- How has the data been processed to create a record for reporting?

This dissertation/study employed qualitative data collection methods. The purpose of using this method is that the study employed the focus groups format to discuss with members of the LTT and Youth Ambassadors. The rationale for using the focus group format was based on pragmatic issues of time and cost efficiency compared to individual interviews. Additionally, the focus group format was selected because this study aims to understand experiences and reactions of people regarding OSS. Lastly, the study opted for focus groups because one of the objectives of this study is to analyse the attendance of OSS meeting hence the focus groups were done simultaneously with or immediately after OSS meetings. Attendance of OSS was reflected on a register which required participants to state the institution/ entity or organizations they represented. In addition, minutes of the last 5 previous LTT and Youth Ambassadors meetings were requested in order to understand the issues discussed in LTT meetings and how they were resolved and also to verify attendance trends.

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<sup>177</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012

## 4.2. QUALITATIVE METHODS

Qualitative research entails collecting, analysing, and interpreting data by observing what people do and say<sup>178</sup>. On the other hand, quantitative research refers to counts and measures of things, qualitative research refers to the meanings, concepts, definitions, characteristics, metaphors, symbols, and descriptions of things. Qualitative research is much more subjective than quantitative research and uses very different methods of collecting information, mainly individual, in-depth interviews and focus groups<sup>179</sup>. The nature of this type of research is exploratory and open-ended. Small numbers of people are interviewed in-depth and/or a relatively small number of focus groups are conducted. Participants are asked to respond to general questions and the interviewer or group facilitator probes and explores their responses to identify and define people's perceptions, opinions and feelings about the topic or idea being discussed and to determine the degree of agreement that exists in the group. The quality of the finding from qualitative research is directly dependent upon the skills, experience and sensitive of the interviewer or group moderator. This type of research is often less costly than surveys and is extremely effective in acquiring information about people's communications needs and their responses to and views about specific communications.

### 4.2.1 CHARACTERISTICS OF QUALITATIVE RESEARCH

Kielborn (2001) suggests the five points below as characteristics of qualitative research<sup>180</sup>;

- Qualitative research is an effort to understand situations in their uniqueness as part of a particular context and the interactions there
- A second characteristic of all forms of qualitative research is that the researcher is the primary instrument for data collection and analysis

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<sup>178</sup> Hancock, Windridge and Ockleford (2009) **An Introduction to Qualitative Research**. The NIHR RDS EM / YH

<sup>179</sup> Hancock, Windridge and Ockleford (2009) **An Introduction to Qualitative Research**. The NIHR RDS EM / YH

<sup>180</sup> Kielborn D (2001) **Characteristics of Qualitative Research**, EDRS 6301-05, University of West Georgia.

- A third characteristic of qualitative research is that it usually involves fieldwork. The researcher must go to the people, setting, site, institution, in order to observe behavior in its natural setting
- A fourth characteristic of qualitative research is that it uses an inductive research strategy. This type of research builds abstractions, concepts, hypothesis, or theories rather than tests existing theory
- Lastly qualitative findings are in the form of themes, categories, concepts or tentative hypotheses or theories<sup>181</sup>

Qualitative analysis involves a continual interplay between theory and analysis<sup>182</sup>. In analysing qualitative data, we seek to discover patterns such as changes over time or possible causal links. This entails in-depth interviews carried out in the focus group format. A total of 6 focus groups with 6-10 participants were conducted in the three sub-regions (West, North-Central and South-Central sub-regions of the eThekweni Metropolitan Municipality) by a team of facilitators and scribes coordinated by the researcher. The team of facilitators and scribes was comprised by University of KwaZulu-Natal post-graduates students who were recruited and trained on data collection skills. Each region hosted two types of focus groups, one for the youth and one for the task team. The youth focus group comprised the Youth Ambassadors who have been trained on skills development and on data collection and who are employed by the Office of the Premier. The other comprised the LTT i.e. West, North-Central and South-Central sub-regions with an aim of understanding the impact of OSS on poverty, the progress on employment creation and functionality of OSS. The focus group of the LTT was constituted exclusively by members of LTTs i.e. members of the West Local task Team, North-Central Local Task Team and members of the South-Central Local Task Team. The focus groups discussions took place concurrently with and immediately after the monthly meetings of the task teams. Any member of the task teams was an eligible participant. Focus groups were conducted using the Participatory Learning and Action (PLA) approach which is a tool for engaging and learning with the respondents.

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<sup>181</sup> Kielborn D (2001) **Characteristics of Qualitative Research**, EDRS 6301-05

<sup>182</sup> Hancock, Windridge and Ockleford (2009) **An Introduction to Qualitative Research**. The NIHR RDS EM / YH

### 4.3 FOCUS GROUP

As mentioned above, the study used the focus group format to solicit information from respondents. A focus group is a small group of six to ten people led through an open discussion by a skilled moderator<sup>183</sup>. The group needs to be large enough to generate rich discussion but not so large that some participants are left out. Focus groups provide insights into how people think and provide a deeper understanding of the phenomena being studied<sup>184</sup>. Group interaction and non-verbal communication are primary benefits of focus groups. Group interaction between members of the target population during focus groups may encourage participants to make connections to various concepts through the discussions that may not occur during individual interviews. A skilled facilitator can encourage these group interactions to capture this data to provide a more comprehensive understanding of what is being studied<sup>185</sup>. An optimal focus group has at least five questions. The questions should be open-ended because the objective of a focus group is to promote discussion. Yes/No questions that are too specific can limit discussion and reduce the value of a focus group. Focus groups are group interviews that give the researcher the ability to capture deeper information more economically than individual interviews<sup>186</sup>. Focus groups are valuable research tools and can capture information that helps to a better tell the story on the study topic.

#### 4.3.1 PREPARING FOR THE FOCUS GROUP

There are eight points that are used to recruit and prepare for the focus group. Most of these points were followed during this study. The eight points are taken from the Duke University in a document entitled Guidelines for Conducting a Focus Group (2005)<sup>187</sup>:

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<sup>183</sup> Nagle B and Williams N (date unknown) **Methodology Brief: Introduction to Focus Group**, Center for Assessment, Planning and Accountability

<sup>184</sup> Nagle B and Williams N (date unknown) **Methodology Brief: Introduction to Focus Group**, Center for Assessment, Planning and Accountability

<sup>185</sup> Nagle B and Williams N (date unknown) **Methodology Brief: Introduction to Focus Group**, Center for Assessment, Planning and Accountability

<sup>186</sup> Nagle B and Williams N (date unknown) **Methodology Brief: Introduction to Focus Group**, Center for Assessment, Planning and Accountability

<sup>187</sup> **Guidelines for Conducting a Focus Group** (2005) (Author Unknown) (online)  
[https://assessment.ass.duke.edu/.../How\\_to\\_Conduct\\_Focus\\_Groups](https://assessment.ass.duke.edu/.../How_to_Conduct_Focus_Groups). accessed 11 January 2014

**POINT 1:** In an ideal focus group, all the participants are very comfortable with each other but none of them know each other.

### **LOCAL TASK TEAM**

The first point was achieved when meeting with the Local Task team (LTT), namely that all participants were comfortable with each other. This is because they were familiar with each other because of the fact that they attend OSS meetings regularly. Clearly, the second point falls off, namely that group members should not know each other, since most of the group members have met before in OSS meetings and functions.

### **YOUTH AMBASSADORS**

With the Youth Ambassadors' sample the first point, namely that all participants should be very comfortable with each other was not achieved. This is because of the fact that they did not meet regularly and some of them even stated that they last saw each other when they were still training for the YAs job. In fact there was tension among group members since some privately told us that others are part of the programme for financial gains only and that they rarely profile in the wards deployed to. Despite our incessant attempts to clarify where we from and why we called them, there was a general misunderstanding that we were sent by the Premier to monitor how they work. Respondents were also suspicious of the tape recorder, indicating that it made them feel uncomfortable as they suspected that the Office of the Premier might recognise their voices and fire them if they say anything negative. Eventually the respondents were convinced that we were not from the Office of the Premier after we produced our University of KwaZulu-Natal (UKZN) student cards.

**POINT 2:** Homogeneity is key to maximizing disclosure among focus group participants. Consider the following in establishing selection criteria for individual groups:

Gender – Will both men and women feel comfortable discussing the topic in a mixed gender group?

Age – How intimidating would it be for a young person to be included in a group of older adults? Or vice versa?

Power – Would a subordinate be likely to make candid remarks in a group where his/her manager is also a participant?

## **LOCAL TASK TEAM**

In the selection of LTT participants, homogeneity was observed as only members of the Task Teams were eligible to participate. The unit of inclusion was the participation in LTT meetings. The person must have been to OSS structures particularly the LTTs in order to participate in the focus group. This was done intentionally in order to solicit as much information as possible. Since we communicated with Convenors of LTTs to organise participants for the focus group, getting people who are active members in OSS was not a challenge. Activity of individuals in OSS was verified through previous meeting' registers.

**Gender:** In the LTTs, the gender aspect was not considered important as the whole focus group discussion did not include any section of gender issues. Gender was not thought to have influence on the outcomes of the study. Therefore, gender representation was not adhered to.

**Age:** since the unit of analysis is not the individuals, the age aspect in preparing for the focus group was not considered important. The LTTs are comprised of people from different age groups and this, however, before, during and after all the sessions was not identified as have had compromised any session.

**Power:** the focus when organising members of the focus groups was on power dynamics. Power was identified as an important aspect when organizing focus groups and if ignored had a potential to influence outcomes. The person who was identified to yield power was the Convenor. Since all reports concerning OSS meetings and functions were submitted to the Convenor, we concluded that it was not ideal to include the person in the discussion since they can dictate the responses of the group. The Convenor was identified as have advantage in terms of the knowledge of LTTs and OSS functionality. Therefore, the exclusion of such individuals ensured that we avoided a situation where one person spoke for the whole group.

## **YOUTH AMBASSADORS**

Those who constituted the Youth Ambassadors sample were the people between the ages of 18 to 35 who are employed by the KwaZulu-Natal Office of the Premier as Youth Ambassadors. They are part of OSS's job creation strategies and they are responsible for

profiling households at ward level. The homogeneity of the group members was therefore monitored through ensuring that participants are Youth Ambassadors. The Convenors of LTTs organised the focus groups with the YAs through giving us the names and cell phones numbers of YAs. The Convenors also organised the venue to host the focus groups.

**Gender:** the gender aspect was not considered important as the unit of analysis was the YAs programme not the individuals.

**Age:** age was an important factor in organizing the YAs focus groups. Only member of the YAs programme were eligible to participate in the focus group discussions. The definition of who constitute the youth was in accordance with the South African Law that states that a youth is someone between the ages of 18 to 35.

**Power:** power was also properly examined to ensure that respondents did not feel intimidated when participating in the focus group discussions. Those who were chosen by the Office of the Premier as leaders of the YAs were excluded from the discussions. This was done intentionally to avoid a situation where one member spoke for the whole group. It is important to mention that the exclusion of such individuals came as a response to the situation that occurred in the first focus group discussion that happened in the North Central area where a leader of YAs got an opportunity to discipline YAs and this caused protracted conflict among participants. This situation required us to employ our conflict resolution skills in order to maintain peace and continue with group discussions. We saw it fit to exclude such people to avoid the repetition of the situation

**POINT 3:** Focus group participants can be recruited in any one of a number of ways. Some of the most popular include the following:

**Nomination** – Key individuals nominate people they think would make good participants. Nominees are familiar with the topic, known for their ability to respectfully share their opinions, and willing to volunteer about 2 hours of their time.

**Random selection** – If participants will come from a large but defined group (e.g. an entire high school) with many eager participants, names can be randomly drawn from a hat until the desired number of verified participants is achieved.

**Composition of the group** – Sometimes an already existing group serves as an ideal pool from which to invite participants (e.g. Kiwanis Club, PTO, and Chamber of Commerce).

**Same role/job title** – Depending on the topic, the pool might be defined by position, title or condition (e.g. young MBA's, old writers, community health nurses, parents of teen-age boys).

**Volunteers** – When a selection criterion is broad, participants can be recruited with flyers and newspaper ads.

## **LOCAL TASK TEAM**

In the LTTs focus group discussions, the first method was used where the Convenor nominated the respondents. This was the best method because we did not have prior knowledge of members of LTTs and therefore since we only liaise with the Convenors as it was through them that we got respondents. Convenors in this study were key individuals.

## **YOUTH AMBASSADORS**

With the YAs a different method was used. This is because we had a privilege of knowing the members of the YAs programme before we met them physically. We got the names and cell-phone numbers from the Convenors of LTTs and we choose the participants from the list. Therefore, with YAs the third method was used, namely that an already existing group served as an ideal pool from which we invited participants (e.g. YAs).

**POINT 4:** Over-invite in anticipation of a no-show rate of 10 to 20 percent. However, should never want a group of more than 10 participants.

## **LOCAL TAST TEAM**

Since the invitation job was not handled by us, we therefore did not do much in this area. The invitation was conducted by the convenors of task teams. Before each focus group discussions we met with the convenors who gave us the names and list of participants but during the discussions we noted that the number of people expected did not correspond with the number of people present. For example, in all focus groups discussions we were given a total of 10 confirmed participants but in actuality the number varied from 6 to 8 as it was never a 10.



## **YOUTH AMBASSADORS**

The invitation in the YAs focus group discussions was handled by us. This means the onus was with us to over-invite if necessary. We did over-invite as we anticipated that some people would cancel or just not show up. As it is usually the case, some people who confirmed earlier would call just before the meeting to tell us that they could not make it to the meeting. We over-invited by 3, which means we invited 13 people in anticipation of 8 to 10. In most cases 3 or 4 people would call to confirm their absence and 1 or 2 would just not show up. In most cases we would have 7 to 9 participants instead of the anticipated 10.

**POINT 5:** Offer an incentive. R50 per participant is probably the minimum that could be offered. Other incentive ideas include coupons, gift certificates, paid time off to attend the group, or an opportunity to win a big-ticket item at a drawing conducted at the focus group.

## **LOCAL TASK TEAM**

There was no incentive for participants in LTTs group discussions. This was because of the fact that the focus group discussion happened just after the monthly OSS meetings. So this means participants had already scheduled to be at the venue on the day of focus group discussions and therefore there was no inconvenience caused. It is also important to mention that most members of the LTTs are employed in different government departments and NGOs as well as private companies so the R50 incentive would have not served as a desirable financial reward even if the researcher had such funds at his disposal.

## **YOUTH AMBASSADORS**

With the Youth Ambassadors the R50 incentive was dispersed. The money was to be used for travelling expenses as some of them came from wards far from the meeting venue. The need for the incentive also came from the fact that when we called some of the YAs they explicitly mentioned that they have not been paid for a long time therefore they do not have money for taxi/bus fares. Others mentioned on the day that they could not even afford a single trip to the venue but because we wanted them present we used our own vehicle to take those that were not too far in order to reach the number required for a focus group.

**POINT 6:** Reduce barriers to attending when possible by offering:

- Evening or weekend groups for those who work during the day
- Child care services
- Interpreter services
- A familiar public setting

### **LOCAL TASK TEAM**

As mentioned before, the focus group discussions took place immediately after the monthly OSS meeting and in some cases it took place concurrently. This means there was no major inconvenience caused when the discussions took place. Also since the discussion took place in a venue familiar to them, there were no concerns of unfamiliarity with the venue or issues of that nature.

Before the discussion proceeded, the interviewer would ask the respondents which language they were comfortable with. In all cases the respondents insisted on discussions be conducted in English.

### **YOUTH AMBASSADORS**

Most of the focus group discussions with the YAs were conducted on weekends. This was done intentionally to accommodate all of them because they work during weekdays. A public place was chosen to make sure that all members feel comfortable. The places mostly used include the municipal boardrooms, schools, community halls and public libraries.

The interviewer asked the members of what language they were comfortable with. In most cases the members would require the usage of both English and IsiZulu when discussing. The onus was therefore with the interviewer to be bilingual when conducting the sessions.

**POINT 7:** Tell participants that the focus group will take about one and half to two hours. Give them a starting time that is 15 minutes prior to the actual start of the focus group to allow for filling out necessary paperwork, having a bite to eat, and settling in to the group.

## **LOCAL TASK TEAM**

During the arrangement of the focus group with the Convenors, the time limit of a group discussion was clearly mentioned. The focus group discussion was scheduled to last for one hour and forty minutes to a maximum of two hours. The time limit was also reiterated during the focus group sessions. All members were clear with time and agreed to continue with the discussions.

## **YOUTH AMBASSADORS**

YAs were told telephonically about the time limit of group discussions and all those who availed themselves agreed to it. Also during the focus group sessions the time issue was reiterated before the discussions began.

**POINT 8:** Arrange for food. At a minimum, offer a beverage and light snack (cookies, cheese/crackers, veggie tray, etc.). It is acceptable to offer a full meal but be sure to add an additional 30 to 45 minutes to the entire process so that everyone can finish eating before the group begins.

## **LOCAL TASK TEAM**

In the LTTs focus group discussions food was not an issue as there was food available in monthly OSS meetings. The food was already catered for by the local municipality. Respondents ate light snacks before the main OSS monthly meeting and a full meal was provided after the session. In most cases in-between OSS monthly meetings and the focus group discussion respondents were allowed to eat the lunch provided.

## **YOUTH AMBASSADORS**

In the YAs focus group discussions food was catered for by us. We provided light snacks during the sessions and full meal after the sessions. The food aspect was well budgeted for. The lunch was optional. This means that those who wished to leave before lunch were allowed to do so.

#### **4.4 RESEARCH INSTRUMENT**

Focus groups were conducted using the Participatory Learning and Action (PLA) approach which is a tool for engaging and learning with and from communities. It involves both participation and interviewing techniques to facilitate the process of collective analysis and learning. Facilitators used pre-structured question guides tailor-made for each task team and YAs while scribes took down notes as discussions were ensuing. Data collection was through hand written notes and audio equipment. After group meetings, designated scribes, in consultation with their respective facilitators discussed and authenticated the record before submitting it in typed form to a quality assurer. The record is electronically stored and also available in hard copy.

#### **4.5 PRINCIPLES OF RESEARCH ETHICS**

There are four principles in research ethics namely, voluntary participation, confidentiality, professional competence and respect for people's rights, dignity, and diversity (see below)<sup>188</sup>. Every research study must adhere to these principles.

##### **A. VOLUNTARY PARTICIPATION**

Individuals must agree to participate in the research of their own free will. Written consent is preferred, but verbal consent that is recorded may be done instead.

- Both respondents from LTTs and YAs focus group discussions were told about the nature and the intention of the study prior to all the sessions. Although there was confusion in YAs as they thought that we were representatives of the Office of the Premier, eventually this confusion was addressed through producing UKZN student cards.

It is essential that participants understand that their participation is voluntary and that there are no consequences for refusing to take part in the study or to answer specific questions.

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<sup>188</sup>Document obtained online entitled **Toolkit for Conducting Focus Groups**, Author and Date unknown cite <http://www.rowan.edu/colleges/chss/facultystaff/focusgrouptoolkit.pdf> accessed 11 January 2014

- In both LTTs and YAs group discussions, members were told that their participation was optional and if they decided to quit during the study there would be no consequences for doing so.

Researchers must explain the nature of the study openly and honestly and in a way that is understandable to the participant. It is the responsibility of the researcher to ensure that the participant understands the nature of the research, the purposes of the research, the potential risks and benefits to the participant of participation, and the fact that they may withdraw from participation at any time.

It is helpful to make sure that there is adequate time to answer any questions that an individual may have before and during the focus group.

The allocation in both LTTs and YAs focus group discussions were as follow:

- Each session took one hour forty minutes to two hours to be completed
  - The first 10 minutes was about explaining the nature and intention of the study as well as risks and benefits of participation. Also within the 10 minutes participants were allowed to ask any question regarding their participation
  - The last 10 minutes was also allocated for any questions that participants had.

Should individuals look confused or withdrawn, it is a good idea to ask them if they have any questions before proceeding. If an individual does not want to talk further about a topic, the researcher must respect this.

Communicate how information obtained during the focus group/community discussion will be used.

- This was done in both LTTs and YAs focus group discussions where participants were given a guarantee that the information was purely for academic purposes

## **B. CONFIDENTIALITY**

Researchers must agree to keep personal information that is revealed to them confidential. This means that you cannot share the specific contents with anyone except another researcher on the project. This also means that you cannot share any information that would allow another researcher or outsider to know who participated in the study.

- In both LTTs and YAs focus group discussions participants were told about confidentiality. We made it clear that the unit of analysis in the study is the OSS structures namely the LTTs and YAs and this means that their names and telephone numbers would not under any circumstances appear in the research paper or given to anyone who is not part of the study.

Researchers must explain how confidentiality will be protected. Only you will know their name and only other researchers will have access to their information. No information will be publicly reported that would identify them as participants in the study.

When these conditions of confidentiality cannot be met, researchers must explain this to the individual. These ethical principles were adhered to in this study.

## **C. PROFESSIONAL COMPETENCE**

Researchers must not misrepresent or misuse their expertise as researchers. They should undertake only those tasks for which they have been trained. They should not act in any capacity other than as researchers while conducting research.

- This was ensured in all the focus group sessions. All researchers and scribes who were part of this study were told not, under any circumstances, mislead the participants by promising them anything outside of the scope of this research. This included not telling participants that their internal concerns about the OSS programme will be addressed, not promising salary increase for participating in the focus group discussions and not promising them a better life after participation.

Researchers are expected to fulfil the highest standards in their work. They should ask for help when needed to ensure quality interactions with individuals and quality information is collected. This was kept in mind as the study progressed.

#### **D. RESPECT FOR PEOPLE'S RIGHTS, DIGNITY, AND DIVERSITY**

Researchers and their work must respect the rights, dignity and worth of all people. In their work, researchers must be respectful of the rights of others who hold values, attitudes, and opinions that differ from their own. Researchers must strive to advance and protect the public good through their work. These were the guiding principles during the course of the study.

#### **4.6 PROJECT MANAGEMENT**

The entire project had a dedicated project manager, a fellow Masters student who liaised with the respondents particularly the Convenors of Local Task Teams and who worked with a team of scribes toward the completion of the project.

#### **4.7 EVIDENCE OF ATTENDANCE**

At every meeting, a facilitator or a scribe would circulate a register of attendance for record purposes.

#### **4.8 CHALLENGES IN DATA COLLECTION**

##### **4.8.1 TIME CONSTRAINTS**

Data collection was limited by the time constraints where probability for focus group discussions depended on scheduled meetings of OSS structures which normally occur once a month. As a result, if any monthly OSS meeting was cancelled, it meant that focus group discussion could not take place. In some instances, when OSS meetings could not meet a minimum number required for a gathering to take place as per government guidelines dictate, we also had to rearrange our fieldwork. This was particularly costly as it meant incurring travelling costs only for a meeting to be rescheduled. In most instances, we were given a slot at the end of the programme where most of the respondents were tired and impatient.

#### 4.8.2 VENUE FOR YAs

In most cases, we had difficulty in organising a venue for Youth Ambassadors focus groups. This was largely because we could not find a suitable place for this. We depended mainly on community centres and schools. In cases where a school is closed or where there was no designated person we could book a community centre from, our fieldwork was delayed.

#### 4.9 DATA ANALYSIS

Data analysis is a process used to transform, remodel and revise certain information (data) with a view to reach to a certain conclusion for a given situation or problem<sup>189</sup>. Data analysis in a research supports the researcher to reach to a conclusion. The data analysis in this study is qualitative in nature. In qualitative research, the information obtained from participants is not expressed in numerical form. The emphasis is on the stated experiences of the participants and on the stated meanings they attach to themselves, to other people, and to their environment. Qualitative research sometimes makes use of direct quotations from their participants, arguing that such quotations are often very revealing. In addition, it offers the prospect of understanding the participants in a study as rounded individuals in a social context.

The analytical stage combined the focus group discussion into a manageable form for thesis development. Analysis began immediately after focus group closure. Comprehensive note taking and summarization of the discussion with the participants during the focus group session facilitated more efficient analysis. Upon completion of the fieldwork, the immediate step was the development of categories, where all written records were run through the N-vivo Qualitative Data Analysis System which has the capacity to combine and align all categories, from all records to provide a coherent whole picture around each variable<sup>190</sup>. N-vivo is intended to help users organize and analyse non-numerical or unstructured data. The

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<sup>189</sup> Johnson, S (2011) **Importance of Data Analysis in Research**, United Kingdom (UK)

<sup>190</sup> **NVIVO User Guide** (online) [library.colombia.edu/locations/dssc/nvivo\\_guide.html](http://library.colombia.edu/locations/dssc/nvivo_guide.html). accessed 12 April 2014



software allows users to classify, sort and arrange information, examine relationships in the data and combine analysis with linking, shaping, searching and modeling<sup>191</sup>.

#### **4.10 CHAPTER SUMMARY**

This chapter has focused on the methodology used to collect data from the field. The sampling frame in this study is the EThekweni Municipality. A sampling frame refers to the area or a group of areas from which you draw the samples. The unit of analysis in this study is OSS structures i.e. Local Task Teams and Youth Ambassadors. This study used qualitative research method to collect data. The focus group research methodology was used to solicit information from respondents in this study. Upon fieldwork completion, the next step was the use of the N-vivo system to categorise collected data. After the collected data was subjected to the N-vivo system the next step was data analysis which ensured that data collected was developed into manageable form for thesis purposes. The following chapter is the presentation of data obtained from the field. Data in the next chapter is not subjected to any analysis as this is done in the later chapter.

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<sup>191</sup> **NVIVO User Guide** (online) [library.colombia.edu/locations/dssc/nvivo\\_guide.html](http://library.colombia.edu/locations/dssc/nvivo_guide.html). accessed 12 April 2014

## **CHAPTER 5: PRESENTATION OF FINDINGS**

### **5.1 INTRODUCTION**

The previous chapter outlined the research methods used in collecting data for this study. The present chapter builds on that and proceeds to present the responses solicited from the respondents of the focus groups conducted in the EThekweni Municipality's Operation Sukuma Sakhe (OSS) structures i.e. LTT and Youth Ambassadors. This chapter presents the findings on OSS structures, such as, LTTs and YAs including, their understanding of how OSS operates, drives of OSS, information collection methods in OSS, their knowledge of the formation of OSS and others. The analysis that follows in chapter six is informed by the findings discussed in this chapter.

### **5.2 LOCAL TASK TEAM FINDINGS**

#### **5.2.1 THE NATURE AND FUNCTIONALITY OF THE INTEGRATED SERVICES DELIVERY MODEL AND OPERATION SUKUMA SAKHE**

Respondents understand that OSS is a precursor of the KwaZulu-Natal government's Flagship programme which started in 2009. The Flagship Programme was renamed into OSS in 2011. However, the objectives and the structures of the Flagship programme were kept intact. One informant explained that the main objective of OSS is to "address mainly the three priority areas which include food security, women and youth empowerment and the triple diseases which are: HIV/AIDS, TB and poverty". In addressing the three priority areas OSS uses an integrated or cross-collaboration model to enable government departments to work together when providing services to the people. Respondents mentioned that the structures that comprise OSS are as follow: Provincial Task Team (PTT), District Task Team (DTT), Local Task Team (LTT) Ward Task Team (WTT) also known as War Room and lastly the Youth Ambassadors (YAs) and Community Care Givers (CCGs).

Respondents explained that the functions of the OSS task teams include: the profiling of households by foot-solders (YAs and CCGs), hosting awareness campaigns including those aiming at educating people about the triple diseases, analysing the information supplied by the foot-soldiers and thereafter referring the information to relevant government

departments and to coordinate resources in order to avoid duplication of services. The other activity of OSS is to collect profiling form from the Premier's Office generally done by the DTT and supply those forms to LTTs and thereafter to the WTT and eventually to the YAs and CCGs.

Respondents suggested that OSS is part of government plan of action (POA). One respondent claimed that "the government has a plan of action regarding services delivery". However, the government discovered that the delivery of services in communities is slow, adding the informant. Respondents attributed the slow pace of services delivery to the fact that government departments operate in silos or independently without consulting other departments or stakeholders. They explained that the social unrest through services delivery strikes and protests are evidence of slow pace in services delivery. The integration of services is therefore a response to government's inability to fast tract services delivery, they added.

LTT members expressed that OSS is an example of and has adopted a bottom-up approach. This approach, they opine, assists all involved to ventilate their views directly to government. The members appreciate what they called a 'partnership' in dealing with challenges that face communities. However, they also feel that a great deal of work needs to be done to remove the political perceptions and encourage all sections of the community including traditional leaders and community based organisations, to become an integral part of OSS. According to the informants, the objective of OSS was to construct a group of community workers to track community development orientated matters. With this view, there is a general understanding that the overall objective of OSS to facilitate the process of bringing community issues to the forefront so that they can be attended to by government.

There are, however, challenges in the activities of OSS. According to informants, one of the major problem in achieving the activities of OSS is that the Office of the Premier is not prompt in distribution the profiling forms as a result YAs in other areas are not profiling. Secondly, there is a general lack of tools for data capturing and analysis such as, computers. Furthermore, those OSS structures that have computers, the internet is not available in order to capture information to the NISIS system. Thirdly, there are War Rooms without a

designated information manager and this makes it a challenge when departments seek ward information. Respondents also mentioned that OSS has principal drivers.

### **5.2.2 OPERATION SUKUMA SAKHE DRIVES**

According to respondents, all the stakeholders that are part of OSS are drivers of OSS at varying degrees. However, there are those that are primarily essential and their buy-in is essential for OSS to function. Local councillors are among the primary stakeholders of OSS. This is because they are able to mobilise communities in their wards and they are effective at disseminating OSS information in their wards. Also among the essential and primary stakeholders in OSS are government departments. Basically without the participation of government departments OSS cannot operate because the whole idea of OSS is built around delivery of services and government departments are at the centre of service delivery. Furthermore, without government departments the information that is collected by the foot-soldier would be pointless.

The respondents furthermore mentioned that the other drivers of OSS include the community and non-governmental organizations. Community participation is essential in OSS as it ensures that people are aware of what the government is doing and they can trail issues that are reported to departments. According to the informants, another idea behind the formation of OSS is to sensitise communities about the role and responsibility of each government department and ensure that each department is active on the ground.

The informants expressed that the participation of faith based organizations (FBOs), community based organizations (CBOs) and other non-governmental organizations is fundamental as it ensures that government departments are accountable and departments' interventions are guided by what is on the ground. According to the respondents "FBOs and CBOs are strategically located at the hub of community activities including developmental activities and they are a valuable source of information regarding community needs". Over and above, all the OSS stakeholders are vital for the functioning of OSS and all have a unique but essential role to play.

### **5.2.3 OPERATION SUKUMA SAKHE AS A VIABLE MODEL**

Respondents indicated that OSS is a viable model because it promotes service delivery through the collaboration of government departments to avoid duplication of services and maximizes service delivery impact through integrated service delivery. Respondents explained that OSS, particularly the collection of information by the YAs and CCGs, “helps to ensure that they know everything about the status of the households in their wards”. The profiling of households makes it easier for government to intervene in a targeted manner.

### **5.2.4 BENEFITS OF OPERATION SUKUMA SAKHE**

The benefits of OSS are those things that make the whole programme desirable. There are numerous benefits mentioned by respondents but they all revolve around three areas namely, integrated planning, sharing of resources and information and convenience in services delivery. The three areas mentioned above are explained more below.

#### **5.2.4.1 INTEGRATED PLANNING**

Respondents define integrated planning as “coming together of all development stakeholders involved in planning to deliberate and fix operational challenges”. They explain that the rationale behind integrated planning is to ensure that all stakeholders involved are on the same page in terms of the expectations, role and duties of each member. Additionally, they claim that integrated planning ensures that struggling structures, for example, local municipalities are assisted by stable structures e.g. district municipalities. OSS was conceived with the idea of integrated planning in mind. This is evidence with the responses received from members of the LTTs that OSS has allowed for integrated planning. Respondents mentioned that integrated planning is helpful in ensuring that the end users of government services receive a holistic services delivery.

#### **5.2.4.2 SHARING OF RESOURCES AND INFORMATION**

Respondents mentioned that OSS facilitates coordination of activities and resources from all departments involved and help to avoid duplication and waste of resources in service delivery. Informants explained that OSS also ensures that there is transparency in government departments as they do a monthly follow-up on reported issues. OSS promotes

the dissemination of information about government plans and objectives to communities added one respondent. Furthermore, OSS has encouraged ‘partnership’ between government, NGOs and the people.

According to the informants, OSS has specific timeframes for every intervention in order to meet the Premier’s and departments’ expectations on service delivery. There is growing community participation in development projects and that is attributed to OSS, adding informants.

#### **5.2.4.3 CONVENIENCE IN SERVICES DELIVERY**

According to the MWRRU report, the primary aim of OSS is to make services delivery better, efficient and prompt<sup>192</sup>. Respondents in the current study mentioned that OSS has been able to achieve a lot although the achievements are not yet satisfactory. Respondents view OSS as a platform for poverty alleviation and employment creation mechanism. They believe OSS to be a platform for poverty alleviation through ‘addressing and fighting social ills such as TB, HIV/AIDS and teenage pregnancy through campaigns, empowering Ward Committees to work effectively to address poverty, and serving as a platform for communities to ventilate grievances and challenges’. However, respondents also mentioned that much can be done if all stakeholders play their roles accordingly and effectively.

Respondents believe that as an employment mechanism OSS has had noticeable progress in employing the youth particularly through the Youth Ambassador programme. The Youth Ambassador programme employs the youth with matric who are unemployed. The youth is trained in skills essential and relevant even after the programme. Such skills include, financial management, data collection, time management, profiling of households and public speaking, just to name a few.

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<sup>192</sup> Maurice Webb Race Relation Unit’s **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

### 5.2.5 POVERTY MITIGATION IN OPERATION SUKUMA SAKHE

Respondents mentioned that as part of Operation Sukuma Sakhe's poverty mitigation strategy, the One Home One Garden campaign has been in full force. According to respondents, the initial stage of this campaign was the distribution of seeds and other farming objects. This claim was corroborated by the Mthembu's (2010) paper entitled "One Home One Gardern, Will it Work?"<sup>193</sup>

Respondents also claim that after people received farming materials the second stage was the formation of cooperatives so that training and support services could be provided. In the initial stages of One Home One Garden formation, Dr Mkhize the then KZN premier promised the community that the mechanization programme of the Department of Provincial and Local government and the Department of Agriculture was to be launched, as one way to provide support to these cooperatives. The aim of mechanization programme was to ensure that agricultural land is utilised, unconstitutional incidents such as child labour among farming communities prevented and assistance given to women and orphans to produce food for their families<sup>194</sup>. Respondents mention that all the above has been implemented however, there is still a handful of operational challenges.

Respondents mentioned that financial assistance in the form of credit is provided to the cooperatives through financial development institutions such as Ithala. Inter-departmental task teams on food security have been set up to execute the plan. The team reports to the Premier's office. Government departments, academic research institutions and commercial farmers join forces to share knowledge, information and capacity for the strategy to be a success. The Premier urged agricultural sector trade unions to help monitor the farmers and assist government in improving its strategy towards rural development<sup>195</sup>. Agriculture was going to be the platform to fight poverty and build the economy.

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<sup>193</sup> Mthembu, N (2010) **The "One home, One garden" strategy. Will it work?** paper for The Association for Rural Advancement (AFRA) (online)

[www.afra.co.za/default.asp?id=1110](http://www.afra.co.za/default.asp?id=1110) accessed on 15 January 2014

<sup>194</sup> Mthembu, N (2010) **The "One home, One garden" strategy. Will it work?** paper for The Association for Rural Advancement (AFRA) (online)

[www.afra.co.za/default.asp?id=1110](http://www.afra.co.za/default.asp?id=1110) accessed on 15 January 2014

<sup>195</sup> Mthembu, N (2010) **The "One home, One garden" strategy. Will it work?** paper for The Association for Rural Advancement (AFRA) (online)

Communal gardens in the Phoenix and Mt Moriah areas were reported to be fully functional. The local municipality has set up areas where members of the communal gardens are able to sell their products. This initiative is in line with the food security programmes that are currently being run by the EThekwini Municipality to alleviate poverty.

#### **5.2.6 SKILLS DEVELOPMENT IN OPERATION SUKUMA SAKHE**

According to the informants, the establishment of a multi-stakeholder forum has helped in skills development. The mentioned that the programme seeks to address the issues of unemployment particularly in respect of the youth within the EThekwini Municipal Area and to respond to identified skills needs within specific economic areas. This is an on-going programme that requires collaboration between government bodies such as the Local Government Sector Training Authority (LGSETA), tertiary institutions, commerce and industry and public and private specialist service providers and public bodies<sup>196</sup>. With this understanding, work-experience initiatives like learnerships, volunteer work experience, in-service training programmes and internship opportunities have been established to provide young people with exposure and to assist them in securing jobs in their respective careers<sup>197</sup>. In addition, this programme intends to improve the basic adult education profile of the Municipality.

Although this programme has not reaped the benefits as intended nonetheless it is working. According to the respondents there are a number of challenges, however, with regard to this programme. The multitudes of challenges include the fact that there is a budget limit, uncooperative companies that do not want to take new graduates and the unwillingness of the youth to take voluntary work.

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<sup>196</sup> **EThekwini Municipality Draft Integrated Development Plan 5 Year Plan: 2011 to 2016** (online) [www.durban.gov.za/city\\_government/city\\_vision/IDP?Documents/201112.pdt](http://www.durban.gov.za/city_government/city_vision/IDP?Documents/201112.pdt) accessed 20 May 2014

<sup>197</sup> Mthembu, N (2010) **The “One home, One garden” strategy. Will it work?** paper for The Association for Rural Advancement (AFRA) (online) [www.afra.co.za/default.asp?id=1110](http://www.afra.co.za/default.asp?id=1110) accessed on 15 January 2014



### **5.2.7 CHALLENGES IN OSS**

There are a number of challenges mentioned by respondents as hindrances to the functioning of OSS as a whole. These challenges range from operational to structural difficulties. Operationally OSS has numerous challenges but they are centred on lack of resources, lack of commitment from key stakeholders and lack of budget (see below). Structurally, the challenges revolve around ineffective reporting lines, unclear role of stakeholders and lack of effective management.

#### **Lack of Resources**

Respondents mentioned resources such as office space, telephones, storage devices or rooms, computers, internet and cars which make it difficult for them to function optimally. Informants added that the NISIS system requires an active internet connection and without it, the information obtained through profiling cannot be easily received by relevant departments. Coordinating OSS meetings requires a telephone to call relevant stakeholders and without it transferring information especially regarding the venue for OSS meetings is difficult. As a result, some members of OSS do not attend OSS meetings because they were not told about the venue, according to the informants. Furthermore, respondents mentioned that there is a shortage of profiling forms and that they are unable to get new forms quickly from the Office of the Premier. In some instances, data collectors fabricate information just to meet deadlines for submission to the War Rooms therefore this creates a need to revisit households for verification of the information. The verification of information is costly and time-consuming, according to informants. In that sense, lack of operational resources was singled out by the informants as one of the key challenges.

#### **Lack of Commitment**

Lack of commitment is a serious hindrance to OSS functionality. According to respondents, lack of commitment is especially revealed when OSS structures convene. The informants explained that there is constant absenteeism of key members or stakeholders. The non-attendance of key stakeholders i.e. government departments and ward councillors makes the OSS structure dysfunctional. The respondents further explained that government departments sometimes give priority to their daily work over that of OSS. According to the informants, OSS members of government departments always deploy different

representatives to meetings and that affects continuity and consistency. Respondents recommended that government should consider to have dedicated officials to manage OSS because the current deployees are committed to other government functions that they are employed for. In their view, attending these meetings is neither a priority nor a necessity. They attend simply to comply and avoid being viewed in a negative light by their superiors in government.

### **Politicization of OSS and Lack of Budget**

Respondents mentioned that a budget is needed to assist in the everyday operation of OSS. The budget can be useful in ensuring that there are refreshments in OSS meetings, there is printing material, and to cater for travelling expenses of Youth Ambassadors. OSS does not have a budget, it depends on government departments to contribute a certain percentage however many departments are reluctant to do so. This is because there is no law that forces departments to contribute financially to OSS and this means that there are no ramifications for not contributing. Some respondents are aware of the fact that OSS cannot have a yearly budget like other governments entities because that would make it an independent department like any government department and that would defeat the whole purpose of OSS. Respondents understand that the purpose of Operation Sukuma Sakhe is to integrate government entities so that they work together to achieve shared goals.

According to the informants, too much politics distort the meaning and relevance of OSS. Politicians sometimes force OSS members to intervene in areas decided by them (politicians) and this causes confusions in the community as to whether OSS is a service delivery vehicle or a political platform. In the run-up to the 2011 local elections, there were a number of cases where OSS was used as a platform for political campaigning. It emerged during the study that politicians also mislead people by feeding them with wrong information regarding development and when the OSS members came with a different version they ended up being community enemies. These politicians exploit their positions as key informants to their communities in terms of development matters. They use their positions to advance their political interests. Respondents mentioned that it is “difficult to do away with these politicians as they rely on them together with the ward councillors to disseminate OSS information in their communities”.

### 5.2.8 REPORTING LINES

According to respondents, the flow of information in OSS would be much simpler if every structure has designated information manager other than convenors. Informants explained that Youth Ambassadors are the first area of communication between OSS and communities. According to the MWRRU (2012) report, the YAs and CCGs use forms provided by the Office of the Premier to profile household and these forms seek to find a number of household needs<sup>198</sup>. These needs range from issues of identity documents copies, birth certificates, food items available, unemployment, and government grants to the amount of people living in each household and others<sup>199</sup>. The themes in the profiling forms generally include demographic information, food (in) security, unemployment, social grants and others.

The informants explained that the information that is obtained by the YAs is then verified by the Community Development Workers (CDWs). The CDWs are located at the ward level and they work together with War Rooms. This was also corroborated by the MWRRU (2012) report where the report suggests the flow of information in OSS is bottom-up<sup>200</sup>. According to the MWRR report, this arrangement where CDWs are part of the War Rooms is not universal as in some War Rooms only the convenors are designated information managers. Respondents in the current study also pointed out to this and explain that there have been cases where information was lost and no one accounted for it. The narrative is that after the information verified it is then captured and stored on computers of the WTT. Computers have the system called the NSIS which generates the summaries. The information is then passed to the LTT and to the relevant government departments in a form of summaries. LTTs also pass the information to DTT and the DTT do the same by passing

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<sup>198</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>199</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>200</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

it to PTT and thereafter the Premier's Office<sup>201</sup>. Conveners/Chairpersons of OSS structures i.e. War Room, LTTs, MTT and DTT are usually the designated information manager.

### **5.2.9 INFORMATION COLLECTION TOOLS**

Respondents mentioned that there are various tools which are used by War rooms to collect information. War on Poverty forms, pencil and rubber are the standard tools that are used to collect information or profiling households. However, War on Poverty forms are sometimes unavailable because of delays in delivery by the Office of the Premier. Although the forms used by the YAs are supposed to be similar, sometimes circumstances force them to use different forms. Respondents mentioned that sometimes YAs buy their work materials using their own money and they are not reimbursed for this.

### **5.2.10 INFORMATION STORAGE DEVICES**

Respondents mentioned that they find it simpler to allow the Community Development Workers (CDW) to verify the information from the field then referred to the War Room. This is because, they claim, the information collected plays a vital role in decision-making. Information is categorized / prioritized into immediate, medium and long-term needs / interventions by CDW. The immediate information is that which is urgent and requires immediate intervention. Usually, food relief is part of the immediate category and also cases of child-headed households are under the immediate category. The medium information is that which requires swift intervention but usually takes time to be fully implemented. Cases such as houses backlog usually fall under medium category because to get the municipality and Department of Human Settlement to approve building a house takes time. Preference for houses is given to those community members that are in dire need for a house such as in cases where there are disabled children living with pensioners. Lastly, there are long-term issues such as electrification of households and water demands. These issues require long-term planning and also their implementation usually takes time.

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<sup>201</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

Outlining the process, informants stated that after the information has been categorized and prioritised, it is then given to the ward convenor who, in turn, verifies the quality of the information and forwards it to the relevant departments and to the LTT during their scheduled meetings. It is believed that under normal circumstances the LTT then passes such information to the DTT and the DTT passes it to the PTT or Office of the Premier. The intervention on issues raised in OSS can be done at any level given that they have constitutional, financial and human powers to do so. There are two ways in which government departments receive their information, that is, manually and electronically. Manually the departments receive information through reports from any OSS structure such as War Rooms, LTTs or DTTs and through attending OSS meetings where these issues are discussed. Electronically, they receive information online through the NSIS system.

### **5.2.11 CHALLENGES IN COLLECTING, PASSING AND RECEIVING INFORMATION**

Understandably, collection and passing of information remain a mammoth task for OSS given the complexities of the ground. As a result, there are a number of challenges in the collection, passing and receiving information in OSS according to the informants. Such challenges include the following:

- The staff that performs OSS duties is insufficient and there are no incentives for them.
- Trust issues have been encountered while undertaking community surveys: e.g. some people are reluctant to give care givers and Youth Ambassadors their personal information and documents.
- Community profiling somehow raises false and unrealistic expectations that all their (community) needs will be catered for swiftly such as unemployment, electricity and water.
- Some of the questions are too long and personal and people sometimes fail to respond to them, e.g. where they get food from and what they ate the previous night.
- Sometimes it is difficult to report family incidences such as the desperate need of social grants and the need for government houses because some families have no Identity Documents (IDs) or birth certificate and death certificates.
- Fieldworkers are sometimes refused entry to households.

- Some War Rooms do not have computers and it is very difficult to store information collected in the field.
- People sometimes give false and misleading information e.g. a mother would deny her own baby and when she realises that there would be beneficial interventions for the baby, she would confess to the truth.
- Delayed interventions by the departments make people angry with the fieldworkers and they doubt their effectiveness thus making their lives at work difficult. People expect feedback and intervention after profiling.
- Communities sometimes hold information back because they receive grants for people who do not exist e.g. child grants where people defraud the government by claiming to have more children than they actually have.
- Uncooperative DTT was also reported as a challenge that needs immediate attention. For example, some issues that were reported by the north-central sub-region to the DTT were not done or followed.

#### **5.2.12 NATURE OF INFORMATION COLLECTED**

Respondents mentioned that the information collected from the field differs from household to another but they explained that it is mostly centred on the issues listed below:

- The Local Task Teams respondents mentioned that they had come to learn that there is a dominance of child-headed households where there is no reliable or consistent source of income and food. These households are generally understood as being food insecure.
- Housing needs get a lot of mention by the community. Since eThekweni Metropolitan Municipality is the economic hub of KZN and the third largest city in South Africa there is a flock in of people from other areas looking for work and education. These people generally require houses or accommodation and this causes the housing backlog to be difficult to overcome.
- A number of physically challenged people do not get attention because they are kept at home and are hidden from the public. This situation makes it difficult for government to know these people, however, the household profiling done by the

Youth Ambassadors has helped in ensuring that these people are known and are catered for.

- Many orphans are not attended to. These orphans are often looked after by pensioners. A number of them did not even know that there is a social grant for them.
- Teenage pregnancy trap constitutes another challenge. This is often due to the lack of education, unemployment, lack of proper parenting and alcohol abuse.
- Some people on ARV treatment are not monitored and well fed which slows the healing process. There are a number of people who are sick and are not taking AIDS treatment. The sick usually hide themselves from the public in avoidance of the stigma associated with HIV.
- Unemployment also gets a lot of mention. This is because a number of youth out of school is unemployed.

## **5.3 YOUTH AMBASSADORS**

### **5.3.1 FORMATION OF YOUTH AMBASSADORS**

The general perception is that the Youth Ambassador Programme was conceived with an idea to empower youths to become agents of change. The specific focus on youth was in response to the population statistics which indicated that the Province has a youthful population (70%) with the highest rate of unemployment<sup>202</sup>. The participation of youth in the programme shows the government's commitment to partnerships, poverty alleviation and upliftment of youth through job creation, skills acquisition and youth empowerment<sup>203</sup>.

Respondents further explained that the YA Program started operating in September 2011 and there is a continual in-take and training of Youth Ambassadors who are then sent back to work in their communities. Informants in this study opined that the YAs came into being because of government's need to delivery tailor-made services to the people hence the household profiling. OSS makes use of the media particularly in recruiting Youth

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<sup>202</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>203</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

Ambassadors. However, in most cases, local councillors recruit YAs and submit their names directly to the office of the Premier. Successful recruits receive a monthly stipend of R1500.00

### **5.3.2 OBJECTIVES OF OPERATION SUKUMA SAKHE ACCORDING TO YOUTH AMBASSADORS**

Youth Ambassadors understand their purpose and role in OSS as reaching out to young people throughout the province through person-to-person contact. According to the MWRRU (2012) report, the intended role of YAs is to act as catalysts for behavioural change among their peers and within communities, and to promote positive human values in order to reduce social ills<sup>204</sup>. The Office of the Premier understands the objectives of YAs as including:

- Facilitating community-based development programs particularly those that aim at poverty reduction
- To alert people about available government services
- To profile household in order to identify households needs
- To be catalyst for youth development

Adding to these objectives, YAs in the current study understand their objectives as:

- To involve and educate the youth on matters pertaining to drug abuse, teenage pregnancy, HIV/AIDS, TB etc.;
- To ensure that services offered by departments are integrated and are able to reach the targeted sections of the community
- To promote youth inspired projects and programs; and
- To ensure that government implement customised projects to meet the different needs of the people.

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<sup>204</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier



### 5.3.3 FUNCTIONING OF YOUTH AMBASSADORS

YAs have their own understanding of what they ought to do to meet OSS's needs. In this section, we wanted to find out their understanding of the nature of their activities within OSS. Activities are here defined as those things that YAs do to achieve OSS objectives. Firstly, this section looks at the Office of the Premier's expectation of YAs activities in OSS. The list was derived from the MWRRU report (2012)<sup>205</sup>. The expected activities are:

- The primary role of YAs is the profiling of community households which they do together with Community Care Givers (CCGs). These are submitted to the local War Room for analysis and required intervention.
- YAs are responsible for opening youth clubs in the community and organising youth events
- They monitor and keep records on school drop outs and unemployed graduates so that they can be in a position to recommend or alert the latter in the case of job opportunities.
- YAs are tasked with the responsibility to link government departments with the poorest households in wards.
- They are also tasked with the responsibility to talk about uses and distribution of condoms to their peers.

Adding to this, YAs in the current study understand their activities as follow:

- Identifying disabled people who might be in need of urgent intervention
- Referring people to relevant government structures
- Hosting career expos where they educate the youth both out of and in school about careers available at the post-matric level.
- Conducting community awareness campaigns on such issues as: substance abuse, teenage pregnancy, HIV/AIDS and TB.

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<sup>205</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

### **5.3.4 YOUTH AMBASSADORS' ACHIEVEMENTS**

According to informants, there have been noticeable achievements under the OSS banner.

YAs understand their achievements as follow:

- Setting- up HIV/AIDS TB committees in some of the wards; informants claim that they do this with the help of NGOs, CBOs and FBOs.
- Gaining more knowledge about helping the community; they attribute this to the training they received prior to becoming YAs as well as to the practical experience they received through doing the actual job of profiling.
- Supporting a number of old people with IDs and grants; they added that they do this together with the Department of Home Affairs as well as the Department of Social Development.
- Establishing relations with NGOs, CBO and FBOs as well as other community organizations
- Forming clubs particularly youth clubs, such as, sports; informants suggested that they do this with the help of other active youth who are not necessarily part of OSS

### 5.3.5 CHALLENGES EXPERIENCED BY YOUTH AMBASSODORS

As expected in every intervention particularly those that are community-orientated, there are often difficulties which render the work at hand not quite easy to do to the best interests of all those involved. Challenges are here defined as those factors that affect OSS activities. The list was summarized as follow:

- YAs listed inconsistent and unpaid stipends as a major hindrance to their functionality. This also affects their movement within wards as transportation becomes a costly process;
- Resistance of some community members to participate in households profiling;
- The monopoly of existing structures on the ground is problematic i.e. community gatekeepers, such as, *Izinduna*, sometimes view OSS as a political platform aimed at undermining their power and therefore, sometimes, refuse YAs entry into their communities.
- Lack of clear communication lines, particularly, between YAs and other structures of OSS. For example, YAs would sometimes not know where to take the information of profiled households;
- The general perception among the profiled households is that assistance is coming. As in most cases, this is generally not true because government sometimes have plans already put in place for a year and they usually do not change their plans to accommodate new information unless it is an urgent case e.g. disability, child-headed households etc;
- Lack of profiling forms affects their work;
- They think their activities are generally ad hoc as there is no clear yearly plan to enable them to know what to do and when to do it.

### 5.3.6 GENERAL CONCLUSIONS ON YOUTH AMBASSADORS

YAs seem to have a clear knowledge of their expectations in OSS. According to the above, it is encouraging that the YAs understand the founding statements of OSS in the same way that other higher structures of OSS do e.g. LTTs a. YAs have internalised both the language and the letter of these pronouncements and understand not only the end result but also the processes required to get to the end stage<sup>206</sup>. However, they are also numerous challenges that affect their working conditions. YAs felt they needed to acquire more knowledge on OSS and to develop more skills on specifics in their jobs: community counselling, computer skills and confidentiality. Generally, YAs believe they needed more training on leadership skills including life skills such as taking minutes and writing reports. Furthermore, YAs remain positive about their future in the program despite prevailing conditions, such as, inconsistent stipends and lack to transportation, just to name a few.

#### 5.3.6.1 TRAINING

In addition to training in data collection, youth ambassadors were also trained in areas such as self-confidence, alcohol, drug and substance abuse<sup>207</sup>. Further training included sensitising foot soldiers to issues such as poverty, HIV and AIDS, crime and food insecurity. However, there are still areas where youth ambassadors operate without any training. Youth ambassadors identified a number of areas in which they felt they still needed training. The areas are as follow:

- Conflict management
- Financial management
- Quality assurance
- Being trained to know where to refer people (referral procedures)
- Communication skills
- Workshop and resources so that they can train the youth themselves on issues such as HIV/AIDS, drug abuse, and teenage pregnancy

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<sup>206</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

<sup>207</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

- Computer training – to enable members to capture collected data electronically
- Interpersonal skills including sign language to accommodate disabled
- Life skills
- Analysing and capturing skills
- Project management
- Counselling and
- Business Skills.

All these training needs form part of what the Youth Ambassadors, in general, need. They mentioned that they have communicated their needs to their superiors in War Rooms but it seems like no one is willing to heed to their call. They have also communicated their needs with the Office of the Premier but nothing has happened. As a result, they feel grossly neglected by their superiors.

#### **5.4 CHAPTER SUMMARY**

From the information provided by the informants in this study, one can deduce that OSS is functioning but not to its optimal level. The fact that the basic indicators of OSS's functionality such as the structures that make OSS i.e. War Rooms, LTTs and DTTs are present suggests that the infrastructure for OSS is stable. There are, however, challenges as well that were mentioned by respondents as hindrances to the functioning of OSS in their respective areas. Such challenges include non-attendance, shortage of resources such as computers and printers, absence of systems that would ensure accountability and other challenges. The magnitude and impact of OSS achievement and hindrances discussed in this chapter will be analysed in the following chapter. Information presented in this chapter was subjected to the NVIVO system in order to establish definite themes. Each of these themes will be discussed extensively in the following chapter.

## CHAPTER 6: DATA ANALYSIS

### 6.1 INTRODUCTION

Analysis of data in a research project involves summarising the mass of data collected and presenting the results in a way that communicates the most important features. The unwieldy data should necessarily be condensed into a few manageable groups and tables for further analysis<sup>208</sup>. Thus, the researcher should classify the raw data into some purposeful and usable categories.

In this Chapter the analysis is based on two themes: (a) poverty and (b) Operation Sukuma Sakhe. Under poverty the analysis looks at what are the strategies that are in place that aim at alleviating poverty. Each strategy is discussed extensively and assessment of each is made using the three poverty reduction mechanisms discussed in chapter two, literature review.

The second theme looks at OSS. In OSS the analysis looks at how it has promoted the integration of government services. The analysis will follow the 15 propositions discussed in chapter three, theoretical framework. The theme also looks at the contribution of OSS structures, such as, Local Task Teams and Youth Ambassadors. In LTTs the analysis focuses on the members' understanding of OSS and what they cite as their success and failure while participating in the programme. In Youth Ambassadors the analysis looks at what they deem as success and failure of the programme. It also looks at their training needs.

The NVIVO system was used to analyse data. The N-vivo Qualitative Data Analysis System has the capacity to combine and align all categories, from all records to provide a coherent whole picture around each variable.

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<sup>208</sup> Kothari, C (2004) **Research Methodology: Methods and Techniques**, New Age International, New Delhi

## 6.2 THEME A

### 6.2.1 POVERTY

The literature review discussed extensively the meaning of poverty and how it affects communities. Furthermore, the model of assessing poverty together with the poverty reduction mechanisms was discussed. In this dissertation Bellu and Leberati's (2005) definition of poverty is used. They define poverty as the lack of, or the inability to achieve, a socially acceptable standard of living<sup>209</sup>. Mthembu (2011) stresses that the intermediate causes of poverty are those factors which the poor commonly lack, that is, their basic needs such as absence of basic services, lack of skills, lack of employment opportunities and low productivity, *et cetera*<sup>210</sup>.

The eThekweni Metropolitan Municipality has high levels of poverty where about 31 percent of its people are classified as poor<sup>211</sup>. Poverty reduction in the eThekweni Municipality is therefore a need as a large percentage of its people are classified as poor. Poverty alleviation is a mechanism to get the poor to cross a given threshold of income or consumption. It is a sustained increase in productivity and an integration of the poor into the process of growth<sup>212</sup>. Getting the poor out of poverty is never an easy task but it is expected that in a municipality deeply affected by poverty, like the one under study in this dissertation, poverty mitigation mechanisms are in place. Poverty mitigation strategies range from food security programmes to job creation mechanism. It is therefore expected that poverty reduction strategies should include food security programmes as well as job creation programmes. Food security exists when the issue of poverty is addressed. Simultaneous access to different forms of capital ensures sustainable livelihoods. On the other hand, food insecurity is interwoven in unemployment and illiteracy, especially

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<sup>209</sup> Bellu, L and Leberati, P (2005) **Impacts of Policies on Poverty : The Definition of Poverty**, A report for Food and Agriculture Organization of the United Nations, FAO

<sup>210</sup> Mthembu, B (2011) **Rural Tourism as a Mechanism for Poverty Alleviation in KwaZulu-Natal: The Case of Bergville**, Department of Recreation and Tourism, at the University of Zululand

<sup>211</sup> **eThekweni Metropolitan Municipality Integrated Development Plan 2013/2014** (online)  
[http://www.durban.gov.za/Resource\\_Centre/IDP/Documents/Draft%20eThekweni%20IDP%202013\\_14%202013.pdf](http://www.durban.gov.za/Resource_Centre/IDP/Documents/Draft%20eThekweni%20IDP%202013_14%202013.pdf). Accessed 21 November 2013.

<sup>212</sup> Wilson, F., Kanji, N. & Braathen, E. 2006. *Poverty Reduction*. [Online]  
<http://www.zedbooks.co.uk/book.asp>. accessed on 12 January 2014

amongst adult women<sup>213</sup>. Food insecurity is also deeply rooted in the lack of access to food. This compromises the livelihoods within communities. Some programmes address food insecurities while creating income, others do not. Such programmes that combine the two include communal gardens where the produce is either consumed by the farmers or sold in different markets.

Poverty alleviation mechanisms should be community based. The EThekweni Municipality has a number of community-based programmes. The purpose of these programmes is to create an enabling environment for communities to participate in improving their quality of life using their maximum strengths. Community involvement is at the centre of developmental local government and Community Based Planning (CBP) is the main model implemented under this programme. CBP is the methodology built on local vision, preferred outcomes and strengths of communities<sup>214</sup>. The process focuses on what the community can do for itself, understanding its resources and making maximum usage of its strengths. It is a process that empowers communities and inspires them to move away from dependency syndrome

There were a number of programmes that were identified by respondents of Local Task Teams as part of OSS's mission to alleviate poverty. The programmes were centred on agriculture, entrepreneurship and skills development (see below).

## **6.2.2 AGRICULTURAL PROGRAMMES**

The basic objective of agricultural activities is the fight against hunger i.e. the absence of food. Therefore the role of agricultural activities is to create a food secure society. Food security is a broad term, which is defined in different ways by a number of organisations around the world. The basic definition of food security is that it refers to the ability of individuals to obtain sufficient and nutritious food on a day-to-day basis<sup>215</sup>. Clearly, it is a

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<sup>213</sup> Bellu, L and Leberati, P (2005) **Impacts of Policies on Poverty : The Definition of Poverty**, A report for Food and Agriculture Organization of the United Nations, FAO

<sup>214</sup> **Community Based** Programme (online)  
[http://www.durban.gov.za/City\\_Services/Commuhnity\\_Participation/Pages/Community-Based-Programme.aspx](http://www.durban.gov.za/City_Services/Commuhnity_Participation/Pages/Community-Based-Programme.aspx) accessed 15 February 2014

<sup>215</sup> Zulu, P (2012) **The Research Design**, Lecture Notes delivered on 07 December 2012



condition when there is a certainty that sufficient and nutritious food will be available. There are two sources of being food secure. These are:

1. If one has sufficient income to purchase food.
2. If one has sufficient land, to either grow it or rear it. Or have livestock i.e. cattle, sheep or goats.

In the EThekwini Municipality hunger and food insecurity are great challenges facing communities residing within the municipal area. The key challenges faced include land shortages and ability to identify appropriate opportunities for local production of food. The Municipality has initiated a number of programmes to assist in the alleviation of food insecurity. These include the creation of dedicated structures to drive agriculture, aqua and poultry farming; soya bean project, 20 community support farms; 423 community gardens, Cottonlands, hydroponic project, One Home One Garden project, etc.<sup>216</sup>. Support in the form of seedlings and compost together with expertise is provided to communities to assist them in ensuring their food security.

However there are five factors that have been identified as causing food insecurity, they include<sup>217</sup>:

- High levels of hunger and food insecurity,
- Shortage of land to undertake food production,
- High unemployment rates lead to low purchasing power,
- Inadequate safety net – few household income earners and high dependency ratios exacerbates the situation, and,

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<sup>216</sup> **EThekwini Metropolitan Municipality Integrated Development Plan. 2011/2012** (online)  
[http://www.durban.gov.za/City\\_Government/City\\_Vision/IDP/Documents/201112.pdf](http://www.durban.gov.za/City_Government/City_Vision/IDP/Documents/201112.pdf) Accessed 10 November 2013

<sup>217</sup> **EThekwini Municipality: 2011/2012 IDP EThekwini Metropolitan Municipality Integrated Development Plan. 2011/2012** (online)  
[http://www.durban.gov.za/City\\_Government/City\\_Vision/IDP/Documents/201112.pdf](http://www.durban.gov.za/City_Government/City_Vision/IDP/Documents/201112.pdf) Accessed 10 November 2013

- Impact of climate change on food security

A multifaceted approach in the fight against poverty is therefore needed to ensure that the municipality is able to address all the factors that cause food insecurity. The five factors mentioned above represent very diverse and complex causes of food insecurity and therefore need a holistic approach in order to overcome.

#### **6.2.2.1 THE ONE HOME ONE GARDEN CAMPAIGN**

The One Home One Garden programmes received a number of mentions in LTTs focus groups. The One Home One Garden campaign is aimed at addressing food insecurities and poverty within households in KwaZulu-Natal<sup>218</sup>. During the initiation phase, food parcels were handed out, seeds and fertilisers followed thereafter<sup>219</sup>. The campaign aims at easing the level of dependency of people on the government. Using existing natural resources the campaign aims to assist people to meet their basic needs, thus reducing the burden on the government. The general understanding has been that when people are involved in the production of their own food that would directly fight hunger within their household. In response to this assumption, people who were selected to be involved in the campaign, for them gardens serve as more than just kitchen gardens because they provide meals and improve the supply of food within a household. This translates into them working in gardens

The campaign tries to move people away from depending on social grants to active individuals who take charge of their economic wellbeing. Respondents mentioned that there has been an increase of people who receive social grants. They attribute this increase to unemployment and poverty. They view the One Home One Garden campaign as a means to

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<sup>218</sup> Johnson, L (2009) **Earth Highlights of 2009**, KwaZulu-Natal Agriculture, Environmental Affairs and Rural Development

<sup>219</sup> Mthembu, N (2010) **The “One home, One garden” strategy. Will it work?** paper for The Association for Rural Advancement (AFRA) (**online**) [www.afra.co.za/default.asp?id=1110](http://www.afra.co.za/default.asp?id=1110) accessed on 15 January 2014

decrease this dependency by enabling people to gain income as some of the produce is sold at different informal markets and generate the much needed revenue. The One Home One Garden campaign indeed has benefits because people are able to utilise the land while earning income from doing so.

#### **6.2.2.2 MEASURING THE ONE HOME ONE GARDEN USING THE THREE TYPES OF POVERTY REDUCTION MECHANISMS**

In chapter two, literature review, the poverty reduction mechanisms were identified. There are three types of poverty reduction mechanisms. The first one is poverty alleviation which is concerned with alleviating the symptoms of poverty or reducing the severity of poverty without transforming people from poor to non-poor. The second is lifting people out of poverty which is concerned with reducing the actual number of poor people by transforming them from the poor to non-poor status. The third is poverty prevention which is concerned with enabling people to avoid falling into poverty by reducing their vulnerability<sup>220</sup>.

Using these three types of poverty reduction mechanisms, the One Home One Garden Campaign fits the first mechanism i.e. alleviating the symptoms of poverty without transforming people from poor to non-poor. This is because the One Home One Garden campaign assists only in terms of food security but not in terms of transforming a home from a poor to a non-poor status. The campaign is a strategy for livelihoods that has not brought any significantly positive difference within households and individuals under the campaign. This failure of the campaign to bring about positive difference has been attributed to a number of things. Firstly, the cultural psyche of the people which places agriculture as an out-dated system with delayed gratifications further hinders the success of the campaign. People only view employment in different non-agricultural companies as the only means to a food secure life. Secondly, the environment hazards such as hail storms pose a great danger and uncertainty. This uncertainty causes people to be sceptical of engaging in agricultural activities. Lastly, in between the seasons, households are exposed to hunger. Households sometimes run out of food and this reverts them back to the state of

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<sup>220</sup> Palmer and King (2007) **Skills Development and Poverty Reduction: A State of the Art Review**, European Training Foundation,

food insecurity<sup>221</sup>. The importance of saving food in barns or any other form of storage has not been emphasized with a view to the future.

The campaign does not speak to the second type of poverty reduction mechanism i.e. lifting people out of poverty by reducing the actual number of poor people and transforming them from the poor to non-poor status. The fact is that the campaign is responsive in the short-term, rather than the long-term. The question of availability against this background does not hold water, because food is available seasonally.

The third type of poverty reduction mechanism is poverty prevention, which is concerned with enabling people to avoid falling into poverty by reducing their vulnerability. This mechanism can only be achieved when the first two are achieved. The campaign has to fulfil the two mechanisms which are, alleviating the symptoms of poverty and lifting people out of poverty. Prevention of poverty can only take place once the campaign has sufficiently alleviated poverty through ensuring that people have access to nutritious food throughout the four seasons of a year i.e. winter, summer, autumn and spring.

Statistically the numbers show that there is a small percentage of households involved in agriculture. Out of 2.8 million households using agriculture as their main source of income or as their main source of food in KwaZulu-Natal only about 700 000 are said to be doing so<sup>222</sup>. In percentage terms this represents only 25% of the household population. This percentage is relatively small when one looks at the concerted efforts by government and other stakeholders to make agriculture a viable mode of poverty reduction. These numbers show very little effectiveness of the many programmes of the Department of Agriculture, Environmental Affairs and Rural Development that are geared towards improvement in agricultural production amongst the emerging farmers and food security for the poor, who rely on social grants rather than grow their own food. Furthermore since the KZN province has a large population of people living in rural areas where historically agriculture has been

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<sup>221</sup> Khanyile, K (2011) **Food Security at Eghudeni (Nkandla): A Case Study of the 'One Home One Garden' Campaign as a Poverty Alleviation Strategy**, School of Built Environment and Development Studies, University of KwaZulu-Natal, Durban

<sup>222</sup> Gwala, M (2013) **Response to State of KZN Province Address**, A Paper presented to the KZN Legislature Pietermaritzburg

a common practice these statistics reveals that the government's efforts to revive the field are failing.

### **6.2.3 POVERTY, ENTREPRENEURSHIP AND SKILLS DEVELOPMENT**

One way of curbing the scourge or impact of poverty is to give people something that would serve as means of income. Entrepreneurship training and skills development are two most prominent ways of ensuring that people move away from poverty. In chapter 2, the literature review, it is documented that skills development contributes to the development of a society. It is imperative to indicate that the success of any skills development programme depends on a number of factors. These factors include, (a) creation of an enabling environment, (b) ensuring standardized curriculum and (c) ensuring improved quality of the education and training. An enabling environment exists when there is prospect of employment after training. Without the prospect of future employment training becomes pointless and dangerous as it creates a pool of unemployed graduates.

There are also employment benefits arising from linkages created in OSS. For instance, communities have been linked to the private sector and have been educated on essential skills. To cite one, SAPPI educates communities on forest fire prevention and fighting in areas where the company has a presence. Other employment- related benefits include<sup>223</sup>:

- Bursaries for students at tertiary level that have been made available through the collaborative funding by municipalities and NGOs and
- The creation of job opportunities especially among the youth some of whom started as volunteers.

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<sup>223</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the Office of the Premier

The EThekwini Municipality Business Unit is responsible for training young and aspiring entrepreneurs on business skills<sup>224</sup>. These young people are trained to start their own businesses particularly small businesses. The Business Support Programme of the EThekwini Municipality creates an enabling environment for these enterprises, including access to finance, entrepreneurial skill development, training, mentoring and coaching etc<sup>225</sup>. Through this Programme a platform is created for various sector projects such as tourism development , arts & craft , women/youth empowerment , access to markets , construction , ICT , business linkages , exhibitions and Fairs etc. This contributes largely to the fight against youth unemployment and also to the economic development of the city.

Furthermore, the cooperation of different sectors such as tertiary institutions, private and public service providers, commerce and industries and the Local Government Sector Training Authority (LGSETA) has contributed meaningfully to the fight against unemployment. The end product of this cooperation is that there are programmes aimed at uplifting the youth, such as, learnerships, work experience initiatives, volunteer work experience, bursaries and in-service training programmes. These programmes have also enabled the youth to gain more personal skills, such as, work ethics, interpersonal skills, cross-cultural skills etc.

There is also an Access to Finance programme which is also part of the EThekwini Municipality Business Support Unit. The primary objective of the Access to Finance Programme is to develop and empower SMMEs financially in order to avoid such failure, and thereafter enable them to access finance from established financial institutions. The programme's secondary objective is to act as a channel for banking institutions in South Africa to engage with the Unit in order to provide innovative financial and non-financial

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**224 EThekwini Metropolitan Municipality Integrated Development Plan. 2011/2012** (online)  
[http://www.durban.gov.za/City\\_Government/City\\_Vision/IDP/Documents/201112.pdf](http://www.durban.gov.za/City_Government/City_Vision/IDP/Documents/201112.pdf) Accessed 10  
November 2013

**225 EThekwini Metropolitan Municipality Integrated Development Plan. 2011/2012** (online)  
[http://www.durban.gov.za/City\\_Government/City\\_Vision/IDP/Documents/201112.pdf](http://www.durban.gov.za/City_Government/City_Vision/IDP/Documents/201112.pdf) Accessed 10  
November 2013

assistance to SMMEs. This is in line with the Financial Sectors Charter introduced in 2002, which encourages financial institutions to contribute to enterprise development as well as facilitate access to financial services for SMMEs<sup>226</sup>. Relationships have been formed with all major financial institutions, namely, ABSA, FNB, Standard Bank, Nedbank, Regent Factors and Old Mutual as well as others.

## **6.3 THEME B**

### **6.3.1 OPERATION SUKUMA SAKHE**

As mentioned at the beginning of this dissertation, Operation Sukuma Sakhe is a government initiative that is headed by the KwaZulu-Natal Office of the Premier to deal with service delivery issues in a holistic way. This initiative came into existence in 2009 and it was known as the Flagship Programme. The organization of the structure of OSS is hierarchical where the Provincial Task Team occupies the top position followed by the District Task Team and thereafter the Local Task Team and lastly the Ward Task Team known as the War Room. The War Room is where most of OSS's activities occur because it serves as a linkage between government and end-users of government services. Furthermore, in the War Rooms it is the entry point of information collected by the foot soldiers of OSS i.e. Youth Ambassadors and Community Care Givers (CCGs).

The analysis of OSS follows the models used in this study. It follows the integrated services delivery and cross-collaboration models. As part of the integrated services delivery model, the analysis locates the level of OSS in terms of integration. In chapter three, the theoretical framework, it was mentioned that there are three levels of integration. Firstly, there is collocation which is a lower level of integration. Collocation is where all stakeholders are in one location such as, government departments, but they are working in silos. This is done to benefit the end-users of services in terms of cutting the travelling time and reducing the costs of travelling. Secondly, there is collaboration which is the higher level of integration than collocation. Collaboration, in this paper is defined as working with each other to do a task and to achieve shared goals. The shared goals are achieved by sharing knowledge,

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<sup>226</sup> **Access to Finance** (online) [http://www.durban.gov.za/City\\_Services/BST\\_MU/Pages/Access-to-Finance.aspx](http://www.durban.gov.za/City_Services/BST_MU/Pages/Access-to-Finance.aspx) accessed 11 February 2014

information and creation of the network of agencies to improve service delivery<sup>227</sup>. By sharing knowledge, agencies or departments and professionals can improve the referral process to other services offered by the centre.

Thirdly, there is cooperation which is the highest stage of integration. Cooperation is defined as professionals communicating and working together on a service user's case<sup>228</sup>. Cooperation refers to two things, (a) interdependence of agencies and (b) collective action taken by these agencies. Cooperation means that organizations or agencies must do away with their culture of working in silos and must be prepared to sacrifice their own goals for the benefits of the whole.

The objectives of OSS include (a) encouraging integrated planning among government departments, (b) working together of public and private sectors for the benefit of end-users of government services and (c) creating a permanent integrated services system which in turn would promote integrated development. Looking at these objectives it is clear that OSS is striving to achieve the third type of integration which is cooperation.

However, respondents in the LTTs' focus group discussions understand OSS as a partnership of government departments in service delivery. They view it as a way in which the Office of the Premier strives to fast-track services delivery in KZN communities. They also understand OSS as the way in which the Office of the Premier is trying to bring government services to the people while also bringing community issues to the fore through War Rooms.

This narrow view of OSS by respondents is problematic for numerous reasons. Firstly, it is obvious from their responses that they alienate OSS from themselves by constantly indicating that OSS is the Office of the Premier's initiative. The LTTs are composed of mainly government representatives from different departments and when they disassociate themselves with OSS it becomes a problem as to who is really responsible for OSS. In

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<sup>227</sup> Richardson, D and Patana P (2012) **Integrated Services and Housing Consultation**, Discussion paper for the Organization for Economic Co-Operation and Development (OECD)

<sup>228</sup> Rosenheck, R. A., Resnick, S. G., and Morrissey, J. P. (2003). **Closing Service System Gaps for Homeless Clients with Dual Diagnosis: Integrated Teams and Interagency Cooperation**. *The Journal of Mental Health Policy and Economics*,



chapter 5, the presentation of findings, respondents mentioned government departments as being principal drivers of OSS but from their general understanding of OSS it is clear that they view it as an externally controlled and managed initiative. It is true that the Office of the premier drives the implementation of OSS but the main aim of OSS is for government departments to internalise the culture of working with other departments for the benefit of services end-users. It is this internalisation of OSS as part of everyday operation of departments that is proving to be a mammoth task.

Secondly, they fail to view OSS in a broader sense, as more than partnership. Currently, it is clear that there is no integrated planning which would mean that government departments have done away with the culture of working independently. From the three types of integration mentioned above, respondents view OSS as collaboration of different agencies. This was made clear when they were asked their opinion on whether OSS is a viable model in KZN or not. They suggested that OSS is a viable model because it encourages service delivery through collaboration of government departments to avoid the duplication of services. This view clearly suggests that the integration of government services has not yet reached the intended stage of cooperation.

### **6.3.2 CROSS-SECTORIAL MODEL**

As part of the cross-sectorial model, the analysis follows the 15 propositions as discussed by Bryson et al (2006). However, it is not all of them are directly applicable to OSS. In this dissertation a few are select as explanatory tests of conditions that either facilitate or inhibit the operationalization of service delivery. These propositions are particularly helpful since we have established that OSS falls under cooperation in terms of its level of integration. These propositions speak to collaborative efforts to create an integrated model of service delivery.

**Proposition 1:** *Cross sector collaborations are likely to form in a turbulent environment. In particular, the formation and sustainability of cross-sector collaborations are affected by driving and constraining forces in the competitive and institutional environments*

This proposition stresses that inter-organizational collaboration emerges because of the environment. The socio-economic environment harbours challenges that need immediate

and innovative attention. This assertion is particularly true given how OSS emerged. OSS emerged against the backdrop of wasteful expenditure by government departments. This wasteful expenditure was largely caused by the fact that departments operated in silos and that made the duplication of services an everyday occurrence.

OSS encourages integrated planning. This form of government planning ensures that municipalities and government departments do not duplicate services. What transpired from the discussions with OSS structures is that all members involved in OSS submit their yearly plans to their respective structures. This, *inter alia*, ensures that departmental programmes that are of similar nature are integrated. Integrated planning helps in reducing unnecessary expenditure. One respondent narrated a story where a school was built in Umlazi but the installation of water pipes was not possible because of the geographical slope of the area. As a result, the school was without running water. The respondent further articulated that with integrated planning cases like this will be avoidable because each department would do its own area assessment before the implementation of any project.

**Proposition 2:** *Public policy makers are most likely to try cross-sector collaboration when they believe the separate efforts of different sectors to address a public problem have failed or are likely to fail, and the actual or potential failures cannot be fixed by the sectors alone.*

OSS emerged when efforts to fast-track services delivery had failed since 1994. Upon understanding that people have a multitude of challenges that cannot be solved by a single government department, the national governments declared the War on Poverty Campaign as a response to this. Soon provincial governments joined in and localised the Campaign to suit their local needs. OSS therefore emerged in the setting where there was, lack of services delivery, absence of integrated planning, fragmented budgeting and departments working in silos all the time. The aim of OSS is to create a single government entity with a view that this will invariably reduce budgetary constraints and maximise provision of services.

**Proposition 3:** *Cross sector collaborations are more likely to succeed when one or more linking mechanisms such as forging initial agreements, building leadership, building legitimacy, building trust managing conflict and planning are in place at the time of their initial formation.*

Participants in the focus groups referred to OSS as a one-day show. They understand OSS as similar to *izimbizo* where all provincial government departments display their services but after that event, no cooperation is forged. Pragmatically OSS operates more as a voluntary association than a service delivery model with a specific mandate<sup>229</sup>. This position is aggravated by the politics of position where political functionaries focus on their own political careers at the expense of service to the constituencies<sup>230</sup>. Respondents in the MWRRU (2012) study maintained that in a number of instances politicians such as municipal councillors had a negative role in the task teams. For instance, councillors could not distinguish between their roles as members of specific political parties and their roles as chairs of ward task teams with a mandate to service constituencies as citizens where party political affiliation is irrelevant<sup>231</sup>. Because of this, there were a number of instances in the focus group discussions where participants stated that the main challenge was that OSS was perceived as an ANC platform to boost the image of local politicians rather than a model of service delivery. This situation was compounded by the fact that some opposition parties distanced themselves from anything related to OSS.

**Proposition 5:** *Cross-sector collaborations are more likely to succeed when they have committed sponsors and effective champions at many levels who provide formal and informal leadership*

A closer look of the composition together with the structural hierarchy of OSS as presently constituted reveals a number of problems which include the following:

According to the MWRRU (2012) report, managers who sit at the various levels of Task Teams {District, Local and Ward Task Teams} come from different line departments and

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<sup>229</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>230</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>231</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

are accountable to their respective departments, and only secondarily accountable to OSS<sup>232</sup>. With the corporatisation of the public service, which entails drawing up of performance agreements between government and directors employed in government, OSS falls outside of the direct line functions of managers who participate in Task Teams at various levels of OSS hierarchy. It is in this context that they refrain, in almost all the OSS gatherings.

Furthermore, OSS does not have a direct line budget of its own but rather relies on the very managers, who are allegedly absent from Task Team meetings, to divert some of their line budgets into OSS's identified priorities<sup>233</sup>. According to the Office of the Premier, structurally, each district municipality has an MEC as champion assisted by an HOD of another department and the third person in the hierarchy is a manager from yet another department<sup>234</sup>. While this might appear functional to cross sector collaboration it might engender fractionalising effect, mainly because of the likely discontinuities in communication and possible dislocations in accountability where officials from different line departments engage in exercises where direct accountability is not inherent in the model.

While the Office of the Premier is both a committed sponsor and an effective champion at least to the extent of crafting a participatory model of service delivery, there are huge structural and resource factors which render the model unable to transcend the limitations of conventional bureaucratic culture with its attendant incompetence<sup>235</sup>. The structure of OSS provides for a division of labour at various levels in the hierarchy in line with the functional institutional competences. For instance, there are issues which fall either directly within the sphere of local government, or that of provincial government. The problem solving route of

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<sup>232</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>233</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>234</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>235</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

OSS is expected to follow this arrangement where first or second levels of Task Teams (Ward and Local Municipal Task Teams) have to refer issues to higher levels<sup>236</sup>.

**Proposition 8:** *Competing institutional logics are likely within cross-sector collaborations and may significantly influence the extent to which collaborations can agree on essential elements of process, structure, governance and desired outcomes.*

In OSS there are competing institutional logics when it comes to who is accountable for the programme. Respondents are aware that the Office of the Premier is responsible for implementing OSS in the province but there is confusion on who is responsible to run the day-to-day operations on the ground. In the MWRRU (2012) report the confusion was pointed out where the Department of Social Development (DSD) and Health (DOE) and to some extent Department of Basic Education (DBE) claim that the responsibility is with them since most of the challenges discussed in OSS meetings directly require their attention<sup>237</sup>. Other departments maintain that they do not understand their role in OSS since the DSD, DoH and DBE have monopolised the programme. The truth is OSS does not belong to certain departments. It is an inclusive platform where all departments should meet to coordinate their programmes in an integrated way.

**Proposition 10:** *Cross sector collaborations are most likely to be successful when they have an accountability system that tracks inputs, processes and outcomes; use a variety of methods for gathering, interpreting, and using data and use a results management system that is built on strong relationships with key political and professional constituencies.*

The tracking of inputs in a system that does not have direct line accountability is problematic. The storage of data and consequently knowledge in OSS is through the NISIS system<sup>238</sup>. Departments are encouraged to make use of the data not only for planning purposes but also to respond rapidly to problems. According to MWRRU (2012) report, this is where the difficulty lies. Because OSS is not a direct line function, it becomes discretion

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<sup>236</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>237</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>238</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

rather than the responsibility of departmental managers to do this<sup>239</sup>. This reduces OSS from being an instrument of service delivery into one of the factors to be taken into consideration, i.e. one of the environmental variables. Data gathered in the OSS process can easily slide through the cracks and be lost from the consciousness of planners. With inputs not tracked, there cannot be outputs.

OSS has a sound data collection and interpretation method but this is not effectively implemented. Structures such as Ward Task Teams and Local Municipal Task Teams have immediacy to the problems but both have to rely on higher powers for resources to address their local situations interpreted from the data. Without line accountability there is not a direct higher power to effect an immediate response except by discretion, and here lies the rub. Without this key requirement the strong relationships with key political and professional constituencies is woefully missing<sup>240</sup>. As a result, the model loses its power and trust and is reduced to “a one day show” as referred to by the focus groups.

### **6.3.3 CHALLENGES IN LOCAL TASK TEAMS**

The success of OSS at the Local Task Team level requires adequate human, financial and technical resources to accomplish goals<sup>241</sup>. A majority of LTTs members cited resources, institutionalisation, technological barriers, system disjuncture and short circuits in system communication as common challenges that made it difficult to perform at optimum levels<sup>242</sup>.

According to the MWRRU (2012) report, the financial situation in particular was a source of much discussion as members pointed out that, at times, some LTTs have had to divert resources from funded mandates to meet operational costs of OSS<sup>243</sup>. Such a situation created personal, interpersonal and departmental budgetary tensions. LTTs also mentioned lack of dedicated staff as well as delegation of junior staff to meetings as problematic as

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<sup>239</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>240</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>241</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>242</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>243</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

were time constraints, given that ideally all Municipalities would have several War Room meetings per month. Not only is poor attendance by representatives of government departments a major problem, the inconsistency of the communication system is also a source of frustration when engaging different stakeholders on a constant basis is the critical aspect of OSS success. Moreover, focus groups across the spectrum were concerned that OSS was effectively an irregular activity with no real planned articulation structure for the day-to-day wards-led activities. Participants also raised concerns that the OSS programme was perceived as the ANC strategy to attain political objectives rather than to effect community development.

#### **6.3.4 ACHIEVEMENTS IN LOCAL TASK TEAMS**

According to the MWRRU (2012) report, many structures under the leadership of LTTs have had to be resourceful in order to achieve some of their successes including creating partnerships with local businesses to establish and support local initiatives<sup>244</sup>. The report further explains that some have forged opportunities to share the scant resources and maximise service delivery and reduce service delivery protests<sup>245</sup>. The successes of OSS activities at this level manifest around three key areas: integration of service delivery, community development and special projects<sup>246</sup>. Information from focus group discussion indicates that OSS has made positive community development in some areas through the integration of services and creation of employment opportunities. The MWRRU (2012) report further observe that large numbers of people initially identified by community workers or arriving at *Izimbizo* have been assisted with their identity documents, social grants and food parcels<sup>247</sup>.

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<sup>244</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>245</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>246</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

<sup>247</sup> Maurice Webb Race Relation Unit's **Report on the Functionality of OSS in KZN (2012)** for the KwaZulu-Natal Office of the Premier, University of KwaZulu-Natal, Durban.

### **6.3.5 YOUTH AMBASSADORS**

The Youth Ambassador programme was done in order to achieve two objectives. Firstly, the programme emerged as part of a government initiative to curb youth unemployment. The programme is populated by people who have completed their matriculation but have not received post-matric education. This programme uses the definition of a youth as explain in the South African constitution that it is anyone between the ages of 18 to 35. Those who are part of this programme receive skills training in various areas including, computer literacy, life and public-speaking skills. Also those who are part of the programme are motivated to further their education in various tertiary institutions. Overall, the objective of OSS to create a motivated and future orientated youth is achieved through the YAs programme.

Secondly, the programme emerged as part of OSS's aim to take government services closer to the people. The Youth Ambassadors are a link between government and the public and their role, *inter alia*, is to profile household and act as agents of behavioural change among their peers. The profiling of households takes place at a ward level where the Youth Ambassadors visit the households with an aim of soliciting information regarding their socio-economic status as well as other general needs. The socio-economic status would then indicate to government departments what sort of intervention is needed in each household. It is because of such activities that OSS aims to deliver tailor-made or customised services to the people. Despite of these positive activities, OSS has a legion of challenges that continue to affect its productivity.

### **6.3.6 CHALLENGES IN THE YOUTH AMBASSADOR PROGRAMME**

The challenges in this programme are centred on four areas namely, structural deficiencies, uncooperative communities, lack of transport and lack of budget.

#### **(a) Structural Deficiencies**

Structural deficiencies refer to the fact that the YAs feel that no one is responsible for them at ward, municipal as well as district level. They complain that their concerns are not being taken care of since every time they raise any concern at any of these structures they are reminded that they were only hired by the Office of the Premier and therefore they should



take their concerns there. They complained that even at the OP they do not know who to take their concerns to since no one is willing to help them

Mainly in their list of concerns is having too much workload, unpaid stipends and mistreatment by some members of community. Too much workload occurs as a result of some inactive Youth Ambassadors who only receive the stipends but never profile any household. Since there is no one who supervises the YAs at ward level they account to no one and failure to do their duties often results to no consequences. Those YAs who are active and committed to their jobs are often left with a massive number of households to profile.

#### **(b) Uncooperative Communities**

Youth Ambassadors feel that one of the biggest challenges in doing the OSS job is uncooperative communities. Communities become uncooperative in two ways, firstly they refuse YAs entry to their home arguing that they are tired of endless empty promises by the government and local politicians. This is, however, not an isolated incident, the countrywide services strikes attest to this feeling. Secondly, people become uncooperative by demanding immediate assistance from Youth Ambassadors, such as, food parcels, social grants and other things which the YAs cannot provide.

#### **(c) Lack of transport and budget**

Lack of transport and budget are two most widely mentioned hindrances to YAs' functionality. Lack of transport limits the movement of Youth Ambassadors. YAs feel that a car would allow them to profile more households a day and that would make them effective in their job. Lack of operational budget to cover expenses, such as, traveling costs, stationary costs and others creates even more operational difficulties. Youth Ambassadors feel that a budget would allow them to do their job efficiently and effectively.

### 6.3.7 ACHIEVEMENTS IN THE YOUTH AMBASSADORS PROGRAMME

Youth ambassadors mentioned that they have had achievements in the programme despite the numerous challenges mentioned above. The achievements are centred on (a) skills gained (b) access to government information and (c) instituting community committees. The skills gained for being part of the YAs programme include, understanding the reporting systems or lines in government, public speaking and leadership skills. The committees they have instituted include, community policing forums, sports committees at ward level and establishing HIV/AIDS TB committees in some of the wards.

### 6.4 THE STATUS OPERATION SUKUMA SAKHE BASED ON THE 5 IDENTIFIED CRITICAL SUCCESS FACTORS

The 5 critical success factors of OSS were identified as benchmark achievements of the programme. Each of the 5 points represents operational achievement.

CRITICAL SUCCESS OBJECTIVE	CURRENT STATUS
Integrated Development Planning	Based on the data obtained from the field and that solicited from the MWRRU (2012) report, this objective is far from being achieved. In order to achieve this objective, there should be concerted effort from all stakeholders involved in OSS particularly government departments to promote integrated development planning but as it is there is largely lack of commitment from key members. Furthermore strong leadership is required in order to steer the OSS ship forward with regard to this point.
Plans and Programmes with clear performance indicators, outputs and outcomes;	In order to achieve this objective there need to be integrated planning and cooperation of government departments. Since the data from the field clearly indicates that integrated planning and cooperation is yet to take place, this second objective will take time to be achieved.
Linked departmental operational plans with Operation Sukuma Sakhe	Currently the linkage of departmental operation plans with OSS is being done although it is hard going. It is also important to emphasise that not all departments participate. The most active departments in OSS as pointed out by respondents include; Department of Health, Department of Social

	Development, Department of Basic Education
Leadership. This refers to the existence, through the integrated development structure	Leadership in OSS is lacking. In most cases convenors of task teams are the only available OSS leadership structures in their municipalities or wards. The composition of task teams as explained by the Premier's Office has not taken place i.e. senior management of various departments do not attend OSS meetings and therefore are not part of any OSS task team. It transpired from focus group discussions that OSS has become a platform for junior staff members of government departments since the senior members hardly attend anything related to OSS.
An identifiable political, community and business leadership working in concert with government at local level	This objective is also far from being achieved. In fact based on the data obtained from the field the politicians at ward level mislead the people by claiming that OSS is an ANC election strategy. Furthermore, based on the register circulated during the focus groups discussions and based on what the respondents suggested the business cluster is not active in OSS.

## 6.5 CHAPTER SUMMARY

Clearly from the data presented in this chapter OSS is a viable approach to services delivery. This is because OSS promotes two crucial aspects in service delivery namely, participation or inclusion of beneficiaries of government services in decision making and a holistic approach in service delivery (see below).

### (a) Inclusion of end-users of government services

In all structures of OSS there is a space for community leaders such as *Izinduna* and others. This enables the community to have a direct involvement in service delivery. The representatives of the community at OSS structures allow the community to have a say in decisions related to their needs. The inclusion of government services end-users in OSS structures ensures that there is constant interaction between government and the community. This interaction allows the government to implement development

programmes as required by the community. This interaction also avoids the mismatch in services delivery where government implement project that are of little value to the community. Furthermore, the interaction fulfils one of OSS objective to take government to the people.

### **(b) Holistic Approach to Service Delivery**

OSS uses an integrated approach to service delivery. The integration here means the joining-up of government department to respond to identified community needs. This approach is holistic in that it aims to address all aspects of community challenges concurrently to avoid delays in services delivery. OSS allows government to be prompt in services delivery.

This holistic approach has given rise to poverty mitigation strategies, such as, One Home One Garden and communal gardens. There are also unemployment reduction strategies such as the learnerships, work experience initiatives, volunteer work experience, bursaries and in-service training programmes.

## **CHAPTER 7: GENERAL CONCLUSION & RECOMMENDATIONS**

Data gathered from the focus groups establish that theoretically OSS could be an effective integrated services delivery model of service delivery. The model operates from the grassroots upwards and could provide an excellent instrument of participatory democracy. The location of the programme in the Office of the Premier is an ideal proposition for coordination and oversight. This programme requires the commitment of all stakeholders involved to function effectively. Such stakeholders include the community fieldworkers, community leaders, government, civil society and community beneficiaries.

The bottom-up approach in raising issues ensures that the government responds to community needs as dictated by the community. OSS has a sound methodology where issues are raised from the bottom. The War Rooms represents the entry level where issues are reported by the community through the Youth Ambassadors and Community Care Givers. The Local Task Teams are the second structure from the bottom while the District Task Teams are the third structure and the top structure is the Provincial Task Team. Theoretically all departments should be present in all OSS meetings but the data from the focus groups discussions indicates that not all government attend OSS meetings and that even those that do attend they hardly attend regularly. This nonattendance creates inconsistencies and uncertainty among various stakeholders who are committed to the OSS cause. The nonattendance also affects the effectiveness of OSS as a vehicle for service delivery.

OSS has a viable model to curb unemployment. The Youth Ambassador programme focuses on youth out of school and who have no post-matric training. The youth is recruited, trained and given a stipend of R 1 500 to enable them to sustain themselves. This programme has been particularly helpful since there are 1,093,372 people out of 3, 5 million people in EThekweni Municipality who are classify as poor. Unemployment has been cited as the root cause of poverty in the municipality. Therefore programmes that strive to reduce unemployment are of great need.

In this dissertation it has been established that OSS has a number of aspects each working to achieve a shared goal. The overall goal is to improve service delivery in communities. In the quest to achieve this goal OSS has set specific and achievable objectives as means to indicate what needs to be done. The specific goals include, promoting integrated planning, empowering youth and women through specific projects, fast-tracking service delivery, linking departmental plans, debunking the culture of silos and others.

Since 2009 OSS has made significant strides in reducing the severity of poverty and addressing the plight of youth unemployment. The two challenges of unemployment and poverty indeed they need concerted efforts from both public and private stakeholders. The involvement of the community in OSS is also very helpful as they can trail reported issues. The importance of NGOs, CBOs and FBOs cannot also be neglected as they together with the community hold the government accountable.

OSS, however, still needs some improvements for it to be effective. What seems to be absent is the monitoring and evaluation structure within OSS to ensure that issues reported to the various structures are followed. Monitoring involves collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management<sup>248</sup>. Evaluation is a time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision making by staff, managers and policy makers<sup>249</sup>. Monitoring and evaluation is an effective way to manage a project. This is because monitoring and evaluation allows managers to diagnose whenever the project is headed for failure. It also allows for efficient and effective management.

Lastly, the literature and study findings of this study reveal that the integrated approach used by the KZN government has impacted positively on job creation and poverty reduction. The various projects and programmes mentioned in this study as part of OSS are a step to the right direction in terms of addressing poverty and unemployment. Such programmes include the One Home One Garden and Youth Ambassador programmes. The training of youth in business and the funding made available to them after training contributes greatly to youth empowerment. However, it is important to indicate that

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<sup>248</sup> Policy Framework for the Government-wide Monitoring and Evaluation System (2012)

<sup>249</sup> Policy Framework for the Government-wide Monitoring and Evaluation System (2012)

nonattendance of key stakeholders in OSS meetings and lack of commitment may reverse the gains made since 2009.

## **RECOMMENDATIONS**

There are eight areas that need to be improved in OSS for it to be an effective system of service delivery. Such areas include (a) increasing the OSS staff, (b) discouraging all other forms of service delivery methods, (c) increasing accountability measures within the structures of OSS, (d) provision of operational budget, (e) increasing the involvement of non-governmental entities, (f) enhancing the Youth Ambassadors Programme and (g) promotion of non-agricultural projects, (h) Definition of roles and responsibility (see below).

### **(a) Increasing the OSS staff**

Increasing the staff involved in OSS is critical as this would ensure the larger participation of government employees while promoting the new culture of integrated planning. The findings of this dissertation suggest that there is a huge shortage of staff to undertake OSS duties. This backlog can only be address by increasing people responsible for OSS. The shortage of staff members is compounded by the fact that there is constant absence of key stakeholders, such as, government department's HODs and senior managers. Participation in OSS, currently, is voluntary and members are not enjoined by any constitution to contribute to OSS. Members are, however, expected to respect their participation in OSS and dedicate their time doing OSS duties.

### **(b) Discouraging all forms of service delivery methods**

Currently, there is no law that enforces government departments to use the OSS model of service delivery when providing services to communities. This means government departments continue to operate in silos when delivering services to the people despite the continuing attempts to transform the model of services delivery. Discouraging this model where departments operate independently would encourage integrated services approach. Integrated services approach promotes a holistic way of dealing with the multitude of community needs. The paradigm shift in service delivery would benefit the end-users of government services where the red-tapes in service delivery would be remove.

### **(c) Increasing accountability measures**

It has been established in this thesis that OSS lacks the monitoring and evaluation unit that would trail reported issues and monitor and evaluate on-going projects. In the quest to avoid OSS being a standalone department, the KZN- Office of the Premier has failed to establish accountability measures to ensure that all those who deviate from established standards of behaviour are held accountable. This, obviously, has weakened OSS as members account to only convenors of task teams and even so, there are no ramifications for those who fail to account. Convenors have no powers to implement serious remedial actions in cases where members misbehave. In the North-Central region of the eThekweni Metropolitan Municipality for example, the convenor of the LTT expressed disappointment at how members of various government departments had failed to submit their progress report on issues reported by the War Rooms. The convenor mentioned that she wishes there is a way to enforce government departments to give continuous feedback on OSS issues. Clearly, the convenor's statements confirm that in OSS there are no serious accountability measures that enforce compulsory adherence to established standards of behaviour.

Increasing accountability measures would also help reduce absenteeism which seems prevalent in OSS meetings. Participation in OSS should be made formal where decision-makers in government departments are contractually obligated to attend OSS meetings and contribute meaningfully to issues reported by YAs and CCGs. In this case, the current situation where government departments send junior members to represent them in OSS would be avoided.

Furthermore establishing accountability measures in the Youth Ambassadors Programme would ensure that YAs that are not working but receiving a monthly stipend are dealt with. Ideally YAs should account to War Rooms because they are best placed to know how YAs operate. This is because YAs operate at ward level and War Rooms are situated in municipal wards.



#### **(d) Operational Budget**

In avoidance to make OSS a standalone department, a minimal budget can be allocated on OSS to assist in the day to day operation of the entity. In the current arrangement government departments are expected to contribute a small portion of their budget to OSS to assist with the daily operations but are not enjoined by any law hence most of them rarely contribute. This has made the day to day operations of OSS impossible as there are no resources such as cars, computers, printers, internet and others to assist them do their duties effectively. A budget would therefore help in this regard.

#### **(e) Increasing the involvement of non-governmental entities**

The idea behind OSS from the initial stages was the broader involvement of all stakeholders involved in community development. The idea of involving non-governmental entities such as FBOs, private sector, CBOs and other NGOs was that they would promote accountability by ensuring checks and balances in service delivery. The involvement of the non-governmental entities in OSS has been, however, minimal. When one analyses the register provided by convenors of task teams, the attendance trends show that these entities hardly attend. This situation is undesirable as entities outside of government sphere are crucial in the promotion of the integrated service delivery or cross-sectorial model. The non-governmental entities put pressure of government departments to deliver services to the people. Moreover, the non-governmental entities are best placed in communities to know the community needs. Their contribution to OSS would enhance the findings of YAs and CCGs.

#### **(f) Enhancing the Youth Ambassador Programme**

The Youth Ambassador programme has all the elements of promoting an active youth involvement in community development. This programme aims to contribute to job creation while promoting the value of education among the youth. This programme also promotes behavioural change among the youth by instilling self-value and awareness on issues such as HIV/AIDS, crime etc. However, as the study findings suggest, this programme has a number of operational challenges. As mentioned above, the challenges include, inter alia, inconsistent stipends, discouraged YAs and lack of accountability. The Premier's office has

a pivotal role to play when it comes to YAs. Firstly, YAs believe that they are only accountable to the Premier's office and this situation is also aggravated by the fact that their monthly stipends come from the office. The Premier's office should outline and clarify the role of each structure of OSS members including the YAs. Practically, it is not possible for the Premier's office have an oversight role in the YAs programme particularly because the programme is at a ward level. Therefore the Office of the Premier should either deploy or employ 11 personnel using the 11 district municipalities as units of location. The second option for the office is to communicate with local authorities to ensure that they are the ones overseeing the YAs.

**(g) Shifting focus from agriculture to non-agricultural projects**

Currently, the focus is on agricultural projects as means to alleviate poverty. But as the study has shown above, agricultural activities, such as, the One Home One Garden campaign and establishment of communal gardens have proved to be unreliable. This is because agriculture only blossom in specific seasons like in summer and it is hard going in other seasons like in winter. This situation is also compounded by the fact that communities have very limited arable land. The EThekweni Municipality is mostly an urban municipality characterised by densely populated settlements with limited land for farming. The One Home One Garden campaign has had limited success in the municipality firmly because of lack of available land for farming and the dominant cultural psyche of the people where agriculture is viewed as only relevant to people in remote rural areas.

Based on the failures of agriculture to alleviate poverty and attract the youth, the next step should be the increased investment in skills and entrepreneurial development. Since Durban is well-known to attract a number of tourists therefore has a booming tourism industry, training the youth on tourism would definitely play a huge role in job creation. Farming is an important activity for any society because it serves as a source of food but it does not mean that it should be pursue even in areas where it is impossible. Therefore it is important that OSS conforms to the needs of the people where it is geographically located. In Durban areas, for example, the focus should be on non-agricultural projects like tourism because of lack of land and the dominant youth culture which devalue agriculture.

#### **(h) Definition of roles and responsibility**

It emerged from the literature as well as empirical search that there is a lot of confusion when it comes to general understanding of roles and responsibility. A number of departments could not comprehend their responsibility in OSS including, Department of Justice and Department of Labour, just to name a few. The confusion emerged from the fact that households information tended to favour specific departments, such as, Health, Home Affairs, Education and Social Development. As a result, other departments saw their participation and contribution in OSS as insignificant.

This, however, can be fixed through firstly reviewing the current profiling forms to ensure that YAs capture information relevant to all departments. Secondly, the Office of the Premier should define the expected role of each department within the OSS structures. Thirdly, the Office of the Premier should embark on a province-wide education exercise to explain to the community leaders and various stakeholders, such as, *Izinduna*, *Amakhosi* and others, what OSS is all about and what it aims to do. This exercise would help improve the image of OSS as a platform for service delivery not a political entity.

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**9. APPENDICES**

**9.1 DISCUSSION GUIDES USED TO SOLICIT INFORMATION FROM RESPONDENTS**

**9.1.1 DISCUSSION GUIDE FOR LOCAL TASK TEAM FOCUS GROUPS**

**1. KNOWLEDGE AND FUNCTIONALITY**

1. When did Operation Sukuma Sakhe start in your area?

.....  
.....

2. What do you understand about OSS?

.....  
.....

3. How were you recruited in the programme?

.....  
.....

4. Do you think the integration of services is a viable model for speeding up service delivery?

.....  
.....

5. What difficulties have you encountered because of integration of services?

.....  
.....

5.a. If any, do you think they are fixable and how?

.....  
.....

**2. EMPLOYMENT CREATION**

6. What have you done so far towards employment creation?

.....  
.....

7. Do you think the integration of government services has allowed for the creation of more jobs?

.....  
.....

8. What has been the enabling and hindering factors regarding in Operation Sukuma Sakhe?

Enabling

.....  
.....

Hindering

.....  
.....

9. How is youth participation in OSS projects particularly in those that aim to reduce youth unemployment?

.....  
.....

**3. POVERTY**

10. What have you done to alleviate poverty in your area as part of OSS?

.....  
.....

11. Is there any funding available for Small, Medium, Micro Enterprises (SMMEs)? If so, how is it accessed by SMMEs?

.....  
.....

12. How many people have been trained or assisted to start their businesses?

.....  
.....

13. What other factors do you think would affect the functionality of OSS? If any

.....  
.....

### **9.1.2 DISCUSSION GUIDE FOR YOUTH AMBASSADORS**

#### **1. KNOWLEDGE AND RECRUITMENT**

1. What do you understand about Operation Sukuma Sakhe?

.....  
.....

2. What do you understand as Operation Sukuma Sakhe objectives?

.....  
.....

3. How did you know about the Youth Ambassadors programme?

.....  
.....

4. How were you recruited on the programme?

.....  
.....

5. Are there any specific pre-requisites for joining the programme? If so, what are they?

.....  
.....



**2. TRAINING**

6. Can you list the areas/ fields you were training on?

.....  
.....

7. Do you feel the material used was relevant and has help shaped your understanding of Operation Sukuma Sakhe in general? If so, how it was helpful? If not, what should have been done differently?

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8. What can you mention as your training needs? if any

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**4. POST TRAINING SUPPORT**

9. Do you receive any assistance from government now that you have completed the Youth Ambassador training? If so, what is it?

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10. Have you started to work as a Youth Ambassador? If so, what have you achieved? If not what have been your barriers?

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11. What do you think of the overall Youth Ambassador programme?

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**5. REPORTING LINES**

12. Who do you report to when you have profiled households?

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13. Do you have a designated information manager?

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.....

14. Any additional concerns? explain

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## 9.2 INFORMED CONSENT DOCUMENT

Dear Participant,

My name is Benedict Mathole Macwele (206514237). I am a Masters candidate studying at the University of KwaZulu-Natal, Howard College. The title of my research is: **Assessing the Impact of Integrated Service Delivery on Poverty and Employment Creation: A Case Study of Operation Sukuma Sakhe in the EThekweni Metropolitan Municipality.** The aim of the study is to assess the functionality of the integrated services delivery model in EThekweni municipality, to investigate the poverty reduction or mitigation strategies as part of the overall Operation Sukuma Sakhe poverty alleviation and to understand the Youth Ambassadors programme as part of job creation and the impact of programme on the intended recipients. I am interested in interviewing you so as to share your experiences and observations on the subject matter.

Please note that:

- The information that you provide will be used for scholarly research only.
- Your participation is entirely voluntary. You have a choice to participate, not to participate or stop participating in the research. You will not be penalized for taking such an action.
- Your views in this interview will be presented anonymously. Neither your name nor identity will be disclosed in any form in the study.
- The interview will take about an hour.
- The record as well as other items associated with the interview will be held in a password-protected file accessible only to myself and my supervisors. After a period of 5 years, in line with the rules of the university, it will be disposed by shredding and burning.
- If you agree to participate please sign the declaration attached to this statement

I can be contacted at: School of Social Sciences, University of KwaZulu-Natal, Howard College Campus, Durban.

Email: **macwelebm@gmail.com**

Cell: **0791606172**

My supervisor is **Dr. Bheki Mngomezulu** who is located at the School of Social Sciences, Howard College Campus, Durban of the University of KwaZulu-Natal. Contact details:

Email **[mngomezulub@ukzn.ac.za](mailto:mngomezulub@ukzn.ac.za)**

Phone number: **0312603848**

Humanities and Social Sciences Research Ethics Committee contact details are as follows:

**Ms Phumelele Ximba**, University of KwaZulu-Natal, Research Office, Email: [ximbap@ukzn.ac.za](mailto:ximbap@ukzn.ac.za), Phone number +27312603587.

Thank you for your contribution to this research.

## DECLARATION

I..... hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire. I understand the intention of the research. I hereby agree to participate.

I consent / do not consent to have this interview recorded (if applicable)

SIGNATURE OF PARTICIPANT

DATE

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