

UNIVERSITY OF KWAZULU-NATAL

**FACTORS IMPACTING ON GOOD GOVERNANCE: A CASE STUDY OF SERVICE DELIVERY IN
CHILD ABUSE WITHIN THE eTHEKWINI MUNICIPAL DISTRICT OF KWAZULU-NATAL**

by

**Dhunkumarie Maharaj
7407030**

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Supervisor: Professor D.Sing

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DECLARATION

I, Dhunkumarie Maharaj, declare that: -

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Dhunkumarie Maharaj
Student Number: 7407030
Date: 01 December 2010

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ABSTRACT

Good governance is the only mechanism available to provide for the basic social needs of communities within a normative and ethical paradigm. Good governance in South Africa is based on the tenets of the Batho Pele (People First) principles and practices. The primary aim of this study is to determine the factors impacting on good governance utilizing a case study of service delivery in child abuse in the eThekweni Municipal District of the KwaZulu-Natal Province. The Constitution of the Republic of South Africa, 1996, the Bill of Rights in Chapter 2, provides for the protection of all children from abuse in South Africa. There have been several policies that were developed to realize this constitutional commitment. Despite these developments, and South Africa achieving a democratic order since 1994, the abuse of children continues to occur in the eThekweni Municipal District, in large numbers as has been revealed in this research study. This research study has illustrated that the barriers to good governance in the delivery of services to children who are abused are several. They stem from structural, strategic and operational gaps that are prevalent and that have an adverse impact on the accessibility and quality of service delivery to all communities, at the coalface. The researcher is of the believe therefore that turnarounds to address these challenges of achieving good governance practices in service delivery in child abuse, will only be met from a wide range of actions involving all spheres of government at the strategic helm and the various government and non-governmental sectors at an operational level.

The processes of governance in the delivery of services in child abuse in the eThekweni Municipal District is riddled with problems and anomalies that emanate from the barrier-laden structural positioning and the ineffective leadership role of provincial strategic governance structures in so far as strategic direction in this priority area of child protection, is concerned. The outcome of any service delivery program through the processes of good governance, according to current policy mandates, is that beneficiaries

of services achieve sustainable development and this could only be achieved if there is a holistic services delivered to the client system. This has not happened in service delivery in child abuse in the eThekweni Municipal District. Services were fragmented and duplication occurred as the different state sectors responsible for service delivery were in the main, operating in silos. Governance in service delivery seemed to lack direction due to the absence of an intersectoral strategic planning process. There was no strategic plan to inform operations on the ground and which it is proposed, would have facilitated child protection organizations to acquire separate budgets for resource acquisition, to facilitate and support efficient, effective, economical and sustainable service delivery. In actual fact, there were no separate budgets to fund services in child abuse by the different sectors. There were therefore very limited programs available for services to child abuse victims. There was no service delivery improvement plan for child protection which is the priority area within which services in child abuse is provided for. This according to the National Policy Framework and Strategic Plan for the Prevention and Management of Child Abuse, (2004), was supposed to be the strategic core function of the Provincial Department of Social Development. There is a clear indication that this strategic governance structure has not complied with the mandate of the Public Service Regulation, 2001 by ensuring that there was a service delivery improvement plan in place for child abuse services that was well known to service providers for the period of this study. One can then from this prevailing situation conclude, that the public service policies and legislation had not been complied with in this regard at a provincial level. This had led to the lack of leadership that existed in service delivery in child abuse at the local community level. A consequence of this shortcoming was that each state department developed its own sectoral operational plans and rendered services according to these sectoral plans that were geared to meet the sectoral need which in a manner, entrenched fragmented service delivery and had resulted in victims of child abuse being exposed to secondary abuse by service providers.

The present constitutional provision is that service delivery in child abuse be managed as a national and provincial responsibility under the umbrella of child care and protection services. The Public Works Department is responsible for infrastructure development for these sectors at the local level. The study has revealed that the biggest challenge to accessibility of services in rural areas was the lack of basic infrastructure of roads, electricity, telephones and safe environments, the constitutional responsibility of which is the core function of local government. The local sphere of governance does not play a role in ensuring that structural barriers to good governance in service delivery in child abuse are included in their Intergrated Development Plans (IDP), for the simple reason that it is not a constitutional functionality of this sphere of government. There is in practice, no plan in place, to address the structural barriers to improve accessibility of services in child abuse in rural areas, due to the exclusion of local government structures in this process. This arrangement is an anomalie which exacerbates the problem of poor governance in service delivery in child abuse.

The attempts of decentralizing social service delivery was not achieving the purpose of taking services to the community, as the decentralized service points were still not within reach of people because of the great distances between communities and service points. Furthermore, these services only operated in the day and not after hours when it is presumed that more abuse happens, and the employed members of communities are able to assist child victims and their support systems to seek help.

The study has revealed that some best practice policies such as the KwaZulu-Natal Multi-disciplinary Protocol on Child Abuse and Neglect, has come into disuse in the province. The best practice model of the Thuthuzela Care Centre, was currently being piloted in two different hospitals. Communities serviced by the two hospitals running this programme, benefitted from a multi-disciplinary service provided by intersectoral roleplayers. This

program is led by the National Prosecuting Authority whose aim was to improve the conviction rate of perpetrators of abuse. It has been established that funding for this programme was obtained through international donor funding. Two very significant factors emerged in this research study with regard to policy development in child abuse, and they are worth noting. The first was a reliance on international donor funding for policy development by individual government and non-governmental sectors. This has compelled policy developers then to comply with meeting the requirements of donor agencies, instead of that of the community. There was a lack of a participative governance approach through the inclusion of the local communities in these initiatives. It does appear as though policy development in child abuse service delivery was heavily influenced by global partners in governance, instead. Secondly, while good governance policies were developed such as the KwaZulu-Natal Multi-disciplinary Protocol on Child Abuse and Neglect, its implementation was not supported nor monitored by the responsible strategic governance structure and this resulted in such policies being ineffective. The policy review process as well was not fully participative and did not promote local community input. While politicians have focused on policy development in response to an externally identified need other than that of the affected community, there has been no provision for the required resources and strategic leadership for ensuring coordinated holistic accessible service delivery. Neither has there been provision for oversight and support services to ensure that implementation happens at a community level.

While the Department of Social Development is mandated to be the lead department in matters of child abuse, it seems not to have strongly positioned itself in this regard. This department assumed a weak position in so far as taking on responsibility for leading and directing services to children who are abused. There are too many different policies that are developed by the national department and handed to the province for implementation in local communities. Some of these policies address a similar aspect of

service except that it comes from a different sector. This has caused a great deal of confusion on the ground as to which was the relevant policy to implement. There appears to be a rigorous attempt at policy formulation and development with very little regard to the support resources such as additional staff, equipment and the required intensity of training for key personnel. It has led to frustrations felt by intersectoral service providers at grassroots.

Child abuse is a phenomenon of living and that requires crisis intervention by significant role-players at a grassroots level when it occurs. The study has revealed that important sectors who impact on the daily lives of people have been excluded from the governance processes. These structures are local government, the house of traditional affairs, business, cultural and religious organizations and the local community. The researcher proposes the utilization of the Governance Model in public administration which should be primarily community based and include all local governance structures. It therefore supports the bottom-up intersectoral approach in its modis operandi. Furthermore, service delivery should be provided from a one-stop centre under the leadership of a project manager. The model embraces ethical and normative theoretical practices within a democratic and developmental paradigm. This model repositions the strategic planning responsibility to local governance structures and proposes that the provincial structures assume a monitoring and oversight role which should be participative and which should include community representation.

LIST OF ACRONYMS

ARV-Anti-retro Viral
CBN-Cerveceria Boliviana Nacional
CBO-Charity based Organization
CPU-Child Protection Unit
CPS-Child Protection System
CSI-Child Support Grant
DSD-Department of Social Development
ECD-Early Childhood Development
FBOS-Faith Based Organizations
FMQEED-Financial Management and Quality Enhancement for Education Departments
ICD-Independent Complaints Directorate
INP-Integrated Nutrition Programme
ISPCAN-International Society for the Prevention of Child Abuse and Neglect
KZN-KwaZulu-Natal
MTEF-Medium Term Expenditure Framework
NGO-Non-governmental Organization
NPASC-National Programme of Action Steering Committee
NPA-National Prosecuting Authority
NPO-Non-Profit Organization
OAU-Organization of African Unity
OECD-Organization for Economic Cooperation and Development
PEI-Prince Edward Island
SAHRC-South African Human Rights Commission
SAPS-South African Police Service
SNB-Services New Brunswick
UNCRC-United Nations Convention on the Rights of the Child
UNDP- United Nations Development Programme
UNICEF-United Nations International Children's Emergency Fund
VEP-Victim Empowerment
WHO-World Health Organization

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CHAPTER 1

INTRODUCTION AND OVERVIEW OF THE RESEARCH STUDY

The emergence of governance in the public administration domain internationally has placed huge challenges to academics, scholars and practitioners of public administration worldwide. It places the responsibility on the shoulders of this field of experts, both abroad and in South Africa, to develop more meaningful, insightful and creative ways to deal with public administration practice for society to be able to meet with this challenging development (Sing 1999:87).

Governments universally have an agenda to pursue policy objectives in its society. This is undertaken through its strategies, plans, the issues it pursues as well as through its actions. It can therefore be said that the formulation, implementation and review of public policy is within the ambit of the governmental processes (Cloete1999a:15).

South Africa has been well recognized for having achieved a State of democracy (Mhone cited in Mhone & Edigheji 2003:18). Developments like the formation of Nedlac, the decentralizing of development and service delivery initiatives to the local government level as well as the Batho Pele (People First) initiative for direct service delivery, are evidence that the South African Government has made major progress towards good governance (Mhone cited in Mhone & Edigheji 2003:37).

Despite the strides that South Africa has made towards attaining democratic rule it has not been able to as yet present a well formulated and articulated form of governance,

that is able to meet the needs and interests of its diverse population and especially with regards to the redistribution of assets to meet the welfare and development needs of its people (Mhone cited in Mhone & Edigheji 2003:37).

South Africa faces daunting challenges in meeting the basic needs of the majority of its citizens after achieving democracy in 1994. The imbalance in resource provision for different sectors of the community by the apartheid government poses huge obstacles in ensuring equity in service delivery to all sectors of the community. In order to address this anomaly, the South African Government has, as its transformation priorities, a plan to transform service delivery to meet basic needs and correct the inequity in service delivery caused from past imbalances (Republic of South Africa 1995:91).

Section 28(1) (d) of The Constitution of the Republic of South Africa, 1996, provides for the right of every child 'to be protected from neglect, abuse and maltreatment'. Section 28 (2) specifically guarantees that the best interests of the child are most important in all matters that relate to the child.

The extent of redress in the provision of services to children who are abused in the eThekweni Municipal District has not been determined. One can, at this point in time, state that the capacity of the Government of the Province of KwaZulu-Natal to meet with the commitment to children's rights in accordance with Sections 28 (1) (d) of The Constitution of the Republic of South Africa, 1996, has not been determined.

Section 195(1) of The Constitution of the Republic of South Africa, 1996, stipulates that the administration of public service must be based on principles and values that are democratic, which promote effective, efficient and economic utilization of resources while ensuring that service delivery is fair, impartial, equitable and services should be developmental as well as provided in a professional manner. Public administration must further, be citizen orientated by being responsive to people's needs. Public administration must encourage citizen participation in policy-making through the process of disseminating information to the people in a transparent and accountable manner.

The researcher has co-ordinated services to children who have been abused for the past ten years. She has experienced different degrees of involvement of stakeholders in the implementation of a coordinated strategy to ensure holistic services to children who had been abused in different local municipal areas. While an acceptable standard of service delivery was available in some local areas, others are without such a standard of service delivery. There was evidence to suggest that access to a coordinated service to children who were abused, was still a challenge, and that, as a result, transformation in service delivery with regard to equity had not taken place. This view was supported in the statement which referred to there being no uniform standards and practices in the different provinces. This referred specifically to access to services by the child, to the child protection team members, as well as to access to resources that existed in the child protection system (Social Development 2004: xiii).

It is a known fact that the South African Government in the post 1994 era, had acquired a very unequal service delivery system, wherein there were huge backlogs in services. The situation was said to be worse for the black communities living in rural areas. The current challenge for the South African Government is to realize its constitutional commitments

of providing adequate access to services to the previously disadvantaged communities, and to ensure that all people have equal opportunity to contribute to the economy in an active manner, so as to enable them to improve their quality of life. There is a need for all resources to be mobilized in order to contribute to a more efficient delivery of services (Madlopha 2003:52).

The researcher has chosen to investigate the extent to which good governance prevails in service delivery to children who have been abused, as this is an extremely neglected field of study. Child abuse is a phenomenon that is an intrusion to the right to privacy of people of a very tender age, a stage when they are unable to protect themselves.

This phenomenon is of such a nature that it denies young people the right to their basic human dignity. The condition, if not timeously and effectively managed, has long term negative consequences on victims, as well as to significant others within their life space. According to grounded psychological theories the psycho-social and physical symptoms of abuse, if not appropriately managed, could retard the optimal developmental potential of the individual. This situation will mitigate against the promotion of the vision of the National and Provincial Governments which are development based, namely, the Kwazulu-Natal Provincial Growth and Development Strategy of (1998) which, like several other policy documents, seeks to enable the citizens of the province to develop to their maximum potential, in order to become self sustainable and independent of state assistance as well as to contribute to the growth of the economy.

The incidence of children's exposure to abuse has not been accurately determined since many cases of abuse are not reported. However, there is documented evidence that

indicates that there is an increase in incidence of reported child abuse cases in South Africa in the past several years. The Annual Report 2005 of the South African Police Service's presented statistics for the 2004/2005 financial year which indicated that a total of 360,000 women and children were either sexually molested, raped or murdered. Further that 40% of the total rapes were of children, while 47.7% of the sexual molestations reported were against children (cited in KwaZulu-Natal Provincial Alternative Care Policy 3rd Draft 2006:6).

It is evident from the case scenario presented, that there is an urgent need to investigate the aspect of governance in the delivery of an effective and efficient service to children who are abused. This study will endeavor to make a constructive contribution to the realization of the transformation principles for public administration, in accordance with chapter 10 of The Constitution of the Republic of South Africa, 1996, and the protection of children from abuse in terms of section 28 (1) (d) of the Bill of Rights, as is stipulated in The Constitution of the Republic of South Africa, 1996.

The location of the study is the eThekweni Municipal District (EMD). The EMD was created in the year 2000. It includes the City of Durban and the surrounding settlements of Amanzimtoti, Hillcrest, Isipingo, Umbumbulu, Chatsworth and Umlazi in the south, Hammersdale and Pinetown in the west, Inanda, Kwa Mashu, Phoenix, Umhlanga and Tongaat in the north. Further, it is surrounded by iLembe in the north, the Indian Ocean in the east, the town of Ugu in the south and Umgungundlovu in the west (eThekweni-Wikipedia 2010:2).

1.1 Introduction to Chapter

The thrust of this research study focuses on issues of governance as it relates to service delivery in child abuse, this study is informed in the main by legislation, policies and practices relating to governance and policy implementation strategies of relevant stakeholders who have been mandated with the responsibility of service delivery in child abuse. This chapter presents an overview of this research study. The content of the rest of this chapter discusses the aims and objectives of the study, the conceptual framework of this study, framework of chapters and research methodology.

1.2 Aims, objectives and research questions of the study

The aim of the research study is to reveal the outcomes of policy implementation in services to children who are abused. It will attempt to do this by identifying policies that promote good governance practices in child abuse and to then undertake an explorative study to determine and identify factors promoting and factors that impede the achievement of good governance in service delivery to children who are abused.

The need for services and goods by a community is unlimited. In developing countries like South Africa, there is a further challenge to achieve equitable developmental levels of communities in the urban and rural areas and between the wealthy and poorer communities. Furthermore, while the communities' need for services and goods are unlimited, there are limited resources in society to fulfill these increasing needs (Du Toit & Van Der Waldt 1998:25).

The main objective of this study in the light of the above is to identify factors that facilitate and factors that hinder good governance practices in service delivery by responsible child protection institutions and authorities, in accordance with legislative and policy mandates that have been formulated since 1994. The study will also explore challenges experienced by stakeholders in effecting their responsibility to promote good governance in service delivery to children who are abused and to make recommendations for the facilitation of good governance practices in providing equitable, sustainable, developmental service delivery to children who are abused through the effective, efficient and economic utilization of public resources at an operational level by responsible service delivery structures.

The objectives of this study which will help achieve the research aims therefore are:

- a. To obtain quantitative data on the extent of reported child abuse cases and trends in the type of abuse, the ages and sex of the children and the referral source.
- b. To establish if legislative and policy mandates informing good governance in child protection services are complied with by inter-sectoral stakeholders.
- c. To identify factors that hamper and factors that enhance good governance practices in child protection services.
- d. To identify gaps within good governance parameters, in service delivery to children who are abused.

e. To contribute to the policy review process for a more effective and efficient governance process in the delivery of child protection services.

f. To draw conclusions and recommendations for good governance processes, practices and structures to facilitate sustainable developmental service delivery in child abuse.

Research Questions to be explored:

a. What was the extent of the problem of child abuse in the eThekweni Municipal District?

b. What was the level of compliance to policy mandates informing service delivery in child abuse by stakeholders?

c. What factors promoted and what factors hindered the implementation of good governance principles and practices by service providers? The good governance principles include the following:

- Cooperative Governance.
- Equity in Access.
- Equity in Resource Provision.
- Openness & Transparency.
- Deliberation & Consultation.
- Citizen Participation.

- Efficiency & Effectiveness.

The good governance practices include the following:

- Accountability.
- Ethical Standards.
- Sustainable Development.

d. What are the mandated areas of service delivery that are neglected by service providers as well as reasons for their neglect?

e. To what extent do the current policy mandates facilitate the promotion of good governance practices?

f. What are the public management challenges experienced by stakeholders mandated with the function of service delivery in child abuse?

1.3 Conceptual framework of the study

The case study approach is the predominant research approach adopted for this study.

A conceptual framework in relation to the case study approach in research refers to the most important features of the research design and the perceived relationships between various aspects of the research design. It directs the researcher to be more explicit about the research study (Robson 1993 cited in Holliday 2002:52). A conceptual framework serves the function of positioning the researcher in terms of the research (Holliday 2002:52).

The formulation of a research study is based on an ideology. As a researcher one has to consider the set of related values, theories and principles within which the search for knowledge is to be conducted. This comprises the paradigm or intellectual framework of the study (Heywood 2002:21). A theory refers to an explanation of a phenomenon. It further refers to concepts and the relationship of these concepts to the phenomenon under study. In this way it enhances the understanding of the particular phenomenon (Fox & Meyer 1995:128). Another definition of a theory is as follows (Coetzee 1988:56):

- A system of speculation of a phenomenon that is observed.
- An explanation of inter-relationships of a phenomenon that is not observable or manifest.
- A statement of our understanding of the phenomenon.
- Likened to thoughts, ideas and conjectures.
- A context of reference.
- Refers to principles of art or science.

The processes of governance and service delivery in the aspect of child abuse occur within the broader environmental context of a society. The general and at times the

specific environmental context do, to a great extent, influence the implementation of policies through the kind and standard of services delivered. This study therefore has as its main conceptual framework the Public Management Approach of Schwella et al.(1996). The exploration of the type and standard of governance in service delivery will be guided by the ethical and normative theories. Due to the third world context of the study it will also be guided by the sustainable developmental theory. These theories on which this study is based are discussed below.

1.3.1The public management approach

The public management approach has been used to explore the phenomenon under study within the general environment context, the components of which are the political, economic, social, cultural and the technological environment (Schwella et al.1991 cited in Schwella et al.1996:14). These components have informed the parameters of the study. Governance in the focus area of child abuse, is influenced by all of these components within the general environmental context of society. The influence of these various components as barriers or promoters of good governance will be investigated.

1.3.2 Ethical governance theory

The current day public service reforms are underpinned by certain human rights, ethical values and principles. Current day good governance practices are therefore influenced by these principles. In a democracy every individual has certain rights and freedoms. These ethical values are incorporated into and promoted in the constitution of a country,

for example, The Constitution of the Republic of South Africa, 1996. Ethical standards are said to inform the quality of governance. They are also important to ensure that the balance of power is maintained (van Niekerk et al. 2001:116).

The context of the South African situation, in particular the eThekweni area in the KwaZulu -Natal Province, which is two thirds rural, influences the choice of a theoretical framework. It is also estimated that 23% of the population in the eThekweni Municipal District suffer from extreme poverty (Viranna 2003:146). The human rights commitments of The Constitution of the Republic of South Africa, 1996, and the rural urban context of the eThekweni Municipal District further informs the choice of a theoretical framework for the study.

The vision statement of the national government in response to child abuse is that all children should grow up in an environment safe from abuse, neglect and exploitation. Its mission statement in this regard is to protect children from all forms of abuse, neglect and exploitation through the development and management of accessible, integrated and coordinated services that focus on prevention, intervention and rehabilitation, based on a multidisciplinary and intersectoral approach (Department of Social Development 2004:xix,xviii).

1.3.3 Normative theory

There is an emphasis on the normative theory which promotes normative thinking that focuses on values, standards and practices that 'ought to be' rather than on 'what is' (Heywood 2002:411) and the ethical theory which concerns itself with morality and human rights in determining a proper course of action (van der Waldt 2001:116).

1.3.4 Sustainable developmental theory

Due to the third world conditions of the previously marginalized sectors of the communities of the eThekweni Municipal District, this research study is located within a developmental paradigm while it is guided by the normative theory (Heywood 1997) and the Ethical Theory (van der Waldt 2001) in its inquiry.

Sustainable service delivery is promoted through the sustainable governance model. Sustainability refers to the extent to which services of a certain standard and amount are provided over a period of time. The process requires an assessment of the resources required for service delivery. Service delivery strategy designs, should include the outcomes of these assessments. There has to be available the projected resources for the delivery of services to ensure that they are sustainable. This has an implication for the availability of adequate funding. There is also the notion that there has to be capacity within organizations to enable them to adapt to change over time. Organizations further need to be dynamic and flexible in order to facilitate their adaptability to achieve sustainability (Cloete 1999a:13).

Furthermore, for developmental service delivery to be sustainable it needs supportive global development initiatives. This, it is proposed, can be done by ensuring that global governance initiatives are linked to all three levels of governance which are the local, regional and national levels of government in a country. The second strategy is said to be one of enabling the financial economy to be informed by the delivery of goods and services at all levels of governance simultaneously and in an ongoing manner. This then

means that economic policies in the country need to be informed by the social policies of the state. Further, global governance institutions need to be informed by local, national and regional levels of governance in a country (Malhotra 2002:146,147).

1.3.5 Neo-keynesian theory of democratic governance

The study is further influenced by the theory of the Neo-Keynesian construct of democratic governance (Swilling 1999:32) which in the main constitutes the Strategic Governance Model of Swilling and Wooldridge (1997), and the Normative Control Model of Mintzberg (1996:78). This theory gives importance to the role of the state in governance. It refers to there being a very strong presence of the state in the matters of governance in a country (Swilling 1999:35-36). This positioning of the state in the governance affairs of the country is considered appropriate in view of the larger sections of the South African population living in under-developed areas and in extreme poverty.

1.3.6 Strategic governance theory

Strategic Governance Model focuses on the structural transformation of public organizations while the Normative Model focuses on qualities of the personnel or the human resource selection of public organizations (Swilling 1999:35-36).

In having to consider an appropriate theoretical framework for the research, the researcher has had to consider the provision of these mandates and marry them with the discourse on the attributes of good governance within the South African context.

1.4 Research methodology

The researcher will be engaged in the phenomenological tradition of enquiry in terms of Creswell's (2003:14-15) five traditions of enquiry. The researcher is primarily concerned with phenomena as they are in descriptive qualitative research.

In the main this research follows a case study approach. According to Burnham et al.(2004) case studies allow an in-depth study of a policy area by the researcher. The case study approach allows for both qualitative and quantitative data to be obtained. This type of research design is said to be more appropriate for qualitative data gathering (Burnham et. al.2004:53). The researcher will be using what is described as '*collective case study*' or a '*multiple case study*' (Denzin & Lincoln 2008:123).

It is the aspect under study that determines the choice of the case study design and not simply a choice of method. The case study design facilitates understanding of a phenomenon through the pursuit of prepared research questions. The process of triangulating descriptions and interpretations as a continuous action throughout the research study does contribute to the strength of this study design. In the case study design, other factors like the social and political contexts, contribute to a further understanding of the phenomenon under study. They further state that there are ultimately five processes of significance in this particular research design. These are issue choice, experiential knowledge of the researcher, triangulation of description and interpretation, activities and the wider external contexts (Denzin & Lincoln 2008:119-120).

1.4.1 Methods

The methodology of this research study will be in line with the aims of the study.

1.4.1.1 Literature review

Firstly, a general method of literature review of the theoretical framework within which this research is built, will be employed. This will include the review of the concept, meaning and characteristics of governance and good governance, strategies and models of service delivery, policy and legislation informing governance in service delivery in child abuse in South Africa, some research findings on trends in child abuse internationally and in South Africa, demographics and contextual issues of the eThekweni Municipal district with particular reference to the status of and the provision for children, all of which will provide a comprehensive understanding of the phenomenon under study.

1.4.1.2 Empirical study

Secondly an empirical study will be undertaken. The objective of the empirical investigation will be to obtain the experience of practitioners who have rendered a service to children who were abused and the views of policy monitors and overseers in the focus area of service delivery in child abuse. This will entail data collection through the case study approach. This will be followed by an in-depth analysis of this data utilizing the phenomenological approach. The outcome will be to present an assessment of factors promoting and hindering good governance in the delivery of services in child abuse in the eThekweni Municipal District of KwaZulu-Natal.

1.4.2 Research technique

The researcher intends utilizing questionnaires and interview schedules. There are two different questionnaires for the two different groups in the respondent population. The first questionnaire is to be administered to social work programme managers (Annexure

B). The first part of this questionnaire is structured to obtain data on the number of cases dealt with as against the type of abuse. The second part of the questionnaire will obtain data that will reflect the extent of the phenomenon as has been experienced by the sample. In addition to this data the researcher will seek to determine relationships between quantitative and qualitative data to arrive at an understanding of the phenomena at hand. The second questionnaire will be administered to members of the KwaZulu-Natal Provincial Child Protection Committee (Annexure C) through the medium of interviews. The interview schedule will be utilized to facilitate the focus group discussions (Annexure A). The research will be administered in three stages, these are:

1. In the first stage the researcher will utilize the medium of four focus groups consisting of 5 social workers per group to administer an interview schedule (Annexure A), aimed at ascertaining their experiences in the delivery of services to children who were abused in their local area in relation to the extent to which the characteristics of good governance alluded to earlier in this chapter, had been complied with by service providers. David Morgan (cited in Babbie & Mouton 2007:292), states that one of the advantages of focus groups is that it allows the researcher the experience of optimal interaction on the study matter in a much shorter space of time. Further, the second advantage of this research design in comparison to other methods is that the researcher is able to obtain information about similarities and differences in responses from respondents, directly, during the group process, instead of arriving at those understandings only after the post analysis process.

2. In the second stage, questionnaires (Annexure B) will be administered to 120 social worker programme managers who were rendering services in the field of child abuse in the private and public sectors in the eThekweni Municipal District.

3. In the third stage of the research, key persons in the various sectors, one from each, who have been involved in policy formulation, implementation and monitoring in the focus area of child abuse and who constitute the KwaZulu-Natal Provincial Child Protection Committee will be interviewed to obtain data on issues appearing in Annexure C . Committee members overseeing services in the eThekweni Municipal District will be the target population in this group of respondents. The sectors will include Health, Justice, Saps, Education, State Welfare and the Non-governmental Sector.

1.4.3 Sample selection and size

Three sets of samples will be used in the study.

- The first sample will consist of 20 social workers within a particular local area, who will participate in focus group sessions.
- The second set of respondents will consist of social work programme managers who handled confirmed cases of child abuse for the period 01/04/2006 to 31/03/2008. A population averaging 120 social workers is included in this group. This is a non-probability sample in that it will include 100% of this population group who are accessible. The respondents will be accessed through the ten local offices of the Department of Social Development as well as the private non-governmental sector which also renders child protection services and which, in the main, include Child Welfare Societies.
- The third set of respondents will be determined by an expert sampling process which is a non-probability sampling method. Respondents will consist of 15 representatives of the KwaZulu-Natal Provincial Child Protection Committee and

they represent the different sectors responsible for child protection services in the Province of KwaZulu- Natal.

1.5 Framework of chapters

Chapter 1 : Introduction and Overview of Study

Chapter 2 : Governance and Good Governance

Chapter 3 : Strategies for Service Delivery to Promote Good Governance

Chapter 4 : Child Abuse: A Universal Social Phenomenon, Legislation, Policy and Contextual Issues Informing Service Delivery in the eThekweni Municipal District of the KwaZulu-Natal Province of South Africa

Chapter 5 : Research Methodology

Chapter 6 : Data Analysis and Presentation of Results

Chapter 7 : General Conclusions and Recommendations

1.6 Conclusion

The importance of this research study as a contribution to improving governance in service delivery to children who have been abused in the eThekweni Municipal District was presented as the background for this study and therefore important in the field of public administration. The aim and objectives for this study were illuminated. It has been illustrated that while the focus of this research study will be to explore the area of governance in service delivery, the research methodology will be based on the phenomenological tradition of enquiry, and will utilize the case study research design. Service delivery in child abuse will be the phenomenon investigated through the multiple case study approach. The framework of chapters and an overview of the research methodology were also presented. The key research themes which form the fundamentals of this research study were briefly discussed. The main conceptual framework for the study was identified to be the Public Management Approach of Schwella et al.(1996). The research study will be guided and directed by the tenets of the Ethical Governance Theory, the Normative Theory, the Sustainable Governance Theory, the Neo-keynesian Theory of democratic governance and the Strategic Governance Theory.

CHAPTER TWO

GOVERNANCE AND GOOD GOVERNANCE

2.1 Introduction

This chapter discusses the concept of governance in its multi-dimensional perspective. This is undertaken by presenting an array of definitions on governance that appear in Public Administration literature. This is followed by a discussion of governance as a concept in relation to other important institutions that are mandated to undertake tasks in service delivery in a country. There is also a presentation of characteristics and the meaning of good governance as it relates to service delivery. Some of the relevant theories of governance, as they relate to this study, are also discussed. Lastly there is a presentation of some African and international models of governance.

2.2 Definitions of governance

Numerous definitions appear in empirical literature on the concept of governance. Each definition gives prominence to a particular aspect of governance. Some authors make reference to governance being a phenomenon related to the structures that have been created by government to undertake its task of service delivery, while others refer to governance as the outcomes and processes of government action. Yet other definitions refer to governance as linked to the interaction among stakeholders or as having a focus on the quality of service delivery. These definitions individually, however, do not capture the multi-dimensionality of governance in present day society. This view is supported by Van Vliet(1993), who states that in present day society governance is not restricted to the

control and the monitoring of society but rather to outcomes of the multi-sectoral interactions of several governing authorities (Van Vliet 1993:106 cited in Sing 1999:99).

Governance as a concept is said to have changed over the ages. Its changes were based on new theoretical developments such as the New Public Management Approach, which focused on outcomes and effectiveness. This was followed by an emphasis on capacity building of not only the public sector, but also the private and voluntary sectors. There was thereafter a shift in focus away from what each sector contributed into governing, to a sum of their joint interaction and the process of networking. This development gave rise to the Network Analysis Approach in governance (Toonen 1998, Rhodes 1997, cited in Cloete 1999a:10).

The definition of governance is not clearly illustrated in literature as compared to the concept of good governance. It is further stated that the concept of public governance is context-specific. This is one of the reasons that the definition of this concept constantly changes from one country to another and in relation to one stakeholder and another (Bovaird &Loffler 2003:315-316).

Governance is described as a vague and multi-dimensional concept. Furthermore, due to its vagueness, it easily creates controversy (Sing 1999:90). The term governance should not be restricted in definition, as by doing so one would more likely be excluding some important aspect of governance, for example, the non-state actors or the markets or international role-players (Khan 1998:45 cited in Sing 1999:90-91).

Another view expressed is that governance as a process is a means of promoting citizen participation in the activities of the public service. It also includes the process of enabling communities to express their needs, as well as the interaction and engagement of citizens

whereby they are able to discuss their interests and resolve differences in the course of exercising their rights(UNDP cited in Nzimakwe 2005:20).

There is the further view that governance refers to the structures that are established by governments to serve the needs of communities, as it is said that individuals are unable to meet with their own needs and are therefore dependent on governments to improve their quality of life. Governance refers to the establishment of government structures within the context of the policies (van Niekerk et al. 2001:64-65). An opposing view of governance is that governance does not refer to government structures but rather to the policies that are formulated and the success of its implementation (Auriacombe 1999:135 cited in Nzimakwe 2005:20).

Bovaird & Loffler (2003:316) in their description of public governance place emphasis on the degree and manner of interaction among stakeholders to attain public policy outcomes.

Another perspective to governance is that it refers to the actions involved in maintaining law and order, the protection of society from external threat and the promotion of the welfare of society (van Niekerk et al. 2001:64). A similar view is expressed wherein it is stated that governance refers to the upholding of law and order while promoting the welfare of communities (Fox & Meyer 1995:55 cited in Du Toit et al. 2002 :64).

Governance also refers to the delivery of services to communities. Governments have created departments to address its priority areas of service delivery, for example, a department of housing to oversee the housing needs of the poor (Du Toit 2002:64).

A broader meaning of governance refers to the capacity of a nation to offer its citizens representation and uninterrupted participation in the processes of decision- making. It

attempts to do this by promoting the involvement of the more disadvantaged members of society, to fully engage in socio-economic issues affecting them, as they should be enabled to have access to the centre and the seat of power in order to meet their basic needs in an equal and just manner (Dwivedi 1997 cited in Sing 1999:91).

A very comprehensive definition of governance refers to a combination of all activities to manage the lives of individuals, and institutions. It also refers to the interaction of all concerned and the manner in which they settle differences, cooperate and compromise in meeting their individual interests. It includes the formal and informal sectors of society who are responsible to ensure compliance (Streeten 1999:45 cited in Sing1999:91-92).

As has been stated earlier in this chapter, governance is a broad concept that refers on the one hand to maintaining law and order, and on the other hand it refers to the formulating of policies to meet the needs of communities and the managing of change in governments. Furthermore, governance is said to consist of six elements. These are [Kaufman (2001) cited in Jain: 2006:531]:

- The expressed views of the people.
- Stability in politics.
- An effective government which is able to develop good policies that are effectively implemented.
- Good effective regulations.
- Maintaining the law.
- Protecting individual rights through the independence of the justice system.

Dwivedi (1997:1-2)) presents governance in its multi-faceted form. This includes the provision of services for the protection of individual rights for safety and a good quality of life. Within a social perspective it allows for the individual to participate freely in

community life. It is also said to include the aspect of quality of life and the rights of citizens to live in safe natural environments. Within a political perspective, individuals have the right to elect their governments and influence change. Within a cultural perspective, individuals have a right to their cultural practices.

While the researcher considers all the above mentioned definitions as relevant to the processes of governance in public administration, for this study the definitions of Streeten (1999) [cited in Sing1999:91-92], that of Dwivedi (1997) [cited in Sing 1999:91] and that of (Auriacombe 1999 cited in Nzimakwe 2005:20) are considered to be most relevant. These definitions propose that the processes of governance include all activities that affect the lives of people, more especially the interaction of all stakeholders who need to cooperate and compromise with each other in meeting the needs of people(Streeten 1999), governance includes the participation of people especially the disadvantaged in decision making to enable them to have access to the seat of power in order to meet their basic needs (Dwivedi 1997) and governance refers to the formulation of policy and the success of its implementation (Auriacombe 1999 cited in Nzimakwe 2005:20).

2.2.1 Second-generation governance indicators

The World Bank has been leader in developing second generation indicators. Two major principles were used in the process of generating indicators useful for practical reforms. These were, political acceptability and institutional specificity (Knack et al.2003:345).

Four criteria for developing second-generation governance indicators have been developed and these are (Knack et al.2003:350):

- **Transparent:** The process to develop indicators must be transparent and the source for data gathering must be acceptable to political parties.
- **Criteria should be common to many countries:** This will facilitate its testing more broadly countywide.
- **Optimal quality and accuracy:** There should be consistent measuring of indicators in a quantified manner and in a broad spectrum of countries.
- **Specific:** There should be specificity in the determination of indicators either to a specific category of government institutions or aspect of responsibility.

The initial focus of the World Bank pilot project to determine second generation governance indicators was on challenges with regard to accountability by the executive. These referred to different channels of accountability, that is, horizontal channels of both formal and informal types, vertical channels between government agencies and from the electorate. The capability indicators measured performance or institutional issues like civil service wages in comparison to the private sector (Knack et al.2003:351).

The United Kingdom Department for International Development, also commissioned a revision of governance criteria with regard to assessments for the provision of human rights in governance to include service delivery issues, and the plight of the marginalized groups of the poor and disadvantaged people (Bovaird & Loffler 2003:324) . The view held is that any performance assessments in governance should be considered in relation to the specific stakeholder context, as an understanding of the issue at hand was of critical importance in the accuracy of the assessment of governance outcomes and processes (Bovaird & Loffler 2003:326).

Millennium Development Goals were developed by the Development Assistance Committee of the OECD and others. These goals refer to the desired outcomes of the governance process expected for most countries in this era. There are eight main development goals that the process of governance is proposed will aspire to achieve in order to meet its related targets and indicators. The goals are as follows (Knack et. al.2003:347-348):

- Poverty and its related hunger must be removed.
- Provide primary school education for all.
- Gender equity and empowerment of women.
- A reduction in the number of child deaths.
- The health of expectant mothers must be improved.
- Malaria, HIV/AIDS and other diseases must be erased.
- A stable environment must be provided in a sustainable manner.
- There must be a focus on development.

2.3 Governance in relation to the role of stakeholders, human development and human rights

The boundaries of governance go beyond that of government. They include the non-governmental sector as well. It is said that as a result of this situation, the view held is that the boundaries between state and non-state sectors become blurred (Rhodes 1996:660 cited in Sing 1999:99).

The main goal of all governments is to provide a good quality of life for all citizens. While this may be the goal of all governments, the understanding of what constitutes a good quality of life and their means to achieving this goal through their strategies, objectives and action plans may differ. This difference is also influenced by what governments consider to be priorities and the style of governance. There is consensus on the fact however, that for a good quality of life to be achieved, people must feel safe in their environment, and there must be equal opportunity for development for all (Geldenhuis & Knipe 2000: 90). There is the further view held that the development of a fair quality of life is only possible where the following conditions prevail (Geldenhuis & Knipe 2000: 91):

- There is equity in opportunity for all individuals in a country to be enabled to meet with their survival, development, vocation and business interests. The economy must run on a free market basis.
- Public services should be provided in abundance and be of a high quality, effective and sustainable.
- Citizens should feel safe in the environment that they live and work in.
- There must be political stability in the country.

Governments supply services to meet with the social, economic and protection needs of communities. These are grouped as social welfare services, economic welfare services and protection services (Geldenhuis & Knipe, 2000:56).

The state is said to have the role of protecting, regulating and sustaining citizens. This is considered to be a difficult task as invariably there are insufficient resources to achieve this objective. The state therefore has to prioritize its objectives. The democratization of the state makes it necessary for the state to conduct its activities which are characterized by transparency on all aspects of governance. It is important that citizens participate in all

spheres of government on a continuous basis and based on good relationship principles between government, citizens and the private sector (Madlopha 2003 : 88).

2.3.1 Governance and public administration

Public administration has to do with managing the implementation and monitoring of government policy. The purpose of public administration arose from the need to meet the objectives of government institutions. As society began to expect more in terms of services from the government, demands on public officials became greater and hence the need for training of skilled and trained persons in the public service. This development created the need for Public Administration as a discipline (Du Toit & Van Der Waldt 1998:52-53).

Public administration is that part of government that is responsible for the formulation, implementation and monitoring of government policy and decisions (Fox & Meyer 1995:105). Public administration within a general systems theory context refers to the capability of the public service to render services within a structural, functional and cultural context in order to improve the quality of life of a citizen (Cloete1999a:14).

It is said that democratic values should not be compromised in the interest of market values of productivity, cost effectiveness, et cetera, in service delivery through the processes of public administration. This is an important aspect in governance .Within a democratic mode of governance it is the state's responsibility to protect citizens and respond to their needs. The public administration should reflect this basic dimension in service delivery to the citizenship of a country. The public service is supposed to serve all citizens especially those who are economically compromised, and generally not served by the private sector (Haque 1999:314 cited in Sing 1999:96).

The view held is that the public sector in South Africa is poorly and inappropriately managed as a result of which it is ineffective. Some of the problem areas identified are its bureaucratic structure that are based on rules, the existence of financial mismanagement, inefficient management of resources, it is not citizen-centered and is managed by under-trained staff who manage the services in an unacceptable and non-transparent way (Swilling & Wooldridge 1997:9-11).

Section 195(1) of The Constitution of the Republic of South Africa, 1996 commits public administration to be transformed based on the following principles:

- Professional ethics of a high standard must be practiced.
- Resources must be used in an efficient, economic and effective manner and services must be provided in a manner that is impartial, fair, equitable and free of bias.
- The needs of people must be addressed and the participation of the public must be promoted in policy making.
- There must be a development focus in public administration.
- There must be an accountable public administration.
- There must be accessible and transparent information sharing with the public to foster transparency.
- Human resource management must be maximized by cultivating good human resource and career development practices.

The transformation mandates for public administration according to section 195 of The Constitution of the Republic of South Africa, 1996 as discussed above, calls for a change in the traditional public administration structures which are premised on a weberian bureaucracy. Public administration should be transformed on the basis of three

interlinked processes, which are restructuring, reorganization and rationalization (Swilling & Wooldridge 1997:11):

- Restructuring by replacing the current structures with new structures.
- Reorganization refers to the process of change systems, the culture and practices of structures.
- Rationalization of the number of staff and their outputs so as to align the cost of human resources to that of the organizational output.

The challenges for public administration in relation to governance are several. There are two actors of equal strength. This is the state on the one hand and society on the other hand. It calls for corroboration and networking by both parties in order to procure shared resources. This process also requires a constant search for best practice in service delivery. There is a constant need for new learning's to take place. The process further creates an increasing interdependence between political and economic sectors globally, locally and nationally (Sing 1999:98-99).

The challenge for public administration in South Africa is to recognize the specific character of the governance context that pervades its environment at a multi-national, multi-sector and multi-actor level, through collaborative networks, with the objective of developing appropriate values and norms for new approaches and practices that need to be developed (Sing 1999:100).

2.3.2 Governance and globalization

Global governance is defined as the cooperation and interaction of various stakeholders and these include states, private sector, national and global civil society, multilateral institutions, regional institutions and local politics (Streeten 1999 cited in Sing1999:92).

The international relations of states and their interdependence which is referred to as globalization are transforming the character of global politics in that international institutions have been created to protect individuals, promote universal values and encourage political and economic freedoms. After the Cold War, global governance took over as a strategy to organize international politics. This was done by consensus and inclusivity. It is said further, that governance and power are inextricably linked, however the role of power in global governance is in the main overlooked and underplayed. The reason for this is because from the inception after the Cold War the various commissions of enquiries during this post Cold War period offered to equalize and tame power relations creating a more inclusive and egalitarian governance system (Barnett & Duvall 2005:1,5).

Globalization with reference to transnational and interstate connections is bound by regulatory mechanisms to inform governance at the global level .While in the main global governance entails mechanisms of coordination overtly, its operation is informed by liberalism which revolves around the following beliefs (Doyle 1997 cited in Barnett & Duvall 2005:5):

- Global politics is being transformed through global interdependence.
- Changes can be managed by global institutions.
- Democracy is a highly valued principle together with peace and security.
- Individual protection must be an obligation to all internal organizations.
- The promotion of universal values.
- The facilitation of political and economic freedom.

The Human Development Report of 1999, refers to globalization as having uneven outcomes with particular reference to beating poverty. It calls therefore for attention to

appropriateness of government strategies to address this problem (United Nations Centre for Human Settlements 2001:57).

Global governance becomes problematic when countries do not cooperate of their own will. The one reason cited for this happening is the fear of the threat of exploitation of certain groups and this prevents them from cooperating. However the occurrence of group pressure and the fear of rejection in the future, and the losing of international favour influence states to comply (Alexrod 1984 cited in Barnett & Duvall 2005:108).

While there is a positive side to globalization, the opposing view held is that globalization has created a disjuncture between national democratic checks and balances and the power of transnational influence in governance. Furthermore, that it has created a serious psychological and political paralysis between the pre-modern poor world and the modern affluent world (Tehrani 2002:64).

2.3.3 Governance and development

Governance is seen as having an important role to play in development. Development is viewed as a phenomenon that brings in a balance between governments whose roles appear to be weakening, and a private sector that appears to be strengthening.

Governments are said to have an important role in development. There is therefore a call for governments to uphold the law, encourage participative governance through decentralization, be accountable and transparent in their actions, have consistent and collaborated policies, inclusive and equal in provision of service and efficient and effective in order to develop the capacity to provide sustainable developmental services (Haque & Zafarullah 2006:6).

From a developmental perspective it is felt that to think that better governance is all important in influencing a condition of development is incorrect. It is instead politics that influence competent administration. It is said to be the responsibility of politics to determine the capacity of governance. If this does not happen then it is proposed that there will be no positive developmental outcomes (Corbridge 1995:436).

Development governance is described as a dynamic process which consists of vertical and horizontal linkages within public organizations and non-state entities. It is also said that the effectiveness of development planning and execution is an outcome of the co-ordination between a host of state institutions and non-state actors in the activities of a program. Good policy coordination and joint decision making facilitate efficient mobilization and usage of resources (Haque & Zafarullah 2006:27). This view is supported in the next statement. A reciprocal synergy prevails between governance and development, the former forms the basis for the latter and vice versa. Without this synergy and mutual reinforcement, growth and development in the province of KwaZulu-Natal will be adversely affected (The New Provincial Growth and Development Strategy, KwaZulu-Natal 2003:14).

2.3.4 Governance and civil society

The view held is that a well organized civil society will promote a more effective development governance. One would therefore need to consider ways to strengthen civil society. There are three strategies proposed through which civil society may be strengthened. The first is to assist already existing organizations through their own initiatives to strengthen themselves. A second approach is to encourage governments in less developed countries to realize the value of developing their own citizens as an invaluable resource base for the country. A third strategy is that governments at an international level need to be encouraged to allow society to develop at its own pace,

while governments utilize the rule of law, promote respect of human rights and develop regulations that encourage civil society organizations to be increasingly established (Carroll 2006: 247-248).

It is important that civil society participates in the control of the city. This is considered to be necessary to facilitate good governance for the following reasons (Borja & Castells 1999:190-191):

- The growth in the number of people living in cities has increased the number and diversity of problems of living for city residents. The heterogeneous nature of the groups of people in the city also increases their need for a diversity of services.
- Due to spiraling costs in the delivery of a range of services and diversity in functioning of administrative bureaucratic structures, cooperation between public and private groups in many forms is required. This ranges from the participation of major economic and social agents in a strategic plan to cooperation involving grassroots groups or individuals in performing social services. This is an important mechanism in current day management.
- Citizen participation will ensure the prevention of social exclusion of groups of people in the processes of government.
- There can be representative democracy at the local level where there is a direct ongoing relationship between citizens and politicians (namely, the governor and the governed).

Citizen participation at local government level is undertaken through representative bodies. Their strength in influencing governance is dependent on their effort and their interest shown. The main goals of participation of civil society at this level are (Borja & Castells 1999:190-191):

- To formulate defining programs and projects.
- Undertaking tasks.
- Overseeing services at municipal level.
- Participating at public hearings on government plans for service delivery.
- Involvement in the election process.
- Cascading information on government to the public.

2.3.5 Governance and sustainable human development

The primary long-term and medium-term objective of sustainable human development is said to be development which includes economic growth based on a process of equity. Two paradigms of sustainable human development are proposed. The first paradigm sees income as a main indicator of poverty. In this paradigm poverty is viewed as a disease, whereby, to be poor is viewed as destiny that one has to accept and live with (Malhotra 2002: 146). While in the second paradigm proposed, the poor are seen as active participants engaged in a battle against poverty (Sen1998 cited in Malhotra 2002: 147).

The UNDP's (1997) Human Development Report introduced the concept of human poverty which is seen as a lack of opportunity and denies people the ability to be creative, have a good self esteem and an acceptable quality of life. It is necessary to align macro-economic and micro-economic policies to the goals of social policy and human

development targets. This calls for a renewal of global governance at all levels whereby the financial economy is subordinated to all levels of government, especially the local level where resources are mobilized and locals engage in production of goods to meet basic needs of food, clothing, shelter and services such as health and education, and in this way benefit from the financial spin-offs in the process (Malhotra 2002:147).

It is further proposed that an approach to human development, in addition to re-subordinating the financial system to the real economy based on the need of the people, should also importantly identify and develop clear strategies, targets and action plans on how the macro-economic and micro-economic policy can be designed to human development policy strategy. It should be directed to all levels of governance, namely, local, regional, national and global. This should bring about a change in the position of power away from the global level to the local, regional and national levels (Malhotra 2002:148).

Turok (1999) asserts that, for development initiatives to be effective they need to positively influence the quality of human life by ensuring the protection of human rights. Most third world countries are said to have failed in their development programs. The one reason cited is that these governments have had a top down approach in the roll out of these programs. There is the international view held that large scale deficiencies in development cannot be addressed through a focus on economic forces alone. It is said that there should be a holistic perspective to development whereby non-economic factors of human rights are also given attention to. South Africa is cited as an example of this phenomenon, for example, it was unable to sustain the rate of growth of the 1960's due to a lack in human capacity building to sustain this development. The Asian Tigers by contrast are cited as having invested in a multiplicity of human skills development which enabled its personnel to capacitate themselves to an extent exceeding that of their competitors. By contrast, South Africa is seen as having a small internal market with a

poorly trained workforce contributing to below productivity and growth targets (Turok 1999:12).

In the 1970's the right to basic needs fulfillment was the focus of governments. The current thinking is that the aim of development is beyond the responsibility of meeting basic needs. Furthermore, that the rights to development approach, integrates the aspects of meeting the cultural and political needs of human life. It includes issues of democratization of the state wherein citizens have the right to active participation from a point of empowerment. Other aspects of a developmental rights based approach include aspects of equity in representation, accessibility of information to people, and the need to hold decision makers accountable for meeting the basic needs of people (Turok 1999:13).

While almost all international declarations of development policy and strategy make it obligatory to support the move for human development, most refer to the need for accelerated economic growth as a means of achieving human development goals. However, there is another perspective to human development. This refers to the deeper meaning of development which points to a change inside people and then presents itself in a changed way of living and human behaviour. This perspective holds that development cannot be external to people, but instead, it develops the capacity of people to act on their own behalf. In this sense it is viewed as being cultural and therefore requiring cultural change with a new understanding of processes in society. This form of human development requires new supportive institutions which can steer this course of increased well-being in human development (Coetzee 1996:140-143).

Interventions must include operations in the following (Coetzee1996: 142):

- A meaningful life for people.

- Growth through reconstruction.
- Social justice.
- Participation.
- Empowerment.
- A removal of poverty and inequality.

2.3.6 Governance and human rights

Governance in relation to human rights is intended to promote, support, and protect the preservation of human rights. There are structures at many different levels to promote governance of human rights internationally, nationally and regionally. At the highest level is the Universal Declaration of Human Rights. The Declaration presents the human rights that should be respected for all people, in all nations of the world. The declaration also sets out minimum standards required to uphold the dignity in an individual's life. Treaties have been developed, and which serves as instruments to enforce these rights through international law. The two most important treaties are the International Covenant on Civil and Political Rights, and the International Covenant on Economic, Social and Cultural Rights. Many other international treaties have been enacted. One of these is the Convention on the Rights of the Child. It spells out the freedoms and rights of children. This instrument has become the most influential decree of human rights in history (UNICEF 2004 cited in Quinn 2006:155-156).

2.4 The Rationale for governance

The role of governance in contemporary society has drastically changed from its traditional role. Governance is seen as having a major role to play in various aspects of citizen life as has been alluded to earlier in this chapter. Some of these refer to creating

an enabling environment for citizens, the management of economic sustainability in communities, the building of required resources and infrastructure, the protection of the vulnerable in society and the delivery of essential services. The development of phenomena like globalization, human development, quality of life, empowerment and participation of civil society in matters of governance, all point to the importance of the governance process in meeting human needs. All these issues have been discussed in the discourse thus far. It is evident that the traditional forms of governing are not able to meet with contemporary demands of society and therefore the need for the processes of governance in service delivery. The next point attempts to illustrate the need for the processes of governance to manage societies instead of the traditional role of governing that government have played in the past.

The rationale for governance in various sources of empirical literature identifies different reasons for its relevance. Some of the more common reasons cited were that the traditional role of governance did not meet the needs of contemporary society due to its highly rigid and centralized structures of organization, which place a greater emphasis on procedure rather than that of results. Further, the phenomenon of globalization had weakened the strength of sovereign rule. There was an increasing need for the inclusion of citizens in finding solutions on issues dealt with by government, and the reality of limited resources which enforced the need to share resources through citizen participation (Sing 1999:88-89).

Green & Hubble (1996:41) present a present day model of governance which is based on ten principles, namely:

- Directing and leading instead of doing.

- A focus on customer orientation.
- Customer empowerment for self help instead of creating dependency.
- Removing monopolies and offering options in service delivery.
- Visionary management instead of managing through rules.
- Outcomes focus in funding services.
- Service delivery through decentralization and teamwork.
- A focus on prevention instead of cure.
- Promoting self run businesses rather than formal institutions.
- Create incentives for efforts to change aligned to the private sector.

2.5 Good governance: emergence and meanings

The first appearance of the notion of good governance in the modern era was presented in the World Bank report on Africa in 1989 which highlighted the cause of the problems in Africa's development and linked it to the crisis of governance. Between 1989 and 1991 there were serious discussions on governance and democracy and their relationships to development (Leftwich 1993:427).

The term good governance is said to be dynamic in that it changes according to the changing contexts. The view expressed is that it is the type of government that determines what good governance for that particular country, is. An autocratic government for example, may consider direct intervention by government in the lives of people to improve their standards. This would be considered to be good governance for that type of government, whereas, a democratic government may consider the provision of a supportive environment with an abundance of resources and where people can access services according to their individual needs, as being good governance (Geldenhuys & Knipe 2000:91).

The views of the major western governments of Britain, France, Germany, the US and the Nordic countries, were supported by intergovernmental and regional organizations, such as, the Organization for Economic Cooperation and Development (OECD), the Organization of African Unity (OAU), the European Communities and the Commonwealth. These authorities held different understandings on how the concepts of development, democracy and governance relate to one another. Some stressed democracy as being more important, while others stressed administration as being more important, and yet others emphasized human rights as being of priority importance. Although there was a difference in the meanings of these concepts there was a common description that emerged, of what constituted good democratic governance. This description consisted of three common components which ranged from the most inclusive to the least inclusive. These included the systemic, political and administrative components. From a systems perspective, good governance referred to a network of socio-economic and political relations. In the political sense good governance referred to a state enjoying both legitimacy and authority as it was appointed by citizens. In an administrative sense good governance referred to a transparent, accountable and efficiently run public service which had the capacity to develop and implement, effective policies as well as manage the public sector (Leftwich 1993:427-428).

Thus far, the discussion focused attention to presenting the phenomena related to governance as a concept in general terms as it relates to service delivery. The discussion that follows in this chapter focuses on what is referred to as good governance and its related characteristics, indicators, perspectives and theories, most of which are relevant to this research study.

2.5.1 Attributes of good governance

It is said that there are very few terms that are as indistinctive in the social sciences as is governance. This is one of the reasons for the difficulty in developing a conceptual framework to measure the quality of governance. It is said that this vagueness could be the reason for its current popularity amongst organizations, internationally (Bovaird & Loffler 2003:316).

Policy objectives of good governance have been identified in an authoritative study on public service reform. These are (PRC 1998:108 cited in Cloete 1999b:86-87):

- Resource allocation must be done on an equal basis for all represented groups of people.
- There must be a focus on development.
- It must be focused on needs of people and encourage citizen participation while responding to these needs.
- It must promote democratic rights of people, be legitimate and transparent.
- There must be accountability for the utilization of monies.
- It must be based on professional standards and ethics.
- Services need to be effective, efficient, affordable and resilient.
- Holistic, integrated and well coordinated services.
- Promote competition and creativity of internal business practices.

- Must be built on principles of sustainability.

The attributes of good governance listed above refer only to some of the desired conditions of good governance. However it is a relatively comprehensive set of ideal characteristics which amounts to good governance if it is achieved. The above objectives of good governance include the objective of sustainability thus making it relevant to third world settings and therefore appropriate to this study.

Bovaird & Loffler (2003:322) identify characteristics of good governance as follows:

- A transparent process.
- Accountability to all stakeholders.
- Efficiency and Effectiveness.
- Involvement of citizens.
- Co-operative Governance to ensure coordination by various sectors to prevent duplication.
- High standard of professional ethics and honest behavior.
- Equity in service provision.
- Sustainable service provision.

- Uphold the rule of law.
- Good networking and partnership building.
- Promoting equality and social inclusion.
- Building capacity for globalization.

One can state that, while there is no common theory of good governance, experts in the field of public administration share a common view on what constitute attributes of good governance. Their importance, however, vary in contexts and timeframes. The researcher supports the characteristics of good governance proposed by Bovaird & Loffler (2003:322) above as being of utmost relevance to the outcomes of good governance in public administration.

2.6 Types of governance paradigms in contemporary society

There are several forms of governance paradigms that are practiced. Some of the more commonly practiced ones are discussed below.

2.6.1 Democratic governance

Democratic governance and effective development management is considered to be vital in achieving the social and economic goals of a country. Democratic politics, whereby governments are elected by citizens in developing countries, has increased citizens' expectations for effective and efficient outputs from social and economic policies developed by politicians. It is expected that these policies will be implemented by state agencies in a transparent, competent, ethical and responsive manner.

Good democratic governance embodies the attributes of a state governed by multi-political parties who uphold the commitments of the rule of law, constitutional provisions and free market processes. Furthermore, that its administrative arm is effective and efficient. There is independence of the judiciary, as well as an empowered local government, and free media. These elements of governance combined with democratic values, human rights and citizen participation in state matters, constitute democratic governance (Haque & Zafarullah 2006 :24-25).

Economic development is a prerequisite to democracy due to the fact that, to achieve democracy, one required a high level of literacy, education and collaboration, a stable middle class, and an active civil society where forms of material and social inequality are minimal. Prior economic development is a requirement for sustainable democratic development (Leftwich 1993:429).

2.6.2 Ethical governance

The commonly accepted attributes of ethical behavior are, humaneness, honesty, justice, reasonableness, freedom, truth, decency, integrity, order and fairness. It is said that governments should be guided by these attributes in undertaking their responsibility in an accountable manner, in serving the interests and welfare of the citizens to whom it delivers. Ethical governance promotes human rights in all its processes. In a democracy, individual citizens of a country have certain rights and freedoms. These rights and freedoms are provided for in constitutions of countries (van der Waldt 2001:116-117).

2.6.2.1 Guiding values for ethical governance

Governments are influenced in their functioning by values, norms and trends in society. Some of the guiding values include (van der Waldt 2001:118-120):

- **Political Neutrality:** Public officials and institutions are expected to be politically neutral. It is also said that, especially during elections, the neutrality of the state should be upheld at all times.
- **Constitutionalism:** This provides for the protection of society by preventing abuse of power by political officials. Constitutionalism promotes three important principles, namely, political authority, accountability to the public, democratic values and norms and tenets of democracy. This provision is said to ensure that there will be joint consultation and deliberation with society.
- **Democratic Values :** There must be transparency in discourse, consultation with all stakeholders and discipline at all times. The views of different communities and role players are considered, in finding solutions to conflicting view points. These refer to the democratic values of responsibility and responsiveness, openness and transparency, representation, legitimacy and accountability.
- **Prescribed Guidelines:** These refer to legal rules, fundamental rights and administrative justice.
- **Guidelines derived from Community Values:** There is need for sensitivity to the various ethical and moral systems that influence community life, for example the religious doctrines of the community .
- **Economic values.** This refers to (van der Waldt 2001:119-120):

effectiveness: the extent to which goals are achieved.

efficiency: the extent to which maximum output is achieved with minimum

input.

productivity: the value of output relative to the inputs used to create them in economic terms. It's an overall indicator of how well an institution uses its resources to deliver on its mandates.

2.6.3 Global governance

Global governance refers to rule making and governance at a global level. It is a process that enables and facilitates states and people to cooperate at a global level on common issues of economic, environmental, security and political dimensions, which affect the everyday lives of citizens of a country. Global governance contributes to the creation of a collective purpose around fundamental liberal values of an international community on values of democracy, human rights, the rule of law and markets. Norms, rules and institutions are developed to promote these values, and these help states to deal with common problems as well as to enhance welfare (Barnett&Duvall2005:1).

2.6.4 The Neo-keynesian theory of governance

The Neo-keynesian theory of governance promotes the strong presence of the state in public service provision. This theory, while re-introducing the role of the state in governance, also increases the regulatory capacity of the state, while removing the heavy bureaucracies of state institutions. This theory is a definite move away from the weberian model of the traditional government and it looks beyond the provisions of the new public management model of governance (Swilling 1999:32). The difference of this active presence of the state is a government characterized by decentralization with smaller government institutions that have open channels for networking with the private sector and organized labour, to facilitate their participation in the decision making processes as well (Todaro 1994 cited in Swilling 1999:33).

The renewed presence of the state in governance is supported by Fraser-Moleketi (2003:466) who advocates for a move away from the minimalist state to meet the challenges of the twenty first century. Meijer (2002), also advocates for a stronger role for government in terms of quality assurance of public services such as health . He further, expressed the view, that government had an important role to protect the public interest and that government therefore had an oversight role over private sector service delivery(Meijer 2002 cited in Fraser- Moleketi 2003:466).

2.6.5 Strategic governance model

This approach of governance is based on the following tenets (Swilling & Wooldridge 1997 cited in Swilling1999:35-36):

- The participation of civil society organizations in governance.
- Devolved decision making, while ensuring that internal work processes are democratic.
- Strategic direction and audits of standards must be undertaken by the central structures.
- Officials need to become empowered at every level of the organization.
- Task teams need to undertake projects and in this way overcome bureaucratic rigidity.
- The centre should always be responsible for policy making and planning. There must be direct communication between policy makers and public officials.
- Empowered front-line staff with authority to make decisions.
- A smaller middle management structure.
- It is critical that decision making systems between elected political leadership and senior managers be based on trust.
- Operational management must be run on the basis of program teams.

- There must be a multi-sector stakeholder composition at every service delivery context.
- A learning organizational culture should be facilitated.

2.6.6 Normative model of governance

This model of governance is proposed by Mintzberg (1996). The key principles of this model are (Mintzberg 1996 cited in Swilling 1999:36):

- Selection: human resources are selected according to the personal values and attitude they have, and not only by their qualifications.
- Socialization: officials should be committed to the public service movement.
- Guidance: supportive and experiential and based on the vision of the movement.
- Responsibility: there is sharing of responsibility by all.
- Judgement: experienced persons and boards assess performance.

Within this normative model, organizations may be horizontally exclusive but centrally controlled by a superstructure (Mintzberg 1996 cited in Swilling 1999:37). A way towards implementing this model is by placing local government at the centre and working upwards to develop the strategic vertical superstructure (Swilling 1999:37).

2.6.7 Network analysis model of governance

This approach best suits situations where there are limited resources. It promotes the formation of service networks at an operational level. Furthermore, it facilitates the optimal use of existing resources, proposes changes to traditional government focus, structure, functioning and organizational culture in the public sector. It advocates for changes in the following way (Cloete 1999b:88):

- The changes cited are where the state, from providing a wide range of services irrespective of whether it has the capacity or not, to amending its service delivery programs aligned to its existing delivery capacity.
- The role of the state should change from being producer of services to that of promoter and regulator, depending on its capacity.
- It also proposes that planning, control and delivery of services should be done at a decentralized local level.

2.6.8 Community governance

The community governance model refers to the involvement of communities in issues of governance in service delivery. It further refers to various strategies that should be implemented to ensure community participation in governance (Ranson & Stewart 1994:130).

2.6.9 African tribal system as a model of governance

Some of the main challenges encountered by African countries in present day governance are (Mutahaba et al.1993:20):

- In the dawn of independence the State was the main actor in socio-economic life. Other sectors were absent in governance. This therefore, engaged the state, as primarily responsible for initiating, directing and performing the main societal functions. This situation contributed to African governments becoming less responsive to public demands. They, instead, became authorities unto themselves and made demands on society.

- Increasing population growth and urbanization makes it necessary for all resources to be mobilized and the different sectors to be involved to address broad issues.
- Government initially was the only recognized institution in socio-economic management. It however failed to clearly demarcate the roles of other private agencies that emerged. Their area of involvement remained undefined. This led to uncertainty, stifling of initiative and an overstretching of fragile capacities. This led to a failure in intersectoral working for the benefit of citizens.

The African Tribal Authority is a very significant structure in African states and in South Africa, more especially in the Province of KwaZulu- Natal.

Traditional authority is steeped in the history of the African nations and for this reason the chiefs and traditional leaders are in instances considered to be the legitimate leaders of the community by the indigenous people of African states. Colonial states attained their legal status through violence, racism and diplomatic trickery. The colonial state obtained compliance from communities based on the following (Ray 2003:5):

- Based on the compliance to the rights of the conqueror.
- The perception of the colonial authority being superior over the natural inhabitants.
- The use of constitutional and legal power.

The traditional authority in essence always remained the legitimate authority for indigenous communities in Africa, while colonial rule was always considered an imposition and lacking in legitimacy. The post-colonial state, on the other hand, can claim a certain degree of legitimacy based on the nationalist struggle for independence by the

people, the expressed democratic processes through elections and the legal constitutional system. The colonial state is said to have caused a rupture in the political fabric due to it gaining power through forceful means. Chieftaincy and traditional leadership remains, in most cases, beyond the grasp of the post colonial state to whom power was handed by the colonial state. The traditional authority remains influential in the lives of communities. It is said that people may choose to express themselves on many policy areas through legislative, executive and judicial institutions of the post colonial state, but they will resort to the support and expressed views of traditional leaders, who are considered to be best able to express the views of people on issues of custom, land and other local matters (Ray 2003:5).

It does appear from the above that the traditional authority could have an important regulatory role in the lives of people at a grassroots level in African states, and especially in South Africa, where there is a strong presence of traditional customary practices . While structure of traditional leaders has become integrated into the local government structure in South Africa, it has not been utilized optimally, in the delivery of services in child protection.

2.7 Conclusion

The definitions of governance as a phenomenon was presented. The wide range of definitions that appear in Public Administration literature discussed in this chapter, reinforces the notion that governance in service delivery is all inclusive .Governance is presented as a concept that is dynamic and resilient within different and changing contexts in which it operates. While there exists the situation of good governance and that of bad governance, for this study, the attributes, characteristics, objectives and outcomes of good governance were explored. The role of good governance as a process in relation to actions taken with various stakeholders that it interfaces with, was briefly

discussed. Good governance operates within a systems paradigm and a normative and ethical theoretical framework with an emphasis on equality and human rights. It has been illustrated that politics influences governance and therefore political reforms and administrative reforms have an enormous influence on the type of governance that prevails and which in turn affects standards of service delivery. The extent to which service delivery is effective, efficient and appropriate is said to be heavily dependent on the style of governance that operates within a country and the functioning of its administrative arm, namely the public service. The rationale for good governance was that it promoted a developmental approach and sustainability in service delivery. The types of governance paradigms in contemporary society was discussed. The African governance system was given some focus in this discussion due to its relevance to the context of the study. There was reference to the African Tribal Authority which played a role in governance especially in the Province of KwaZulu-Natal.

CHAPTER THREE

STRATEGIES FOR SERVICE DELIVERY TO PROMOTE GOOD GOVERNANCE

3.1 Introduction

Service delivery is the second major aspect of investigation in this study. In recent years, governments in most countries have developed models of service delivery as part of their efforts to improve the efficiency and effectiveness of governance structures to meet social needs of citizens.

Improving public service delivery is not a once-off exercise. It is an ongoing and dynamic process because as standards are met they must be progressively raised (South Africa1997a:10).

This chapter attempts, firstly, to discuss some traditional service delivery models that are utilized in most countries. This is followed by a discussion on some innovative examples of service delivery strategies and models that have been implemented in the past decade to meet with contemporary challenges of governance. A few case studies have been cited to illustrate the theoretical concepts presented in this chapter.

3.2. Social needs of society

People are social beings and have common needs. This then makes it more practical to have their needs met as social groups. Due to the increased level of sophistication, the needs of people have become more complex and therefore difficult for individuals and

social groups to satisfy their basic needs on their own strength. This has led to the formation of governments to meet with the basic survival needs of citizens (Hattingh 1986 cited in Du Toit & Van der Waldt 1998:23). In contemporary society there is a multitude of social needs. Social phenomena, such as urbanization and population growth, has increased the need for a varying range of services to be provided by governments, to meet the basic needs of society (Du Toit & Van der Waldt 1998:24).

A credible government has to meet the basic survival needs of its communities.

Below is a presentation of the cycle of meeting needs in society in figure 3.1below.

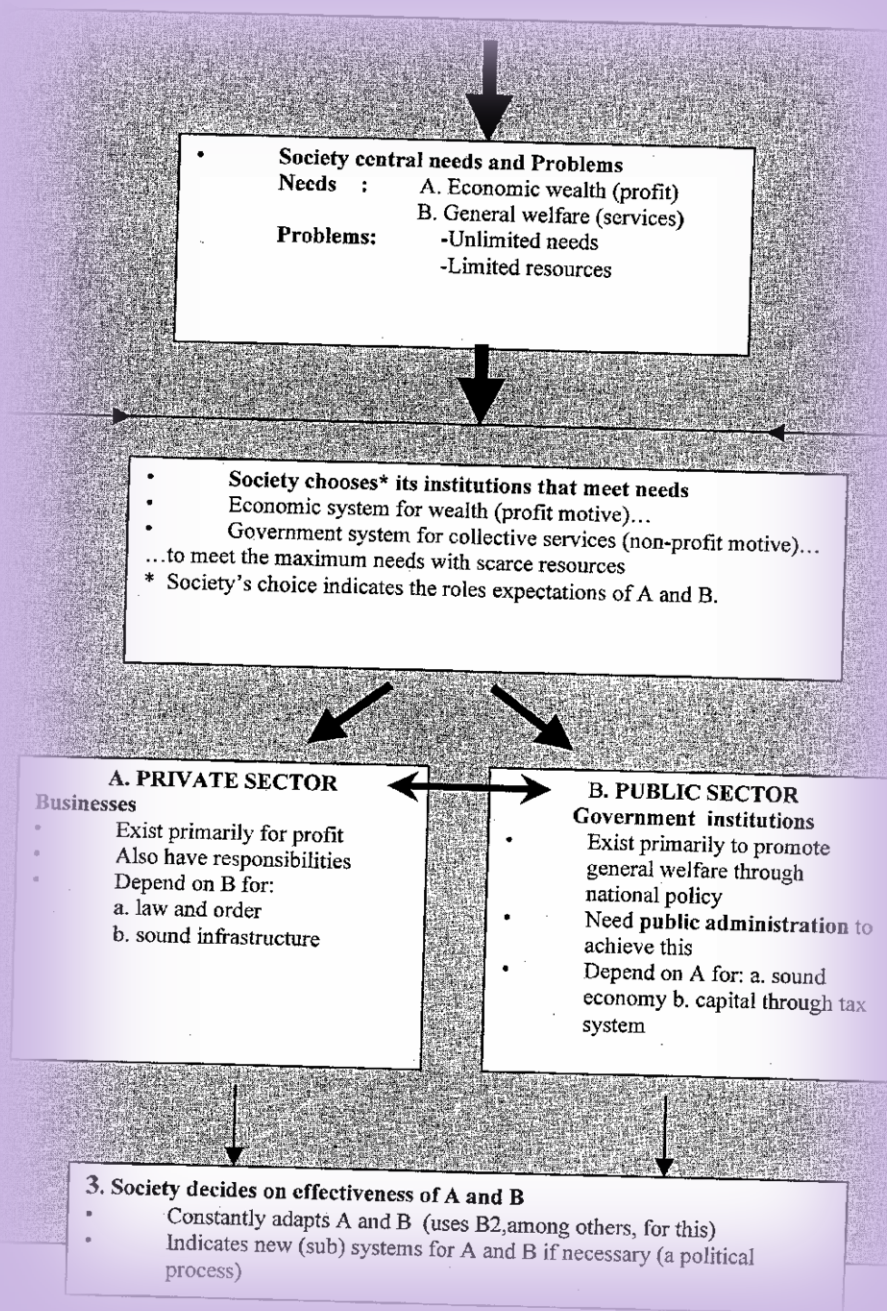


Figure 3.1 The cycle of meeting needs in society

(Source:DuToit & Van der Waldt 1998:28)

The needs of society in especially third world countries, at all times, outweigh the resources available for need fulfillment. Governments are forced to develop various strategies to meet the needs of citizens. The presentation that follows is an exploration of various strategies that have been employed in service delivery. Some models that have informed service delivery in order to meet with the mandate of good governance are also discussed.

3.3. Strategies of service delivery

There are common characteristics in both the national and international strategies of service delivery in governance. However, some strategies of service delivery have been exclusively implemented in one or the other geographic territories, due to it being more relevant to that specific context.

3.3.1. Service delivery through inter-sectoral networks

Networks, as a strategy, utilize informal coalitions, trust, reciprocity and mutual adjustment to facilitate cooperation and to coordinate decisions. This strategy cascades down to the community level and is therefore rooted in civil society. The information age, through the medium of information technology, supports network formation such that communities at local and global level may come together on common problems through the medium of networks. This strategy has the advantage of linking local and global governance processes (Global Report on Human Settlements 2001:58).

Interdependence and continuing interaction between network members, caused by the need to exchange resources and negotiate shared purposes, has become increasingly necessary.

There is also a need, at times, to be networking with other sectors. It is evident that both the public and the private sectors are dependent on each other, and are therefore forced into network formation (Peters 1998:11).

Networks, as a strategy of service delivery, are said to be fairly independent of state control. It is perceived that networks do not have to account to the state and, therefore, are seen as self directing structures. Despite this situation the view expressed is that the state would be able to influence networks (Rhodes 1996:660 cited in Sing 1999:99).

There are various roleplayers in a network. All participants vary in their interests, and, at times have conflicting goals and differing levels of authority. There is said to be no dominant roleplayer. The relationships are characterized by negotiation and compromise. The style of governance in a network, differ from the hierarchical top-down control as is in government control (Kickert 1997:34 cited in Sing 1999:99).

Democratic governance systems are considered to have an open door policy towards NGOs, CBOs and private firms forming partnerships with public agencies. Networks are associated with partnerships. The network as an instrument is inter-connected at various points of common interest and it has power in terms of influencing, sharing and control. Due to its influential nature, the structural formation of networks and the procedures it employs, are said to be important to the success of policy implementation in governance (Brinkerhoff 2000:212-213).

Some critical factors of city network operations are presented below (Borja & Castells 1999:213):

- **Leadership** -Cities are complex structures. It is therefore said, that the leadership directing cities need to have skills in managing complex projects, conflict management and information dissemination locally and globally.

- **Profitability-** The network is a viable option when the cost of producing services or goods are cheaper through the network structure, than if it were to be produced individually.
- **Common Project -** The need to share in a common project is a prerequisite for the formation of a network.
- **An Objective -** Networks need to have conceptualized a common objective for the project, and the product or service which is the outcome of the networking process.
- **Specificity-**It has been found that projects that carry with it some form of specialization, had more successful outcomes, through the network process.
- **Dimension-** The size of networks need some attention. The size should be determined by its objective. Whatever the size it must be well managed and monitored.
- **Control Systems-** There should be procedures and methods in place to ensure compliance and control. The state of progress should be known at all times.

3.3.2. Partnership in service delivery

Partnerships exist when there is a shared vision and responsibility for the delivery of services by different stakeholders. It requires close cooperation between parties and the coordination of their roles and functions in relation to service delivery. It is based on the notion that government cannot deal with the challenges and the needs of the people because problems are multifaceted and interdependent. While there is a division of labor between participants, no one party is in an authority position, and in control. This governance relationship is of an ongoing nature and for mutual benefit (Stoker 1998:40-41).

Partnerships are seen as a governance mechanism to develop coalitions. Such coalitions are important in strengthening constituencies which are effectively utilized in the implementation of reform strategies (Brinkerhoff 2000:213).

Organizations and interested groups enter into partnerships for one of three reasons

(Harding 1998:74):

- (a) A threat of loss if they did not.
- (b) There is the possibility of acquiring a benefit.
- (c) The institution has no other option available to it.

The different types of partnerships are (Harding 1998:74):

- The one type is where the institution is not able to provide the service it has been providing due to the dwindling of resources or an increase in demand for service, and therefore becomes dependent on the resources of a partner to supply the shortfall. This type of relationship is referred to as a defensive relationship.
- A second type of partnership is referred to as the offensive partnership whereby the institution does not have the resources or capacity to provide services that it needs to provide. It therefore acquires the competencies of partners who are known to have them.
- A shotgun partnership transpires when the authority that governs, finds that a partnership needs to be entered into by an agency whose behavior needs to be changed, and the only way to achieve this is by facilitating a partnership with another institution.

3.3.3. Public-private partnerships

This concept developed due to a lack of resources in the public domain and the need, therefore, to share resources with the private sector. This partnership also became necessary as a result of the huge backlogs in service delivery which cannot be met by the public sector alone (South Africa1997b:27). To be effective, governments must

complement their capacities with those of various actors in the non-governmental sectors (Stone 1993 cited in Stoker 1998:43).

There is the view held that the state should not pass on its responsibility for service delivery to civil society organizations as these organizations are too small to have the required impact on wide-scale governance . This view is supported by the perception that it is states that should retain the role for service delivery to civil society, while civil society organizations should primarily be involved in influencing policy formulation and implementation, advocating and playing an oversight role (Malhotra 2002:150-151).

Some of the characteristics of public-private partnerships which make them desirable to policy entrepreneurs to enable them to achieve their own policy goals,are indicated below (Peters 1998:20-22):

- The relative lack of visibility of partners. This instrument of service delivery is arrived at through negotiation and its existence is most often unknown to the public. While there are advantages in using this instrument, there are several disadvantages that accompany it. The major disadvantage is the lack of accountability. This lack of accountability is strengthened by the decrease in visibility of the partners. This, then, does not allow any one actor control of policy and therefore there is no one actor taking responsibility for implementation of policy.
- This instrument can be cost effective as projects are funded jointly.This results in a reduction in the cost of providing the service for each sector involved in the partnership.
- Partnership programs are said to avoid the existing bureaucratic processes. This arrangement facilitates decision making. In the public sector the protocol and legal constraints involved in program implementation create tremendous delays in actual implementation. It is said that in a partnership these procedural demands are minimized and there is greater flexibility.

- Partnerships appear to avoid pressure from the government as compared to other methods. The voluntary nature of partnerships make such a mechanism less dictated to by government for the attaining of targets, than if the service was provided directly by the public sector.

The view held is that in order to be effective in responding to the challenges of change and conflict in society, both government and non-governmental roleplayers combine their skills by forming regimes. A regime is considered to be a strong structure that can provoke action from a point of strength. This is a form of public-private partnership. Three regime forms are proposed which constitute the urban regime typology. These are the organic, instrumental and symbolic regimes (Stoker 1998:43-44). These are presented below (Stoker 1998:43-44):

- Organic regimes are formed amongst partners who have a sense of common purpose among participants who have long standing relationships, and share a sense of local dependency. Participants are said to share a common outlook experience and perspective. Such regimes also share in the wider community, and they are therefore accepted by the wider community.
- Instrumental regimes come together on short-term projects. Participants are results driven. This is essentially a political contract on common areas of interest. The relationship is developed through a process of collaboration, compromise and consolidation. It operates on an exclusion process, whereby it protects the interests of disadvantaged groups at the expense of the broader community interest.
- Symbolic regimes are formed around issues of ideology. Such regimes are based on human rights issues. They are therefore expressive and concern themselves with extensive outreach to local communities. The upper government echelons are under pressure to support such regimes based on humanitarian issues they drive.

The Privy Council Task Force Report (1996) refers to the need for partnerships to have clear service objectives, performance targets, service standards, roles and responsibilities, service procedures, reporting requirements, cost estimates, and funding commitments. It also refers to findings in their study whereby, while most innovative initiatives in service delivery were built on partnerships, service managers in the public service stated that they had minimal practical experience in managing partnerships. There were also few tools to assist them in this regard. Several of the service delivery programs surveyed, revealed the importance of a clearly presented vision for the success of the project. However, it also conceded to the fact that it is not possible to plan innovative approaches for service delivery in detail before implementation. There were perceived changes along the way that had to be accommodated (Privy Council Report 1996:36-37).

3.3.4 Civil society participation in service delivery

Community participation is necessary to represent accurately the needs of the local people. It helps to legitimize local government structures and make policies more efficient, especially where public institutions have been ineffective in providing basic services. In developing countries, civil society participation is more significant due to government failures being more frequent, while in developed countries most government programs are aimed at fighting against the exclusion of people. Furthermore, community participation is necessary in developments in the economic front (Global Report on Human Settlements 2001:60-61).

Society's role in government activities and governance structures must be carefully organized through a collaborative process (Kroukamp 2002 cited in Nzimakwe 2005:61).

The following guiding rules should inform citizen participation (Kroukamp 2002 cited in Nzimakwe 2005:62):

- Grassroots participation is encouraged through awareness creating on the value of citizen participation in the governance process.
- Citizen participation should be present during the process of the entire project.
- Citizens must be allowed to be part of the decision making on issues affecting them which includes, getting into the confrontational position should the situation warrant it.
- The provision and monitoring of resources and services must be undertaken through citizen participation.
- In situations of conflict, participation should be such that all citizens who participate do benefit.
- Citizen participation should promote and strengthen existing relationships, while also strengthening that of leadership.

There are important governance roles for both the state and civil society which cannot be transferred or substituted from one to the other. There are multiple roles that civil society needs to undertake. The most important of which is to challenge the regimental mindset of government and their policies. The other major role for civil society is to protect the interests of the most vulnerable, poor and marginalized communities, by building transparent and accountable institutions which are capacitated to protect, control and enact the law. This is viewed as an important function to contribute to the achievement of sustainable human development (Malhotra 2002:152).

Civil society can play a role as mediator whereby it takes back information from communities to governance structures. Governance failures can be identified by communities, which then can be fed back to the governance processes. This should be followed up by advocating for changes by formulating a demand and transmitting it to

policy makers sitting on the legislature (Faguet 2005:8). Characteristics at a community level have been identified which can facilitate this process. These are listed below (Faguet 2005:8-9):

- Communication skills and the ability to communicate with different community groupings.
- The presence of characteristics of trust and responsibility on the part of community leaders.
- The presence of a healthy interactive relationship between civic leaders and local government where, cooperation exists, to promote the attaining of policy goals, while being able to oppose undesirable decisions which result in modification of their actions.
- The basic provision of resources in order to undertake the functions.

3.4 Models for cooperative and co-ordinated service delivery

According to The Constitution of the Republic of South Africa, 1996, the concept of cooperative governance in relation to the spheres of government, recognizes the independence of each sphere, while at the same time conceding to the situation that to be effective the different spheres needed to work together as a system (Levy & Tapscott 2001 cited in Mhone & Edigheji 2003:158).

Cooperative governance demands not only joint decision making amongst spheres of government, but also joint action. Planning should be conducted together for the same geographic areas to avoid fragmentation, confusion and duplication (White Paper on Local Government 1998:23). Poor coordination is cited as being a main contributing factor for the poor level of service delivery by the South African Government (Madlopha 2003:78).

3.4.1 Local governance as a model of service delivery

It is said that local governments do have the authority to meet the basic needs of communities. However, they are dependent on the national and provincial governments for service delivery in the fields of education, health and welfare. It is the role of local government to facilitate the process of service delivery by creating a conducive environment (Viranna 2003:52).

At a local level, government depends on the degree of co-operation from the private sector and the accumulative capacity of both the state and the non-state role-players, to form regimes that enable them to become empowered and to engage in service orientated activities, and decision making (Stone 1993 cited in Stoker 1998:47).

Local government need to work closely with civil society organizations while civil society organizations have a responsibility of mentorship at local government level, through the development and implementation of service delivery programs that can be reproduced by government. It also has a role to play in capacity building of disadvantaged communities who are then enabled to make demands on government to meet their needs (Malhotra 2002:152-153).

There needs to be a new way of governing at the local government level. Areas of reform suggested are as follows (Ranson & Stewart1994:130-131):

- A range of community forums need to be created. These structures should facilitate collaboration with members of the public leading to joint decision making. These forums should represent the diversity of the composition of the community.
- Local government needs to be transformed. It should set the framework for the development of participation through community forums and the measures for settling areas of conflict through community participation. The result of such

reforms should be an institutional framework for community governance which has the capacity for integrating participative democracy and representative government.

- Local government, which represents community participative governance, should contribute to transforming the public sector. This can be done by establishing community based institutions which have powers for collective decision making.

Another viewpoint is that there is good government when the three elements which are politics, economy and civil society share power equally in their relationship to one another. Furthermore, should this equitable balance not prevail, then specific types of imbalances would contribute to different types of failure in government (Faguet 2005:1).

The United Kingdom Local Government Management Board (1995) presented sustainability characteristics for local governments. Those that relate to the social needs of communities, have been listed below (Borja & Castells 1999:140):

:

- There must be efficient utilization of resources and wasteful practices must be eradicated.
- Service delivery must take place at a local level.
- There should be a focus on prevention whereby environments should be maintained in a safe and clean manner so as to prevent illness.
- Conservation of the environment and natural resources should prevail in the provision of goods and services. Goods and services should be accessible to all.
- There should be no threat of crime or violence in people's lives. People should be able to feel safe where ever they are.
- There should be participative decision making at all levels.
- There should be equal opportunity for all to contribute to the building of society.

- People should have access to information.

3.4.1.1 Examples of local level partnerships

This case study cites two examples of local government and partnerships as models in service delivery. It illustrates the differences that exist in different state contexts. The one case study is of local governance in the United Kingdom (UK). The second case study is of local government in Sweden (Harding 1998:75-78).

3.4.1.1(a) Local level partnerships in the United Kingdom

Partnerships in the UK have been mainly at the local level which is at the point of service delivery. In the post war period before 1979, there was a partnership in service delivery between the national and local levels of government. However while the responsibility for service delivery was at the local government level decision making for service delivery was undertaken at the national government level. A subsequent move towards privatization at the local service delivery level by the national government, led to a revival of the business culture in service delivery, and gave rise to partnerships being formed at a local level between local government and the private sector. Packages of care programs were developed in the community, for example, in the field of mental health. In these instances complex partnerships were created between the local authorities and a range of public and non-profit agencies who managed the service. Each sector took responsibility for overseeing part of the problem (Harding 1998:75-78). However, it is said that local authorities were the dominant role-players to oversee service delivery (Pierre 1998:88).

3.4.1.1(b) Example of local partnerships in Sweden

The main themes in the local government partnerships were networks and co-operation. The process of creating networks was driven by municipal leaders for the purpose of

accessing the resources of key holders of resources. Local politicians established good relationships with individual and collective resource holders. There were three strategies used to influence the resource base of the local government (Lundquist 1998:93). These were (Lundquist 1998:93-110):

- The one strategy was where local governments recruited outside companies as partners to the municipality, for the purpose of increasing job opportunities for citizens and the tax base for the municipality.
- Poorer municipalities entered into a partnership to share resources.
- Resource sustainability was adopted to maintain the natural resource of the environment. Municipalities depended upon one another in this process.

The Municipal Act of 1991 provided the opportunity for more municipal self governance in Sweden. Mutual agreements make up one third of local to local partnerships (Lundquist 1998:111).

This strategy is very relevant to local governance in the Republic of South Africa as it facilitates the process of resource sharing at this level. It can therefore be considered a turnaround to addressing the challenge of limited resources for service delivery.

3.4.2 Decentralization as a model of service delivery

Decentralization refers to the cascading of power to lower levels, together with resources and responsibilities. While decentralization is practiced in most countries some quarters view this strategy unfavorably, as the view held is that there is a shifting of responsibility to lower structures (Global Report on Human Settlements 2001:59).

The concept of decentralization as a model in service delivery has become a hotly debated issue in both the first and third world countries. While decentralization is prominent in discussions on policy issues in the US, UK and EU there is also the perception that little consensus exists on the positive effects of decentralization in empirical literature. There are two viewpoints on the benefits of decentralization. There is the pessimist's viewpoint which states that local governments lack the technical, human and financial resources to produce efficient and effective services and the optimist's view who see decentralization as a model that could make it possible for governments to provide services more appropriately to a diversity of population groups within a specialization paradigm (Faguet 2005:2).

A district council is said to be a decentralized structure that has several tasks. The tasks are monitoring, control, consulting, information management and submission of proposals, however, with limited decision making power. The process of deconcentration accompanies decentralization. This process refers to the cascading of skills and competencies of all kinds. It is said that this process needs to be carefully done so as not to increase costs which then would further reduce resources (Borja & Castells 1999:189-190). The following conditions are a pre-requisite (Borja & Castells 1999:190):

- Appropriate resources are required. These are skills, funds and material for the tasks at hand.
- There needs to be good communication between centralized monitoring organizations and the decentralized organizations which deliver the service.
- Revamped administration and management systems are necessary to meet with contemporary challenges in service delivery.

3.4.2.1 Case study on local government & decentralization in Bolivia: Charagua & Viacha Municipalities

This case is about two different local governments within one state and it highlights huge differences in governance processes between these two districts. It illustrates the important role that the quality of local government plays in nation building and in developing strong self sufficient communities in municipal districts. It is also an example of the characteristics of decentralization that contribute positively and those that contribute negatively to development, and service delivery. Both Charagua and Viacha are towns in the country of Bolivia. In 1997 Charagua achieved a very positive reputation for service delivery. Decentralization increased its municipal resources by 65 percent, year on year, and their funds were assessed as being well spent. It achieved top ranking in a departmental ranking. This was attributed to the good reputation of the mayor who was said to be a good administrator, and councilmen were found to be hardworking, honest and effective. Citizens shared the same view of these officials. Research undertaken found similar findings. While there was strong dissatisfaction with Bolivian politicians at a national level, grassroots respondents reported satisfaction with the local government of Charagua, where there was not a single accusation of official corruption. Projects were found to be effective and responding to citizen needs. This was achieved through transparent and equitable processes. A wide range of public officials, business and civic leaders, were of the opinion that municipal administration was effective and delivered a high quality of service. The success of this municipality was said to also have been due to the degree of cohesiveness that existed in the community. They had tremendous cooperation amongst themselves. It was found that citizens were able to articulate community interests (Faguet 2005:12-13).

The Viacha Municipality presented a different picture. This municipality was labeled as a troubled town. There were accusations of corruption and incompetence of political parties. The 1996 budget was under-spent by two million bolivianos. The city was said to have

become polarized. There were two factions, one supportive of the mayor and the other demanding his resignation. All participative planning processes broke down. The mayor was charged with corruption. Despite the ineffectiveness of the municipality, the mayor's payroll increased by 100%. Other factors that were found to have contributed to the downfall of the Viacha Municipality was that the members of the municipal council, had little knowledge of their own responsibilities and made no effort to find out for themselves (Faguet 2005:14).

The political scenario and the economic situation in Charagua and Viacha Municipalities also impacted on the effectiveness of these municipalities. In Viacha the *Cerveceria Boliviana Nacional* (CBN) played a monopolistic role and held all the economic power in the municipal district. They provided finances to the local political system. The CBN dominated through the monopoly of all its resources and distribution networks. It utilized its resources and network distribution for promoting the political agenda as well. The CBN had a reputation of bribery or intimidation of opposition party leaders, which weakened the strength of the opposition (Faguet 2005:15).

In Charagua by contrast the cattle ranchers who were the dominant economic roleplayers were represented in all political parties as they had differing needs. This created a competitive culture in the political system and enabled business to flourish. These ranchers also played a role in developing skills of the farming communities who were taught to drill wells. They also passed on technical and veterinary skills to non-members. The decentralization program of Charagua brought rural communities into the mainstream of the municipal system through the redefining of boundaries. This process enabled the rural communities to have access to resources which they otherwise would have been without (Faguet 2005:16).

In Viacha the process was much different. The CBN bribed and intimidated the weaker parties to submit. The local political system was uncooperative, unrepresentative and lacking in innovation. The priority needs of rural communities were not attended to (Faguet 2005:17).

In terms of civil society homogeneity, the municipalities of Charagua and Viacha differed very much as well. In Charagua the majority of people consisted of a network of rural villagers. They were homogeneous in social characteristics and had self sustainable governing structures. The Viacha communities consisted of a heterogeneous mix of people. They had differing social characteristics. Their interaction was marked by violence and antagonism between the different groups. Civil society in Charagua was found to be an asset to Charagua. Civil society was organized with good communication channels and relationships were based on trust and a strong sense of responsibility prevailed. In Viacha by contrast civil society was riddled with discontentment and people were suspicious of one another (Faguet 2005:17-18).

3.5 The role of cities in service delivery

Cities have the potential to promote sustainable development which is necessary for the survival of citizens. While globalization forces cities to work in a collective manner by mobilizing their economic, social and natural resources, studies have shown that the inhabitants of cities are multi-racial and multi-cultured, and they therefore have varying socio-economic needs. The diverse character of cities is said to have adversely affected the homogeneity of city inhabitants. Further, city development has also become very unequal as is evidenced by the nature of the socio-spatial developments taking place. There is a trend increasingly for temporary structures to manage services in cities. These factors have contributed to the increasing fragmentation in cities, which hampers cooperation and coordination. Cities cannot depend on assistance from central levels of government. They are forced to maximize the access to resources at municipal level. This resource

mobilization is enhanced through structures such as the forming of coalitions with other municipalities and local structures. Due to the extreme degree of fragmentation in cities, this process of resource mobilization is hampered, and therefore poses a threat to progress in service delivery at this level. This situation is more damaging in the metropolitan areas of developing countries, where changes in the cities are dramatic and require greater capacity for control and decision making (Global Report on Human Settlements 2001:58-59).

3.5.1 Case study of service delivery reforms in the cities of Canada

This example is being cited due to the comprehensive nature of the research study undertaken in the cities of Canada (Privy Council Task Force Report 1996:1). The universal nature of the findings as well as the accompanying resolutions to problems that have been expressed by respondents in the study on service delivery, renders the findings relevant in developing practical insights into practices that promote and factors that hinder good governance in service delivery.

A task force was established in Canada in 1995 at the Privy Council as part of a reform initiative to improve service delivery by the public service. The existing services were evaluated from the point of view of citizens, and from the staff of the council. Seven hundred clients and one thousand two hundred federal public servants formed the study sample. The general findings from the client sample were as follows (Privy Council Task Force Report 1996:5-13):

- There was no one model of service delivery that was found to be most appropriate at all times.
- Services were said to be fragmented as the different departments providing services worked in silos, and it therefore meant that the client had to take the initiative to integrate the services of the various departments, in order to meet with their individual needs.

- Fifty eight percent of citizens were of the opinion that too many programs ran by government did not work.
- Not too much was expected of services provided by government, due to the fiscal constraints that were experienced. There was however an expectation of a range of service provision from the government. Accessible services through the use of information systems were an expressed preference. There was a preference expressed for personal contact with public officials in the delivery of services, and not just an automated service provision.
- Clients rated the attributes of reducing hierarchical delays in procedures, timelines, transparency, openness and results based, as important, and they rated a low level of satisfaction on all these dimensions for existing services.
- Almost ninety percent of Canadians were of the view that, higher quality customer service was more important than having a result-orientated federal government. Accountability was considered to be one of the most important criteria to improve governance in Canada.
- Citizens believed that service delivery must be built on the main vision, objectives and goals. Furthermore, that while governments were taking on more of a steering role and less of a rowing role, it was important that governments preserve their main functions which were perceived by citizens to be, the safe guarding of public interest, partnership building and coordination of inter-sectoral service delivery structures.

3.5.1.1. Strategies to improve models of service delivery in canada: citizen –centered service

While some of the aspects discussed under this section feature in previous chapters in relation to governance, the discussion here is mainly in relation to the concepts linked to improving the quality of direct service delivery outcomes in the public service domain.

In the traditional mode of policy development, policy is developed and programs are designed for implementation. Implementation of these programs takes place at another end of the supply chain to recipients who were not involved in the process of policy development, nor with the policy design process. Public officials are said to be judged on how they implement policy, and not on how services are delivered by them to the public. Clients on the receiving end of services feel uninvolved from the main processes. It is the staff in the frontline of service delivery who has to deal with dissatisfied clients. It is they, who also have to manage the levels of discontentment between policy and program development staff, as well as the service delivery staff. This scenario contributes to unhappy and dissatisfied citizens. The turnaround to this situation is what is referred to as client-centered services in Canada. This approach of service delivery treats service delivery as a systematic process. It proposes a linkage between how policies are developed and how the services are delivered. Furthermore, it is premised on the belief that there should be continuous feedback between policy formulation and service delivery (Privy Council Task Force Report 1996:15). Two models of this approach are presented. These are the Services New Brunswick (SNB) and the Prince Edward Island (PEI) health and Community Services (Privy Council Task Force Report 1996:15, 18-19).

3.5.1.1(a) Services New Brunswick (SNB)

The SNB coordinates the services of ninety provincial service delivery outlets. This is undertaken through a network of offices that are easily accessible to the citizens. There are trained staff who provide services for sixteen different government departments. There is one SNB manager responsible for these staff. SNB provides the service through a one service point facility which could be a counter, kiosk or telephone and through computer software. It is SNB which integrates the service for the citizen. This transformation in service enabled the government of New Brunswick to save money in their service delivery and their resources were more efficiently managed (Privy Council Task Force Report 1996:16).

3.5.1.1(b) Prince Edward Island Health and community services (PEI)

This was an exercise to transform health services. It is used as an example to illustrate a model of clustering in service delivery. The old system of service delivery was based on separate services from the three main provincial agencies which provided both health and social services. These were the Human Resource Development Canada, Nursing Homes, Community Organizations and Hospitals. There was no mandate for these organizations to enter into partnerships in the delivery of services. In the face of cutbacks that were being faced, PEI took a decision to terminate this culture of isolation among service providers. The Task Force resolved that to obtain an integrated service that cut across departments, discussions related to service delivery had to be initiated. There was a process of formulating the common outcomes on major issues affecting them. A mix of government, communities, service providers and citizens focused on what outcomes they wanted to achieve and organized a way forward. A new three tier model of service delivery was established. The first tier consisted of a Department of Health and Social Services. Its responsibility was to manage policy matters. Representatives from the citizens and the service providers were organized to form a structure called the Health Council which formed the second tier. It was delegated an advice giving task on the umbrella policy and the health care system in respect of the specific objectives and associated goals they wanted to achieve. It was also responsible for conducting consultations with the public. The third tier consisted of five regional council boards whose task was to monitor the service delivery plan and allocate budgets according to the presented need of citizens (Privy Council Task Force Report 1996: 18-19).

3.6 Other related strategies to improve service delivery

While there are several other strategies document in literature that are used to improve service delivery, the researcher has selected a few very relevant strategies for further discussion due to its relevance to this study.

3.6.1 Public policy as a strategy to improve service delivery

The thrust of government activity is around the formulation and implementation of policy. When society expresses a need, governments have to act by endeavoring to meet that need. It could also happen that government identifies a need in the community. When government has identified a need in the community it has to formulate policy to address this need. Public administration and management provides and coordinates all the resources necessary for the successful implementation of a government program. These include the planning, staffing, organizing, budgeting and the monitoring measures (Venter 1998:123-124).

3.6.2 Organizational change as a strategy to improve service delivery

Changes in the structure, behavior and internal business processes of a public organization are cited as being critical in meeting the prescripts of good governance in service delivery.

Selected strategies of organizational reform are presented below:

3.6.2.1 Institutional change

Institutions at a national, regional or global level are perceived as not having the required capacity and the resources required to meet the mandates of the normative international instruments informing service delivery standards. A number of institutional reforms have been proposed. One such is a model of cosmopolitan democracy (Camilleri 2002:272).

The principles of this model is aligned to the principles of the Neo-Keynesian construct of democratic and strategic governance theory discussed in chapter two and which forms an important aspect of the theoretical framework for this study.

This model of cosmopolitan democracy in institutional change is based on the following (Camilleri 2002:272-273):

- It promotes democratic practices in all components and structures of the organization. This culture of democracy should transform political and administrative components of local and national communities.
- It advocates for the principles of transparency and accountability to be part of the culture of all institutions and at every functional level of the institution. Joint engagement of the civic sector should be at different levels of the organization and all levels should coordinate their activities in a way that reflects that they are working toward achieving the similar objectives of the organization.
- It also proposes that the issue of power as an impediment or barrier to service delivery needs to be addressed.

As society is always in a state of change and therefore presenting with changing needs, one can conclude that the actual societal situation is never constant. Structural reform is therefore seen as a necessary process to prevent conditions of retarded progress, and disjointed functioning of entities and components in institutions (Camilleri 2002: 274).

The model of reform of Andy Knight in the United Nations, proposes three main approaches to structural reform which they labeled as incremental, adaptive and radical. It was described as follows (Camilleri 2002:274-275):

- In accordance with the incrementalist approach, the view held was that the organizational structure of the United Nations was sound, only that there

needed to be a change in order to make improvements to the efficiency of the managing of this organization. This also included a process of financial review.

- The adaptive reformists strategy, referred to a change in the functioning of the organization, to enable it to adapt to change in the external environment. It would mean then that existing activities will need to be abandoned or amended and new ones introduced if so required.
- Radical reformists are divided into two groups. The dissolutionists, and the successionists. The dissolutionists believe that there was relatively little use for the UN and therefore the need to dissolve this institution. The successionists, however, proposed further developments to the organization which would entail a complete change to enable it to meet with its constitutional and organizational arrangements.

This model of reform is found limiting in that several other relevant dimensions of institutional change did not appear to be considered. Three have been cited by Camilleri (2002). The first refers to the normative standards identified for the organization which guides the assessment of performance, the second is the influence of the current structure of the institution and its role, and thirdly, the influence of time on change efforts in the short and long term (Camilleri 2002:275).

3.6.2.2 Collaborative enquiry as a strategy to improve service delivery

The expressed view is that there are limitations with the top-down rational approach to change in present day initiatives to facilitate meaningful change in organizations. This model proposes a more effective strategy of change to meet with contemporary challenges in governance. The emphasis is on the use of communication and exchange of information based on the experience of existing personnel involved in service delivery, and the management of the organization. Their contribution is said to be relevant to the context of the required change of an organization and therefore valued above other contributions (Kakabadse & Kakabadse 2003:365).

This model emanated from the launch by Tony Blair (1999) the prime minister of the United Kingdom at the time, in his modernizing government initiative. He advanced the view that change in the government should look to the future, should be inclusive and based on the principle of working together. The focus was on finding solutions through fully collaborated processes utilizing both horizontal and vertical channels of communication within and between public service organizations and associated institutions (Kakabadse & Kakabadse 2003:265-266).

Hebermas (1984) states that traditional management theories give prominence to the influence of the top-down directive to policy issues and minimizes the role of discussion among those in practice in organizations. He is of the view that there is a vast amount of knowledge on the subject matter already existent among practitioners on the ground (Hebermas 1984 cited in Kakabadse & Kakabadse 2003:366). There is a need therefore to consider the views of practitioners, in order to arrive at a comprehensive understanding of the issue at hand (Somakh & Thaler 1997 cited in Kakabadse & Kakabadse 2003: 366-367).

People are said to comply with the expected behaviors if they had been involved in the formulation or creation of the theory. It is also said that they would be more likely to test the theories in the assessing phase of the activity in this instance. These conditions are said to be what is required in an effective collaborative inquiry process (Heron 1988, cited in Kakabadse & Kakabadse 2003:370-371).

The social construction theory postulates that organizational realities are formed through the social experience of the organization. The generation of knowledge of the organization therefore creates a new understanding of the organization developing a new organizational reality. This then is said to create organizational change through collaborative enquiry (Berger & Luckmann 1966, cited in Kakabadse & Kakabadse 2003:372).

It is further proposed that the results of a collaborative enquiry is context bound. In addition, the objective of collaborative enquiry is to empower people while generating knowledge which inspires action by participants of the collaborative inquiry (Kakabadse & Kakabadse 2003:371).

This collaborative inquiry approach faces challenges due to the influence of politics at an organizational level. However, despite this situation, this approach is said to be able to bring about meaningful change in an organization (Kakabadse 1984 cited in Kakabadse & Kakabadse 2003:379).

3.6.2.3 Organizational capability as a strategy to improve service delivery

Organizational capability is an important factor impacting on the effectiveness of service delivery by an organization and which then, ultimately impacts on the extent to which governance targets in service delivery are efficiently and effectively met. The elements that are elaborated on in this section are organizational capability, environmental risks that impact on organizational capability to meet its service delivery targets, the role of the organizations statement of intent and strategic planning processes all of which are proposed, presents a holistic view of organizational capability(Bhatta 2003:402-405).

Factors that inform the need for this approach (Bhatta 2003:404):

- Organizations do not work in isolation.
- The external environment which influences an organization is multi-faceted.
- An organization is perceived not to have the capacity to access all the information it requires about the external environment for adequate decision making.

Based on limited information, organizations take decisions to manage their affairs. This utilization of limited understanding is referred to as bounded rationality (Simon 1947 cited in Bhatta 2003:405). This lack of understanding of the environment in its holistic perspective then is responsible for poor decision making by organizations which impacts negatively on organizations being able to meet their objectives effectively (Bhatta 2003:405).

The capability approach to organizational reform proposes that capability should be strategy driven. In the traditional approach of organizational reform, organizations focused on capacity building and training of staff. This capability approach goes beyond the training of in-house staff, to that of meeting the changing needs of organizations. It would therefore mean that, in many instances, organizational needs would inform training (Bhatta 2003:402).

Furthermore the capability approach looks at capability in relation to environmental risks that impact on organizational capability. This should then follow a preparation of a statement of intent in this regard (Bhatta 2003:402). Organizations are affected by the external environment to the extent to which it is able to deliver on its commitments (Aldrich 1979 cited in Bhatta 2003:402).

The understanding of the risk and its effective management is important in the understanding of organizational capability. The view held is that organizations will be better able to manage the turbulence in the external environment, if the organization prepares a statement of intent. Such a statement will assist organizations to determine their capability needs to enable them to deal with the external environments (Bhatta 2003:403).

Organizational capability is composed of two important elements. These are (Bhatta 2003:405):

- (1) Resource capability, which refers to the extent to which resources are able to produce the outputs, which include financial resources, physical and human resources. This includes the quantity, quality and mix required to achieve desired outputs.
- (2) Systems capability refers to the capacity of the management systems to manage the resources and achieve those outputs and includes, the management systems of strategic planning, financial management, personal management and management of information technology. Aspects of organizational culture, organizational structure and organizational relationships also impact on systems capability.

The strategic planning process that takes the organizations mandate and translates this into a strategy for the organization is seen as the first step in the analysis process. The strategic planning process focuses on objectives, interventions and risks of the organization. The following questions can be asked in this regard, namely (Bhatta 2003:406):

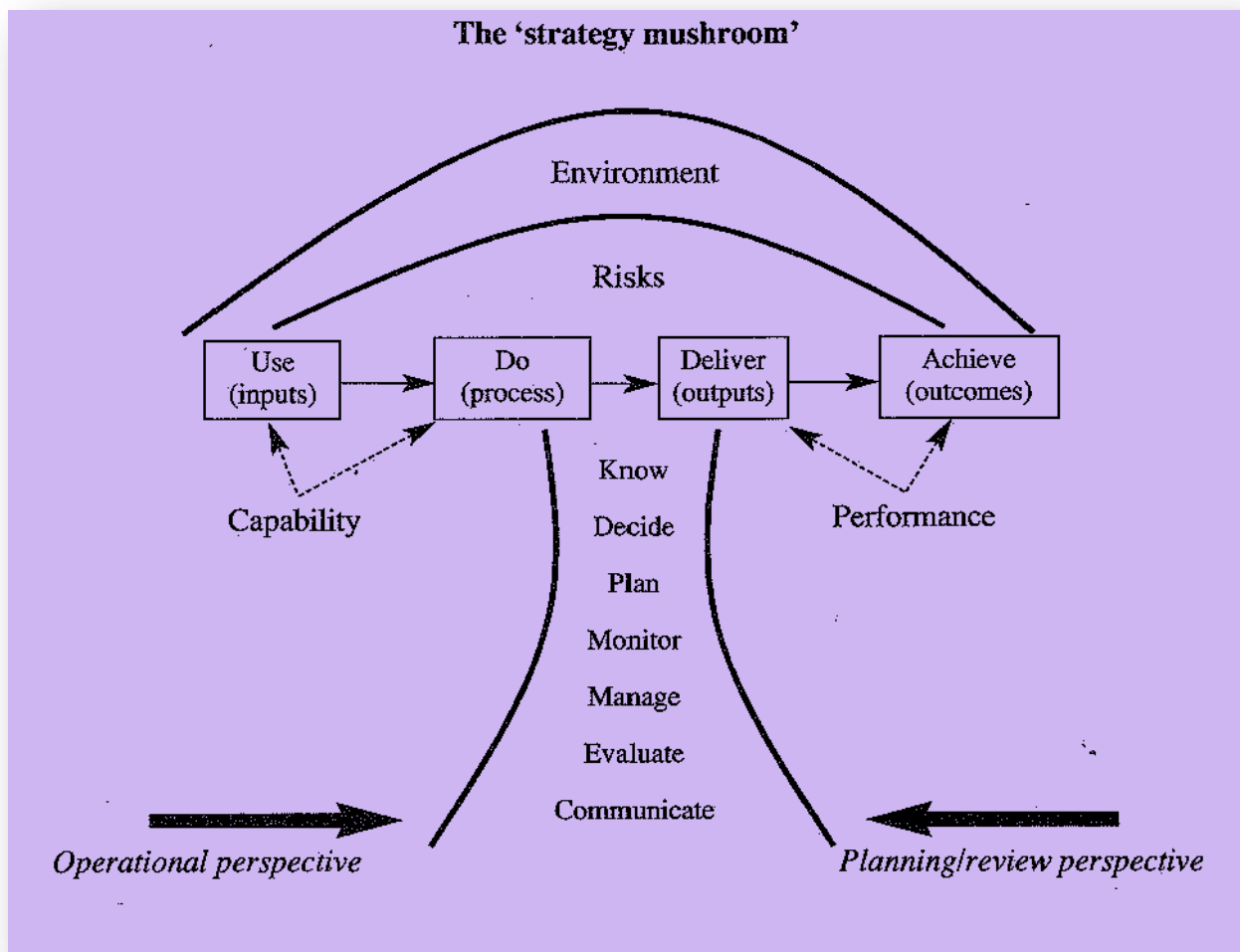
- What are the goals of the organization?
- What are the organizations' priorities and how are they set?
- What risks does the organization face in its work?

The way to find answers to the above questions are by examining the sequential relationship between results, strategy and capability and then back to results (Bhatta 2003:406).

Capability of an organization is affected by political, social and economic elements in its environment which impose constraints on capability. The analysis of organizational capability therefore needs to be holistic (Bhatta 2003:407).

For ease of understanding these concepts on the notions of capability and performance, it is diagrammatically presented as a 'strategy mushroom' in figure 3.2 below:

Figure 3.2 The strategic mushroom



Source: Bhatta (2003:408)

The cap of the mushroom depicts the goals of the organization. The delivery and achievement relates to the performance of the organization. This refers to the impact of the services and the products it delivers. The inputs and processes constitute the capability of the organization which refers to the structures, systems and resources it requires for the delivery of services according to the performance targets. In terms of a holistic view, these issues need to be understood in the external and the internal operating environment and its impact and management by the organization (Bhatta 2003:407).

The four elements in the cap are interconnected. It is clear that the environment of the organization and the composition of the organization are governed by mandates and directed by goals. The organization engages in strategic planning to achieve its goals. Its achievement of goals is dependent on the capability of the organization which influences its inputs and business processes, which then impact on performance to achieve delivery outputs and achieve outcomes (Bhatta 2003:407-408).

3.6.2.4 Organizational statement of intent

Organizational capability can be enhanced by the organization through preparing an organizational statement of intent (SOI). The SOI is considered to be a tool for the organization to use to make known its intent to do certain things, and to indicate how it will go about doing them. The main purpose of the SOI is to state the level of capability of the agency in its ability to meet its objective. Another purpose of the SOI is to state the desired level of capability and the extent to which the organization has or does not have this capability. This then means that a gap analysis has to be undertaken and presented on how the organization intends bridging this gap in achieving this objective. The SOI with the gap analysis enables government to make appropriate investment decisions (Bhatta 2003 410-411).

Some organizational capability risks are as follows (Bhatta 2003:411):

- The absence of political and management support in a continuous program of capacity building.
- Limited resources.
- Imbalance in resource allocation.
- Localized demands on organizational capacity.
- Poaching and porosity which refers to the ease of transfer and movement of expertise across agencies.
- Loss of skilled staff who fail to return to parent organizations after training.

The risks in developing countries are more pronounced with a shift from a strongly bureaucratic public service to one that is committed to achieving its mandates. An exercise was undertaken by a project funded by the United Nations Development Program, whereby nine organizations which had completed the capability building projects were reviewed to identify risks to organizational capability (Bhatta 2003:412). Two main observations were made. These were (Bhatta 2003:412):

- The risk assessments for most projects lacked depth.
- The most often cited risks identified that adversely affected organizational capacity building were with regard to both the regional and national organizations having a change in leadership, lack of cooperation from stakeholders, absence of consistent political leadership, challenges encountered to recruit and retain staff.

Organizations need to develop their own strategies to manage these risks. Strategies developed need to address internal and external environments of the organization. Some internal and external strategies are (Bhatta 2003:412):

Internal strategies:

- Developing protective measures (buffering).
- Sharing expertise across organizational units.
- Forward looking.
- Limiting resources.

External strategies:

- Stakeholder networking.
- Influence of government regulations and legislation.
- Inclusion of other organizations.

An example of buffering within the organization could be the retaining of critical human and technical resources. The reason for the identified risk could be a limited supply, or price increases. This strategy of buffering then prevents the risk from actually being experienced or minimizes its impact should it happen (Bhatta 2003:412).

It is said that the experience of organizations in the public sector which had attempted to prepare SOI's discovered that there are certain pre-requisites for it to contribute to organizational capability. These are (Bhatta 2003:412-413):

- Engagement with ministers since the SOI is a high level document. Buy-in from ministers was a necessity. There should be an exchange of information so that there would be an appropriate understanding of the framework.
- Preparedness of organizations to invest the time and resources for the realization of the SOI. This requires commitment from organizational leadership.

- There needed to be ongoing discussions within organizations on strategic issues.
- Government outcomes needed to be clear and quantifiable.
- There should be a detailed analysis with the accompanying intervention measures necessary, namely, capability gap analysis, environmental analysis, resource requirements and the like.

A proactive SOI requires consensus on the domain, as organizations especially in developing countries operate in multiple domains mainly in the public sector (Bhatta 2003: 413).

3.6.3 Strategies for the scoping of direct services to improve service delivery

Cloete (1999b) proposes changes to the traditional way in which the public service operates in order to improve service delivery. Some of the changes proposed are (Cloete 1999b:87-90):

- Utilizing private agencies and volunteers more increasingly in the delivery of public goods.
- Reducing the range of services provided by limiting it to the capacity that is available within the state.
- The state should increasingly take on the role of regulator, promoter, facilitator, monitor or participant.
- More practical strategies needed to be assumed by the state in supporting the processes of decentralization whereby decision making powers, planning, delivery and control are devolved to the lower levels of government.
- A reduction in the size of the public sector from large bureaucratic structures to smaller user friendly organizations.

- An integrated strategy and financial planning organization with a separation of strategic policy making activities from operation activities of implementation.
- A focus on outputs, results management and performance systems.
- Assessments need to be thorough by presenting quantitative measures of outcomes of service delivery.
- Participative work environments with transparency in policy design and accountable structures, needs to take over the bureaucratic structures of the public service.
- The budgeting process should be on the accrual budgeting bases with the multi-year financial planning cycles.

3.6.4 Public resource management

Public resources must be utilized for the purpose of fulfilling the goals and objects of the state. They must therefore be utilized on approved projects and programs. The process of pursuing objectives of the state is a complex one. It involves public management activities and public organizations both of which are in constant relationship with the external environment of the organization. The interaction of the variables of all three systems is said to be complex and in constant interchange. The management of public resources and its utilization with the public service environment is unique and the processes involved in the procurements, control and utilization of resources are distinctly different from that of the private sector (Schwella et. al. 1996:3-6).

3.6.5 Leadership

Public managers need to be committed leaders for the success of service delivery programs. In the Privy Council Task Force Report it was expressed that senior managers should spend more of their time on issues related to service delivery. According to public officials, change takes much time and effort. There has to be a continuous display of commitment from senior managers on a day to day basis for the successful change of

organizational culture. There must be timeous resolution to policy questions (Privy Council Task Force Report 1996:38-39).

Visionary leadership is an important requirement to achieve transformation, goals and objectives of an institution. It is the employees of an institution who implement the operational plans to achieve the transformative imperatives of an organization. It is therefore necessary that the visions of the leaders in the institution are known and understood by all staff so that they may partake in all activities in pursuance of the institutional objectives (Jonker cited in Van Niekerk et.al. 2001:252).

Methods that can be utilized for the visionary leadership process are (Buss & Avolio 1994 cited in Van Niekerk et.al. 2001:252):

- Undertaking a visionary audit to determine the present direction of the institution and the support it receives from all role-players as well as progress with its policies.
- Undertake an analysis of opportunities and threats as experienced by employees, clients and managers.
- Take cognizance of change in the macro and micro environment which indicates a need for a new future direction for the institution.
- Alternative visions should be created for the organization and the most appropriate alternative should be chosen.
- Work on staff resistance to change and actionize the vision.
- Implement a monitoring plan once the vision has been implemented and ensure regular evaluation so that timeous adjustment can be made.

3.6.6 Information management as an effective resource in service delivery

Information is considered to be one of the most important resources for government, equal to people, money and institutions. Information technology is required for effective

governance. It is seen as a resource for government in the following areas (Van Der Waldt & Van Niekerk 2001:188-189):

- As an aid in strategic and operational planning.
- To re-engineer all government processes.
- Keeping an efficient and coordinated information base.
- Accessibility of information for pressure groups.
- To enable institutions to provide reliable and adequate information when required.

Knowledge is the use of information. If staff is able to use information then knowledge has been created. Further, if this knowledge is codified or captured then there is an appreciating, intangible asset for the organization which has the qualities to enhance business performance (Kermally 1988:47).

Employees are the organizations' greatest asset. Managers therefore need to optimize the utilization of skills of employees for the benefit of the organization. The most important step in this direction would be for the appointment of personnel with information technology skills. This would enable organizations to optimize the benefits and exploit the opportunities offered through the utilization of information technology software (Frenzel 1992:502).

3.6.6.1 The need for information management

It is said that the accuracy of interpreting information is what leads to efficient and effective service delivery. There are said to be two main elements that determine the information requirement of an organization. These are (Van Der Waldt & Van Niekerk 2001:189-190):

- Organizational Determinants -The extent of the organizational size and the complexity of the organizational environment are determining factors in establishing the information needs of an organization.

- Managerial Determinants -Information requirement in an institution is also determined by the specific placement of the manager. Management needs for information are determined by the functional areas of the manager and the level of the manager in the organizational structure.

Good people management skills based on trust and confidence in their employees are critical in the success of information management systems. Some behaviors of managers that facilitate this process are (Frenzel 1992:506):

- Creating a two way channel of communication with staff.
- Enabling training opportunities.
- Ensuring that adequate information is available for the benefit of the staff.
- Ensuring worker participation on ideas to enhance the work environment by listening to their suggestions.
- The provision of inspirational leadership and the promotion of teamwork.

3.7. Conclusion

The first part of the chapter presented the central needs of society and the associated problems in meeting them by governments due to there always being limited resources in the face of unlimited social needs. It was highlighted that the meeting of these needs is the primary objective of governments in their provision of service delivery. The cycle of meeting needs of Du Toit & Van Der Waldt (1998), was presented. It was established that the major responsibility of meeting social needs was that of governments in concert with the private sector. It was this partnership together with the administrative arm of government in the name of public administration, that determined the kind of governance that prevailed in service delivery. The chapter thereafter presented some service delivery strategies that are utilized and which have an impact on governance in service delivery. An

attempt was further made to present in some depth, international models of service delivery that have been utilized. Advantages and limitations of some of the models have been discussed as well. Examples of similarities in models of service delivery have been cited in an attempt to illustrate some important processes of good governance in service delivery. Examples of service delivery models with contrasting governance processes have also been presented to illustrate good governance and bad governance contexts and processes. It was clearly illustrated that each model of service delivery had a different outcome in terms of the quality of governance. The chapter concludes with a presentation of other related strategies that are equally important in ensuring good governance process in service delivery. These refer to the importance of the policy process, organizational reform by undertaking an analysis of organizational capability to inform this process, the importance of human capability in the reform of the organization and the value added by information management and leadership in achieving the tenets of good governance by an organization.

CHAPTER FOUR

CHILD ABUSE: A UNIVERSAL SOCIAL PHENOMENON, LEGISLATION, POLICY AND CONTEXTUAL ISSUES INFORMING SERVICE DELIVERY IN THE eTHEKWINI MUNICIPAL DISTRICT OF THE KWAZULU-NATAL PROVINCE OF SOUTH AFRICA

4.1. Introduction

This chapter discusses child abuse as a global social phenomenon. It also attempts to present child abuse as a social phenomenon within the South African context. There is further, a presentation of relevant legislation, policies and mandates that inform services to children who are abused in South Africa. Contextual issues of the eThekweni Municipal District is also discussed in detail due to these document setting the tenets and parameters for service delivery in child abuse in the local areas of this district municipality.

4.2. Child abuse: an international social phenomenon

Child protection is a field of service that addresses children's vulnerability, and it includes the protection of children against the social pathology of abuse (South Africa 2006:44). The emotional impact and adverse developmental effects that result from children being violated, have become areas of major concern internationally (World Health Organization 1999:5).

The emphasis has shifted from mortality and easily observable physical trauma that affect childrens' lives, to the often silent phenomena of emotional and psychological trauma associated with child abuse a condition that is known to retard the optimum holistic development of the child. The harmful effects felt as a result of child abuse presents itself in all spheres of a child's development. These include the emotional, physical, social and sexual aspects of a child's development. It also causes subsequent costs and losses to society (World Health Organization 1999:13).

The emerging recognition that child abuse is an increasingly silent and harmful phenomenon that affects the optimal development of children, and the lack of valid data to inform future efforts, makes it imperative that data is obtained in the following areas to support planning for services (World Health Organization 1999:13). These are (World Health Organization Report 1999:13):

- The identification and assessment of the problem of child abuse.
- The assessment of risk factors with regards to its prevalence and effects of the condition.
- Planning, implementation and evaluation of interventions.
- Accessing of resources.

This research study would be focusing more importantly on the latter two factors identified above. The following international commitments inform the parameters for the provision of protection services for children. These are extracts from the Convention on the Rights of the Child (Cassiem et.al.2000:112-113):

- 'State parties shall take all appropriate measures to promote physical and psychological recovery and social reintegration of a child victim from any form of neglect, exploitation or abuse. Such recovery and reintegration shall take place in an environment which fosters the health, self respect and dignity of the child '(article 39 CRC).

- ‘In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies the best interests of the child shall be a primary consideration’ (article 3[1] CRC) .
- ‘State parties shall assure to the child who is capable of forming his or her own views the right to express those views for this purpose. The child shall, in particular, be provided the opportunity to be heard in any judicial or administrative proceedings affecting the child, either directly or through a representative or an appropriate body in a manner consistent with the procedural rules of national law’ (article 12[1],[2] CRC).
- ‘State parties shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury, abuse, neglect, exploitation including sexual abuse’ (article 19[1], CRC).

The above stated provisions of the CRC make explicit the responsibility that the state has to undertake to ensure that children are protected from abusive situations. The state commits itself to the development of legislation and policies to protect children from abuse, ensure that those children who have been abused are provided with proper treatment and rehabilitation and prevented from further abuse by being placed in a safe environment that will restore the dignity of the child while promoting the full participation of the child in all matters concerning him/her especially in the judicial system. The areas of state responsibility in relation to the protection of these rights of the child are all inclusive. To ensure that these provisions are implemented it has to be supported by the full cooperation of all stakeholders delegated the responsibility in each state sector.

4.3. Child abuse: a childrens' rights issue

The United Nations Commission on the Rights of the Child (UNCRC) is an international organization that has been promoting the rights of children in accordance with the stipulation of the Childrens' Rights Charter. The UNCRC is based on four groups of rights. These are the survival rights, development rights, protection rights and participation rights. Furthermore, the UNCRC has merged civil and political rights with economic, social and cultural rights in its presentation of childrens' rights. It also draws attention to issues of adoption, the economic and sexual exploitation of children and drug abuse, all of which are regarded as special needs of children (Robinson & Biersteker 1997, cited in Human Rights Commission Report 2000:61).

South Africa ratified the United Nations Convention on the Rights of the child (UNCRC) on the 16th June 1995. South Africa ratified the African Charter on the Rights and Welfare of the Child in 1999. The South African Human Rights Commission (SAHRC) is mandated to promote, protect and monitor human rights in South Africa in accordance with the Bill of Rights in The Constitution of the Republic of South African, 1996, the Human Rights Commission Act and all applicable international human rights law of South Africa (SAHRC Policy Paper on Child Rights cited in Human Rights Commission Report 2000:59).

The SAHRC has, as a focal point, the development of children. The one strategy to give focus on the rights of children is to ensure that the Children's Rights Commission is utilized as an effective tool to enhance the well-being of children (Hammad1999, cited in South African Human Rights Commission Report 2000: 59).

4.3.1 Children's rights issues in some third world countries

These examples illustrate the state of childrens' rights issues in the respective countries that have been cited.

4.3.1.1 Senegal

Senegal has a Human Rights Commission to oversee human rights issues in the country. While Senegal has a reputation for protecting children there are some practices that could be considered to be child abuse according to international standards. An example of this scenario is the practice of '*Talibe*'. In this practice children in families who cannot afford to support them, are taken away by more affluent family members and are brought up within the adopted family. There have been some cases of severe abuse and maltreatment cited in the process of this practice. There were instances where girl children were used as domestics and were made to work in the fields (South African Human Rights Commission Report 2000:12).

Much of the violation of the rights of the Senegalese children is said to be due to poverty. The harmful practice towards children is intertwined with religious practices and is therefore not challenged by citizens (South African Human Rights Commission Report 2000:19).

4.3.1.2 Mexico

There have been a number of reports of sexual abuse of both male and female children, by teachers at schools. There was also a high incidence of sexual abuse reported in the home. Furthermore, due to cultural factors the incidence of abuse in the home was not reported to the extent that it actually occurred. It was also found that the courts were not effectively managing child abuse. Non-governmental organizations were cited as playing

a major role in receiving complaints of abuse and channeling these cases to the responsible sectors for the handling of these complaints. There were said to be approximately 180-200 ngos on the Human Rights Commission's database and this was continually updated (South African Human Rights Commission Report 2000:21).

4.3.1.3 Brazil

The local municipalities in Brazil had the major responsibility for the delivery of services. It was the provincial budgets that support these services and not the national budget allocations. Furthermore, It was the local councilors who undertook the monitoring of programs. The view held was that the role of the church and the involvement of local business in the implementation of programs encouraged participation of society and this contributed to the success of their programs (South African Human Rights Commission Report 2000: 36).

The status of children's rights in Brazil was stated as follows (South African Human Rights Commission Report 2000:33):

- A lot more had to be done to give priority to childrens rights issues.
- The media was effective in advocating for childrens rights.
- Business formed a network of 41 agencies which promoted children's rights.
- The legislation on children's rights needed to be evaluated.
- 2500 tribes lived in isolation from the international world. This then meant that the issue of children's rights in terms of the international declarations did not exist in these tribal homesteads.

4.3.1.4 India

Child labour was a major problem in poverty stricken areas. The strategy developed to address the poverty issue was to adopt a holistic approach by developing skills through a 'back to school' program, for children who dropped out of school. The courts directed

government departments on interventions for the improvement of children's circumstances. A survey of 500 villages, revealed that 50% of children were not at school and 82% of them were girls. The MV Foundation then advocated for equality between girls and boys. There was a directive that both boys and girls attend school (South African Human Rights Commission Report 2000:52,54).

4.3.1.5 Africa

First and foremost, one needs to understand that in Africa and in South Africa, human rights were aligned to the traditions of the people. In essence then, human rights were viewed as a collective, acting in the interest of the group rather than in the interest of the individual. Attached to human rights were responsibilities that were linked to these rights. There was the view held that the individual claims were of lesser importance and therefore not given any consideration. Individuals were seen as having obligations to other members of society rather than a claim against them, especially if these claims were to cause conflict in the community, as in the case of child abuse (Wohlgemuth & Sall 2006:3).

The African charter was the first document preserving the rights of individuals in Africa, which enabled individuals to have recourse to the courts on issues of abuse. It was after much resistance from member states that it was adopted by the organization of African Unity (OAU) in 1981, and became enforced on 21 October 1986 (Wohlgemuth & Sall 2006:5).

4.4 International research on trends in child abuse

The International Society for the Prevention of Child Abuse and Neglect (ISPCAN) in an international survey undertaken in 1998, of forty seven countries in all continents and again in the year 2000 which included one hundred and two countries, revealed the forms of child maltreatment that consumed the greatest percent of time and effort of

professionals, the significant barriers that were encountered in the prevention of child abuse and neglect, as well as the strategies that were perceived as effective in the prevention of child abuse. All three tables are presented below (ISPCAN, Fourth International Resource Book 2000:49-51)

Table 4.1 Forms of child maltreatment that consumed the greatest percentage of time of professionals as reported in two different surveys

Type of Abuse	1998		2000	
	Number	Percent	Number	Percent
Sexual Abuse	32	69.6	41	69.5
Physical Abuse	25	54.3	30	50.8
Physical Neglect	13	28.3	17	28.8
Psychological Neglect	13	28.3	14	23.7
Street Children	7	15.2	13	22.0
Other	2	4.3	9	15.3
Abandonment	7	15.2	0	0

(ISPCAN, Fourth International Resource Book 2000:49)

Table 4.2 Significant barriers in the prevention of child abuse and neglect

Type of Barrier	1998		2000	
	Number	Percent	Number	Percent
Overburdened Public Response System (Limited Resources)	38	80.9	44	74.6
Notion of Family Autonomy in Determining how best to Care for their Children	27	57.4	33	55.9
Notion of Family Privacy	27	57.4	31	52.5
Extreme Economic Deprivation (Poverty)	16	34.0	23	39.0
The Decline in Informal Support Systems	21	44.7	23	39.0
Immature or nonexistent Social Service Delivery System	20	42.6	22	37.3

Continued Public Resistance To Supporting Large Scale Efforts	19	40.4	18	30.5
A Country's Dependence On Foreign Sources of Income	8	17.0	15	25.4
Notions of the Inherent Rights of Children	9	19.1	12	20.3
Sheer Number Of Homeless and Abandoned Children	8	17.0	10	16.9
Other	9	19.1	9	15.3
A Country's Dependence On Foreign Sources of Technology	8	17.0	8	13.6

(ISPCAN, Fourth International Resource Book 2000:50)

The table below presents the views of respondents to the question of what were the most effective strategies in the prevention of child abuse.

Table 4.3 Strategies viewed as effective in the prevention of child abuse

Strategy	Number	Percent
Public Education	37	62.1
Improvement in the Overall Environment Where Families Live (housing)	35	59.3
Professional Education	32	54.2
Enhanced Methods of Case Identification	28	47.5
Proliferation Of Universal Health/Public Health Services for New Parents	22	37.3
International /National/Regional Conferences	21	35.6
Media Campaigns	20	33.9
Enhanced Methods of Prosecution	17	28.8
Primary Education	17	28.8
Home Visitation To Mothers In Need Of Extra Services	16	27.1
The Consistent Implementation of A Combination of Services Aimed at Providing Necessary Assistance To Individual Families	16	27.1

Enhanced Methods Of Risk Assessment	15	25.4
Proliferation Of Universal Social/Welfare Services For New Parents	14	23.7
Secondary Education	14	23.7
Graduate Education	12	20.3
Instilling A Sense Of Parental Responsibility	12	20.3
Other	4	6.8

(ISPCAN, Fourth International Resource Book 2000:51)

Trends in data from the three tables above:

- The study in table 4.1 indicates that while the incidence of the different types of abuse reveal a very small margin of change in the two years of the study, sexual abuse consumed the greatest amount of time and effort of professionals. However abandonment as a form of abuse did not present itself in the second study period which was the year 2000.
- Table 4.2 presents limited resources as being the strongest felt barrier in services to children who were abused in both the study periods.
- The most effective preventative strategy presented in table 4.3 was that of public education as against the sixteen other identified elements.

4.5 Children in South Africa

The apartheid policy had created huge disparities in the circumstances within which children grew up in South Africa. The majority of families have been negatively impacted upon as a result, and this is proposed would have already adversely affected their capacity in child rearing. In the main, the circumstances have been one of poverty, crime, ill- health, and poor education. This has contributed to inequalities in the development between children of different races, gender and geographic areas. The social migration of the breadwinner in the family due to employment has contributed to a breakdown in family life (Tilley & Robinson 1998 cited in South African Human Rights Commission Report 2000:60).

Since the advent of the democratic government of the Republic of South Africa, there has been a tremendous effort to refocus initiatives on the needs and rights of children. The course of the UNCRC has facilitated this process. The child-centered approach has become entrenched in most policies related to children (Tilley & Robinson 1998 cited in South African Human Rights Commission Report 2000:60).

Some critiques like O'Neil (1993 cited in Mosikatsana, 1998) carry the view that the constitutionalization of children's rights enables the government to play safe, while not doing enough to provide benefits to children. He further asserts that constitutionalizing children's rights does not alter the behavior of parents towards children. This critique highlights the need to include parents and care givers in realizing children's rights [(O'Neil 1993 cited in Mosikatsana 1998) cited in South African Human Rights Commission Report 2000:63)].

4.5.1 Child abuse within the South African context

In assessing progress made in the implementation of policies and mandates informing service delivery in the area of child care and protection services, it has been revealed that there were gaps in the implementation of the child abuse and neglect policies, countrywide. Some of these gaps that were identified were that (Cassiem 2000:120):

- There was poor co-ordination of services.
- There was a lack of funds for programmes.
- There was a lack of special courts for child abuse cases.
- There was a need for improved training of officials presiding at courts.

Much of these challenges were regarded as being of a structural nature (Cassiem 2000:120).

4.5.2 Findings of national research on child abuse in South Africa

- Van Zyl & Sinclair in May, 2006, presented the findings of their study to investigate ‘How Effective is the Police in Dealing with Child Rape Cases’ over a one year period between April 2002 –March 2003. Respondents stated that while police were friendly and helpful, rape victims often had to wait for long hours at the police station before being attended to by detectives from the Family Violence, Child Protection and Sexual Offences Unit. In this same study while parents and social workers reported long waiting periods before a child rape victim received assistance from the police, the police interviewed also reported that the hospitals they had to take victims to after hours were overcrowded, and child victims had to wait in long queues with all other patients (7th Annual Conference on Child Abuse, Gauteng, May 2006).

- Collings et al.(2007), in a study of child rape referred for medico legal assessments in the North Durban area of KwaZulu-Natal during the period January 2001 to December 2006, found that 5,308 cases were reported. Over the six year period there was an increase in cases of rape victims reported to the police. In the year 2001, 88.3% victims reported to have been raped and in 2006, 97.2% victims reported that they had been raped. The study also revealed the following relevant statistics and trends (Collings et al.2007:2,4-5):
 - a. Child survivors of rape were mainly Black African (89.5%) and 94.1% of this were female with an average age of 10.1 years.

 - b. Between 2001 and 2006 there was a significant increase in the average age of survivors (from 7.7 years to 10.3 years) and an associated increase in the proportion of survivors who were over the age of 12 years (32% to 42%).

- c. Two thirds of participants presented as having one biological parent as their caretaker. Cases where there were both biological parents stood at 21.3%, cases where the mother was a single parent stood at 41.7% and cases where the father was a single parent, stood at 4.8%.

4.5.3 Opinions of experts in the field of child protection in South Africa

Andre Kalis, the national director of the National Council of Child Welfare addressed the Parliamentary Task Team on Child Sexual Abuse and expressed the following views (cited in Child Welfare S.A.2002:3):

- That the current child protection system was fragmented and poorly resourced.
- The prevention at community level was not taking place because there was not enough staff to do this work. Social workers carried heavy workloads and engaged in statutory procedures which happened long after the abuse had already taken place.

A way forward to enhance services in child abuse was presented as follows (Child Welfare S.A.2002:3):

- Child protection should start at the community level whereby community structures, families and communities become the protectors of children.
- Communities needed to be trained on the identification of risk factors in the life space of the child as well as on indicators to assist in the identification of child abuse and the protocols to be followed in reporting child abuse.
- A National Integrated Strategy for Child Protection needed to be formulated and communities needed to be made aware of its content as well as to participate in its implementation.
- The program should be largely subsidized by the state and be adequately resourced.

Joan Van Niekerk, the current national director of Childline South Africa, stated in May 2006 that, 50% of all South African children live in poverty. There was a high unemployment rate of approximately 50% in KwaZulu- Natal. It was estimated that 38% of the population of KwaZulu-Natal were hiv positive . The acute phases of the illness of adults caused great disruption in the lives of children. This was further aggravated by high levels of domestic violence. Many children were not raised with their biological parents. There were high levels of child abuse which was estimated to be 1 in 3 to 1 in 6 children who were sexually abused during childhood. The poor reporting and poor conviction rate mitigated against reducing the incidence of child abuse. Intimidation, corruption and poor performance of the criminal justice system further compromised child protection in South Africa (7th Annual Conference on Child Abuse, Gauteng, May 2006).

4.6 Child abuse and hiv and aids

The condition of hiv and aids has had an enormous impact on the plight of children, especially in South Africa. This condition is said to contribute to an increase in the number of orphans and the social phenomenon of child-headed households, both of which increase the potential risk of such children becoming victims of abuse. One can therefore postulate that there is a very close link between the conditions of hiv and aids and child abuse. Hiv and aids is therefore discussed within this context in this chapter.

According to the HSRC study of hiv and aids 4.5 million people in South Africa were hiv+ in 2003 (Department of Social Development 2003:3). The prevalence of hiv in the child and youth age group were (Department of Social Development 2003:3):

- 2-14 years, 6%
- 15-19years, 6%
- 20-24years, 13%

It was documented that 13% of children 2-4 years had lost a mother, a father or both parents, while 3% of households were identified as being child-headed. The projections

were that by 2010 there will be two million orphaned children in South Africa. In 2000 there were 250,000 orphaned children in South Africa. It is further predicted that by 2015 when the epidemic is expected to have reached its peak, orphans will comprise 9% to 12% of the total South African population. Children who are orphaned in this way will be increasingly forced to take on adult roles in the home, and in the external labour markets. A severe degree of strain on households and families were anticipated, resulting in an increase in child abuse and neglect (Department of Social Development 2003:3).

4 .6.1The challenge of hiv and aids in the health sector

The view held is that there was a change in the demographic trends in South Africa, whereby there was a decline in fertility and mortality rates, and an increase in life expectancy. However, with the advent of hiv and aids, this situation drastically changed, placing a tremendous crisis and burden on the health sector and on the country as a whole. The nature of diseases changed from communicable disease in childhood, to chronic non-communicable diseases such as diabetes and hypertension, together with the condition of hiv and aids (Schneider et al.2007:301). This produced what is called the ‘quadruple burden of disease’ in South Africa and consists of (Schneider et al.2007:301):

- Hiv and aids(and tuberculosis).
- Diseases related to the Cardiovascular System.
- Injury caused by violence.
- Infectious diseases.

Table 4.4 below presents a list of the major causes of death in South Africa. It presents hiv and aids as the one major cause for the highest number of deaths in this country.

Table 4.4 Top 20 causes of death in South Africa that presented in 2000

Hiv and aids	29.8%
Stroke	5.8%
Ischaemic heart disease	5.6%
Homicide/violence	5.3%
Tuberculosis	5.1%
Lower respiratory infections	4.3%
Diarrhoeal disease	3.2%
Road Traffic accidents	3.1%
Hypertensive heart disease	3.1%
Diabetes mellitus	2.6%
Chronic obstructive pulmonary disease	2.3%
Septicaemia	1.4%
Nephritis/nephrosis	1.3%
Inflammatory heart disease	1.3%
Asthma	1.3%
Trachea/bronchi/lung cancer	1.2%
Low birth weight	1.1%
Protein-energy malnutrition	1.0%
Suicide	1.0%
Oesophageal cancer	0.9%

Source: Bradshaw et.al.[2004] cited in Schneider et al.2007:301

These four conditions, hiv and aids, Cardiovascular disease, deaths caused by violence and infectious diseases are the four major causes of death in South Africa. The condition of hiv and aids, still contributes to the largest number of deaths and disease (Schneider et al. 2007:301).

4.7 Child abuse and poverty

Poverty is a social ill that contributes heavily to the abuse of the children in their day to day lives. Firstly, poor children suffer from hunger due to no or limited income in the

home. They are deprived of ordinary child developmental needs such as a lack of proper nutrition or medical care. They have to often live in violent surroundings at home or in the community. All of these can be regarded as potential abusive living conditions.

Poverty also contributes to sexual exploitation of children. The concept of 'survival sex' often prevails whereby sex is used as a way of earning money for survival. It is reported that some cases of child abuse received by NGO's in the Western Cape indicated that children from primary and secondary schools were being prostituted by their families, or were abandoned children as there was no source of other income in the home (Cassiem 2000:114-115). Furthermore, it was also reported that the prostitution of children and child pornography, was escalating in South Africa and was high, especially in Gauteng (Van Vuuren 2000 cited in Cassiem 2000:114).

There were citations by fieldworkers from Molo Songololo, which is a children's rights organization, that poverty caused by unemployment, and the inability to supplement family income through state grants, contributed to children being prostituted in Gauteng, Western Cape, Eastern Cape, and KwaZulu- Natal. Another factor contributing to child prostitution in these areas was poor education and a lack of supervision by adults in the home (Cassiem 2000:114).

Worldwide, it is reported that one million children enter the sex industry as a result of there being no other option to support themselves. Child labour of different kinds was known to happen in both urban and in rural areas. Many children were forced into domestic work, working in factories, mines and shops. Children were denied their education and forced to be caretakers of elders or siblings in the home (Cassiem 2000:115).

Table 4.5 Data on crimes against children

Categories of crime against children	1996	1997	1998	1999 Jan-June
Murder	2216	1851	1744	845
Attempted murder	2794	2730	2838	1317
Assault with intent to inflict bodily harm	16107	15037	14486	7124
Common assault	17371	17309	16741	8713
Rape and attempted rape	19926	21450	19881	9692
Indecent Assault	3292	3121	3034	1696
Incest	212	201	139	81

Source: South African Police Services (2000) cited in Streak 2000:20

The above data reflects a high rate of abuse of children. Rape and attempted rape appears to be the highest, followed by common assault and assault with intent to inflict bodily harm (Streak 2000:20).

Table 4.6 Provincial Percentages of Crime Against Children

Western Cape	18%
Gauteng	17%
KwaZulu-Natal	17%
Eastern Cape	14%
Northern Province	8%
North West	8%
Free State	7%
Mpumalanga	6%
Northern Cape	5%

Source: South African Police Services (2000) cited in Streak 2000:21

In terms of the provincial percentages of crime against children, the Western Cape presents as highest followed by KwaZulu-Natal and Gauteng. One should take note that

the KwaZulu- Natal percentages could possibly be much higher than indicated. This perception is made on the basis that there would be a reasonably high rate of under-reporting in this province due to there being a large rural population who are poorly educated, there being a lack of accessible resources to report such matters, and the life circumstance of the majority of rural people who live with entrenched cultural prohibitions which mitigate against the reporting of incidence of abuse of children that occur in these communities, as has been alluded to in point 2.7 in chapter 2 and point 4.3.2.5 of this chapter of this dissertation.

4.8 National legislation and policies informing service delivery in child abuse in South Africa

Some of the important legislative mandates that inform governance in South Africa with particular reference to service delivery by all three spheres of governance structures, are discussed below. Furthermore, there is particular reference to child protection legislation and policies that inform service delivery in child abuse.

4.8.1 The Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa, 1996 is the supreme law governing child abuse in the country. Reference has already been made in the introduction of this dissertation in chapter 1, to section 28(1) (d), which makes provision for the right of children to be protected from any form of abuse (South Africa 1996:13).

The mandate for improved service delivery is contained in section 195 of this Act and stipulates, inter alia, that public administration must be governed by democratic values and principles enshrined in The Constitution of the Republic of South Africa, 1996. These have been discussed in chapter 2. Reference is being made here to the principle that services must be provided impartially, fairly, equitably and without bias and where

people's needs must be responded to, furthermore, that resources must be used efficiently, economically and effectively. Reference has been made to these principles once again, due to its importance in setting the parameters for the delivery of services to children who are abused.

4.8.2 The White Paper on Transforming Public Service Delivery (1997)

One of the key priority areas of the government of South Africa is the transformation of service delivery so as to be able to meet the basic needs of citizens and redress the imbalances of the past. It is for this reason that in 1997, the White Paper on Transforming Public Service Delivery (1997) was published. The purpose of the White Paper is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. The White Paper on the Transformation of the Public Service (1997) identified eight priority areas that need redress in order to meet its transformation goals. These are referred to as the Batho Pele Principles. These are (South Africa1997a:15):

- **Consultation**

Citizens should be consulted on the type of services they would want to receive and also be given choices wherever possible about the service they wish to receive.

- **Service standards**

Citizens should be informed about the standard of service that they will be receiving and can expect.

- **Access**

Access to services must be equally available to citizens in all areas as well as of all different groupings of people.

- **Courtesy**

The treatment of citizens by public officials must be with courtesy and consideration.

- **Information**

Information should be shared with citizens about the services they should be receiving from the public sector.

- **Openness and transparency**

There should be openness to citizens about the running of public sector departments at the national and provincial spheres of government departments.

- **Redress**

If the standard of service deviates from the stated standard in the service charter of the organization, citizens should be offered an apology, a full explanation and a speedy and effective remedy. When complaints are made, citizens should receive a sympathetic, positive response.

- **Value for money**

Services in the public sector must be provided in an economical, effective, efficient and equitable manner. Citizens must receive the optimal value for service.

The KwaZulu-Natal Province has included three additional Batho Pele principles as its practice targets. These are, rewarding excellence, innovation and leadership.

4.8.2.1 Putting the principles into practice

It is a mandatory requirement for the public sector to implement the Batho Pele Principles. Implementing the above principles in practice is said to be the challenge facing the public sector in South Africa. Some of these practice standards are discussed below as they are relevant to this study (South Africa 1997a:15-18):

- **Consulting users of services:**

- i) There must be consultation by all national and provincial departments on the current service being provided as well as those to be provided in the future.
- ii) All customers must be included in the process of consultation including those previously denied services.
- iii) The outcome of the process of consulting citizens must be drawn to the attention of the relevant Minister, Executing Authority and the relevant Portfolio Committee.
- iv) The results should be widely publicized within the organization so that staff are aware of how their services are perceived. These results must also inform the planning for further services.

- **Setting service standards:**

- i) Standards on the type of service to be provided must be published by the national and provincial departments. These should also include services for people who were excluded in accessing services. In certain fields of services, for example in health or education, the national department in consultation with provinces may set standards. The provinces should customize services to their own communities and they may therefore set their own standards.
- ii) Standards of services should aim high but within reason. Service standards must have the approval of the relevant minister, MEC and executing authority.
- iii) Approved services should be presented at visible service delivery points and shared with a broad range of citizens who are potential users. Performance against these standards must be regularly measured and the results publicized at least once in the year.
- iv) There must also be performance standards set for services and these should be reviewed regularly.

- **Increasing access:**

- i) Access to services need to be increased progressively to previously marginalized communities by both the national and provincial departments.
- ii) There should be a program to redress the issue of exclusion from services of certain communities in the past. The aim should be to progressively remove barriers for access to services.

4.8.3 The Child Care Act, 74 of 1983

This is an important legislative tool to protect children from abuse. The Child Care Act, 74 of 1983 clearly provided for the management of child abuse and neglect and identified abuse as an occurrence when a child is [South Africa 1983 Section 42:13]:

- (i) Abandoned or there is a lack of visible means of support for a child.
- (ii) Lives in circumstances that are likely to cause or contribute to the seduction, abduction or sexual exploitation of the child.
- (iii) Lives in or is exposed to circumstances which could seriously harm the physical, mental, social or emotional wellbeing of the child.
- (iv) Has been physically, emotionally or sexually abused or ill-treated by his or her parent or guardian.

This Act determined the powers of commissioners of child welfare and governed the operation of children's courts. This Act has been repealed since the 31st March, 2010, and has been replaced by the Children's Act, 38 of 2005 which is discussed below.

4.8.4 Children's Act, 38 of 2005

Chapter 7 of this Act provides for the protection of children and the maintaining of a National Child Protection Register. The National Child Protection Register (CPR)

consists of a Part A and Part B. The primary requirement of the CPR is that all parts of the Register must be kept confidential. Section 112 (2) of this Children's Act, 38 of 2005, mandates the Director General to take adequate steps to protect the information in the Register and to secure the Register from un-authorized intrusion.

The purpose of Part A of the Register is as follows (South Africa 2006:78-80):

- (a) To have a record of abuse or deliberate neglect inflicted on specific children.
- (b) To have a record of circumstances surrounding the abuse or deliberate neglect inflicted on the children referred to in (a).
- (c) To use the information in the Register in order to protect these children from further abuse or neglect.
- (d) To monitor the cases and services to such children.
- (e) To share information between professionals who are part of the child protection team.
- (f) To determine patterns and trends of abuse or deliberate neglect of children and protect children on a national, provincial and municipal level.

The purpose of Part B of the Register is to have a record of persons who are unsuitable to work with children and to use the information in the Register in order to protect children against abuse by such persons (South Africa 2006:76;78).

A computer software program to register cases of child abuse has also been developed by the National Department of Social Development. Workshops were held to train officials, police officers attached to child protection units of the South African Police Services and members of the ngo sector on the implementation of the Child Protection Register. The program was piloted by the National Department of Social Development. The aim of the pilot project was to test the content of the program as well as to ensure an effective reporting and monitoring system between national and provincial head offices of the

Department of Social Development. It is envisaged that this register will provide a record of the nature and extent of the incidence of child abuse and the standard of services being rendered by the formal sectors responsible for child protection services.

4.8.5 United Nations Convention on the Rights of the Child (UNCRC)

Article 19 of the convention maintains that state parties must take all necessary measures to ensure that the child is protected against physical, mental and sexual abuse while in the care of parents and others. It suggests that there be procedures in place for the undertaking of support programs for children and for those persons caring for children. Furthermore, that there should be procedures for the identification, reporting, referring, investigation, treatment and the follow up management of children who have been abused (United Nations Convention on the Rights of the Child 1989:6).

A very significant inclusion of rights of a child by the UNCRC, is the right for the child to participate in decision-making related to him or her. It specifies that this right of participation of the child in matters affecting him or her is in relation to all aspects of the child's life (Cappelaere & de Winter 1998 cited in South African Human Rights Commission 2000:61).

4.8.6 African Charter on the Rights and Welfare of the Child

Article 16 states that parties shall take special legislative, administrative, social and educational measures to protect the child from all forms of torture, inhumane or degrading treatment and especially physical or mental injury or abuse, neglect or maltreatment including sexual abuse, while in the care of a parent, legal guardian or school authority or any other person who has the care of the child. Protective measures under this article shall include effective procedures for the establishment of special

monitoring units to provide necessary support for the child and for those who have the care of the child (African Charter on the Rights and the Welfare of the Child 1990:13).

While this charter was said to be in-line with most of the thinking in regard to human rights issues of international community's at the time, it also had some unique provisions. The most important of which was the incorporation of collective rights of groups of people. This was in regard to the right to self-determination, to development and environmental integrity. Furthermore, it gave prominence to the importance of economic, social and cultural rights by giving it equal weight, as civil and political rights. The African Charter, unlike other Human Rights treaties, in providing for individual rights also imposes duties upon the individual towards the State and the community (Wohlgemuth & Sall 2006: 4-5).

4.8.7 White Paper for Social Welfare (1997)

This White Paper sets out the fundamental principles for transformed, developmental services to vulnerable groups of people in the country. It makes reference to services in the field of child abuse in section 53 discussed below.

4.8.7.1 Violence and Child Abuse (Section 53)

This section of the policy document provides for a national plan to be developed to protect children from abuse and violence. Such a plan should provide for the following (South Africa 1997b:44-45):

- Facilitation of appropriate research to be undertaken to determine the needs of various categories of abused children.
- The development of an intersectoral strategy to conduct programs.
- The expansion and upgrading of services.
- The abolishing of corporal punishment in state run and subsidized services and facilities.

- Setting up of monitoring mechanisms.
- The development of management protocols for the provision of services.
- The reform of the legal system to create a child-friendly service.
- The development of support systems for child victims.
- The protection of the child witness.
- The development of bail and sentencing procedures that will be more effective in protecting the interests of children.
- The launch of public awareness campaigns and advocacy strategies to promote children's rights.

4.8.8 National policy framework and strategic plan for the prevention and management of child abuse, neglect and exploitation (2004)

The purpose of this policy framework is to direct and inform the national response to the issue of child abuse. It was founded on the premise that government and civil society would work together in protecting children from all forms of abuse, neglect and exploitation. It was envisaged that an intersectoral approach that was multi-disciplinary, integrated, coordinated and accessible to all, would make it possible to meet this objective (Department of Social Development 2004:2).

The outcomes of this policy framework are (Department of Social Development 2004:2-3):

- Firstly to reduce the incidence of child abuse, neglect and exploitation in South Africa.
- Secondly, to ensure that children who are abused are prevented from further abuse as well as to promote the effective healing of these children, their families and their communities.

This policy framework further provides for the following (Department of Social Development 2004:3):

- A common vision and framework for all multi-disciplinary role-players.
- A standard policy with which all stakeholders need to comply.
- A clear statement on the roles and responsibilities of all.
- Partnership building between government and non-governmental organizations and the general public.
- Strategies to minimize fragmentation while promoting coordination.
- Strategies to optimize the utilization of resources.
- A strategic plan that informs implementation.

4.8.9 Provincial protocols on child abuse and neglect

The Provincial Protocol for Child Abuse and Neglect as a strategy of intervention in the managing of child abuse was launched in August 1997 and piloted in three provinces, KwaZulu-Natal being one of them. District committees had the responsibility of managing the process to implement the Child Abuse Protocol (Cassiem 2000:117).

The provincial and regional protocol informs the management of services to victims of child abuse by multidisciplinary teams. It also makes provision for the setting up of crisis centers at major hospitals to deliver a 24 hour service to victims of abuse. Furthermore, the protocol makes provision for the on-going multi-disciplinary training of teams at service delivery level. The protocol promotes the participation of civil society in policy formulation in relation to child abuse and neglect. The multidisciplinary structures that have been formed were supposed to promote effective collaboration between different departments and between communities and service providers [KwaZulu-Natal Provincial Child Protection Committee (1999b:11)].

The KwaZulu-Natal Child Abuse Protocol sets standards for the expected minimum standard of services that should be rendered by various service providers in the field of child abuse. The protocol encompasses the referral protocols, the codes of good conduct or ethics of individual organizations, professions or occupations. The intersectoral role

players identified as stakeholders are the government departments of Health, Safety & Security, Education, Welfare, Justice, Non-Government Organizations, Private Welfare Organizations and Civil Society (Department of Social Welfare 1998:3).

4.8.10 Integrated service delivery model

This particular policy document has been developed by the Department of Social Development. Its main objective is to achieve a developmental approach to service delivery. The desired outcome of this model is to implement an effective, efficient and quality service delivery system which is based on the Batho Pele principles, the White Paper for Social Welfare and the constitutional and international mandates that inform the service provision of the Department of Social Development. The aim of this approach to service delivery is to develop a self reliant society through approaches of sustainable development by integrating social intervention with economic development (Department of Social Development 2006b:5).

4.8.11 Child Justice Act, 75 of 2008

The Child Justice Act No.75 of 2008 has been promulgated. This is the main legislative tool informing practices in the child justice system. The legislation presents a comprehensive approach in managing children under 18 years old who come in conflict with the law. Its objective is to minimize the possible option of detention while it improves the legal processes to enable it to promote the prevention of criminal trials and sentencing (Cassiem 2000:98). This legislation encompasses four main processes in managing each case. These are (Cassiem 2000:98-99):

- Preliminary enquiry which includes a psycho-social assessment of the child before entering into a plea.

- An emphasis on optimal usage of diversion with a range of programs that are considered to be alternative sentencing options. The focus is on the diversion of offenders out of the criminal justice system.
- The restorative justice intervention is reconciliatory in nature in that it aims to facilitate and put in place processes of reconciliation between the victim, offender and support systems such as the family.
- An effective system of monitoring is proposed which is to oversee the implementation of this legislation.

This particular legislation is important due to evidence indicating that there was an increasing number of child perpetrators of abuse. The aims of this Act are (South Africa 2009:4):

- To establish a criminal justice system for children who are in conflict with the law, in accordance with the values underpinning The Constitution of the Republic of South Africa 1996, and our international obligations by, among others, diverting matters involving children who have committed offences, away from the criminal justice system.
- To expand and entrench the principles of restorative justice in the criminal justice system for children who are in conflict with the law, while ensuring their responsibility and accountability for crimes committed.
- To recognize the present realities of crime in the country and the need to be proactive in crime prevention by placing increased emphasis on the effective rehabilitation and reintegration of children in order to minimize the potential for re-offending.
- To balance the interests of children and that of society with due regard to the rights of victims.

4.8.12 National crime prevention strategy

This strategy has the mandate to transform the overall management of the criminal justice system to a more victim friendly one. It has designed a program to ensure that the criminal justice system is victim centered. Crimes perpetrated against women and children are identified as critical areas within this programme (Cassiem 2000:116).

4.8.13 The National Program of Action (NPA)

The National Program of Action for Children was put in place by Cabinet in 1996 to serve as a mechanism to carry out South Africa's commitment to the progressive realization of children's rights. The NPA provides a holistic framework in which all government departments put children's issues on their agenda. It provides a vehicle for coordinated action between ngos, government and child-related structures. The Office on the Rights of the Child in the Presidency coordinated the NPA. One of the objectives of the NPA was to develop a systematic and sustainable statistical information system for monitoring issues of child rights which was to serve as inputs for NPA national reports, for fulfilling reporting obligations, for evaluation exercises and to serve as a tool for advocacy, policy and program development for children. Eight priority issue areas of the NPA are (Streak 2000: xi-xiv):

- Infrastructure provision.
- Special Protection Measures.
- Education.
- Early Childhood Development.
- Child and Maternal Health.
- Nutrition.
- Leisure and Recreation.
- Peace and Non-violence.

Cross-cutting these issue areas, are four focus areas including HIV/AIDS, disability, gender and peace, and non-violence (Streak 2000: xiv).

Since 1997 program structures like the National Network on Child Abuse and Neglect were created to support the implementation of the inter-sectoral plan for the prevention of child abuse and neglect (Cassiem 2000:116).

4.8.14 Early Childhood Development (ECD) and the protocol development in child protection services

This policy document proposes that child protection is a community responsibility. Due to the inadequate resources and skills to meet with the needs of children and families in need of care, it was critical for the formation of partnerships and the clarifying of roles and areas of responsibility by all stakeholders. It proposes that if this process was not adequately unpacked services to children would be adversely affected in that delivery would not flow smoothly. ECD services is said to play an important role in the early detection of child abuse. This was why it was felt important that staff of ECD programs be thoroughly trained in the early detection and management of child abuse. There was the further view that the ECD programs should create awareness to young children on how to resist abuse as well as on the preparation for responsible adult behaviour. This policy document calls for ECD centers to create an awareness of child abuse within the community in which it was situated (Department of Social Development 2006a:76).

4.8.15 Domestic Violence Act, 116 of 1998

This Act replaced the Prevention of Family Violence Act, 133 of 1993. This Act is a first attempt to define domestic violence. It incorporates several categories of behavior that are unacceptable within the ambit of familial and domestic relations. It stipulates various actions that may be taken against the abuser through a court order (Vetten2007:427).

These may be as follows (Vetten2007:427):

- Order respondents not to commit an act of domestic violence as is described in the Act.
- Nor to gain entry in the home or the spouses workplace.
- Instruct the respondent to leave the home while continuing to pay for food and other expenses in maintaining the home.
- In some circumstances respondents could be stopped from contacting the children.
- Police may be ordered to disarm respondents with guns and other weapons considered to be dangerous.
- It may be ordered by court that an escort be provided to accompany the victim while she fetches her personal belongings from the house.

In addition to the abovementioned provisions, the Domestic Violence Act, 116 of 1998, mandates the police with additional responsibility for ensuring adherence to the Act and the responsibility to various roleplayers to play an oversight role. An indication of non-compliance to the act, by the police, is considered to be an act of misconduct and can be reported to the Independent Complaints Directorate (ICD). Regular reports are expected on a six monthly basis from the ICD on the complaints about police and the accompanying recommendations. Since 1994 the National Government introduced a range of measures advancing the rights of women and their protection against violence. One of the measures that also included the interest of children was the National Crime Prevention Strategy of 1996. It placed crimes against women and children as a national priority. This was accompanied by legislative reforms in this field of abuse (Vetten2007:426-427).

4.8.16 Sexual Offences Amendment Act, 32 of 2007

The main objective of this Act is to criminalize all forms of sexual abuse or exploitation. The other objectives of this legislation are (South Africa 2007:1-2):

- To replace certain common law sexual offences with new offences and in some instances to expand statutory sexual offences irrespective of gender.
- To protect complainants of sexual offences and their families.
- To promote a cooperative response between all government departments.
- To minimize disparity in the provision of services to victims of sexual offences by facilitating uniformity in practice by relevant departments managing sexual offences.
- To make provision for certain services to victims of sexual offences such as the right for Post Exposure Prophylaxis in certain circumstances.
- To provide for the establishment of a National Register for Sex Offenders.

4.8.17 Promotion of Administrative Justice Act, 3 of 2000

The main aim of this legislation is to provide for administrative action that is lawful, reasonable and procedurally fair as well as for the right to written reasons for the administrative action taken (South Africa 2000:1).

What is often overlooked in the discussion about service delivery is the fact that citizens also have fundamental rights that are contained in the Bill of Rights, in relation to public administrative action. Section 33(1) and (2) in The Constitution of the Republic of South Africa, 1996, states that:

‘Everybody has the right to administrative action that is lawful, reasonable and procedurally fair’ and that ‘everyone whose rights have been adversely affected by administrative action has the right to be given written reasons’ (South Africa 1996:15).

This Promotion of Administrative Justice Act further defines administrative action as ‘any decision taken or any failure to take a decision by an organ of state when exercising a power in terms of the Constitution or a provincial constitution, or, a natural or juristic person, other than an organ of state when exercising a public power or performing a public function’ (South Africa 2000:1).

This particular legislation is an important tool to utilize by citizens in the country to advocate for more efficient and effective service delivery by all state departments. The limited utilization of this legislation points to the probability that the large majority of citizens are unaware of this provision or alternatively, that it is accessible to the groups of citizens who are literate and not to the poorly educated who are largely in need of services of the public sectors.

4.8.18 Public Finance Management Act, 1 of 1999 and the Public Service Regulations 2001

This Act, forms a strategic management mechanism of accountability for national government activities around expenditure of revenue in all three spheres of government. The aim of this act is to improve service delivery as well as to ensure the promotion of efficient, economic and effective use of resources to implement the departmental strategic plan.

The object of the Public Finance Management Act¹, of 1999, is to regulate and facilitate the monitoring and accountability in the utilization and management of revenue and expenditure of state institutions. Furthermore, it provides for the maintenance of assets, the management and accountability for liabilities of government institutions (South Africa 1999a: sec:2).

The Public Service Regulations go further and (in Regulation III.C.1) instructs the accounting officer to establish and sustain a service delivery improvement program for the department. This provision precludes any departmental specific policies, legislation or regulations that also direct service delivery improvements. Thus it emerges that service delivery improvement has many mandates which place it as a priority area of government (Public Service Regulations 2001:12). Strategies for service delivery improvements are as follows (Public Service Regulations 2001:12):

- It must account for a period of three years and must be aligned to the institutions published medium term expenditure estimates.
- The objectives and outcomes must be measurable against the institutions program.
- It must be in terms of multi-year projections of income and sale of assets.
- It should include details of the Service Delivery Improvement Plan.

Streak (2000:56), states that the Public Finance Management Act, 1 of 1999, is an instrument to ensure that optimal value and effectiveness is obtained in public service delivery. It does this by placing accountability in the hands of departmental managers for service delivery outputs through a process of delegation.

The alleviation of poverty and the protection of children against abuse and violence are priority areas for both the national and provincial spheres of government. The strategic plans of the Head of Department of Welfare includes both these priority areas. At a regional level, operational plans have had to include these as key result areas, and, business plans have had to present budget allocations for activities of the officials at service delivery points. Quarterly and annual evaluations of progress on these service commitments had to be reported to the Head of Department of Welfare. All of these processes are in accordance with the requirements of the Public Finance Management Act 1, of 1999. The annual evaluations from departments inform the National Government, and expense accounts inform the Auditor General of the utilization of budget allocations as well as on the performance of departments (Department of Social Development 2009:30, 49).

4.8.19 The major monitoring mechanisms of government

The Constitution of the Republic of South, 1996, also made provision for the formation of institutional bodies and key persons whose main role is to protect the democratic rights of individuals in accordance with the Bill of Rights of The Constitution of the Republic of South Africa, 1996. The Public Protector has the responsibility of monitoring the

actions taken by public officials at government departments in terms of service delivery (Barborton et al. 1998:70).

The various state institutions supporting constitutional democracy serve as monitoring mechanisms for the quality of service delivery to citizens. Furthermore, these institutions enjoy independent status and report directly to the National Government on issues of omissions at an operational level by state officials. These institutions serve as watchdogs for the public (Thornhill et al.2002:144). These institutions are listed below (Thornhill et al.2002:144-146):

- (a) The Public Protector.
 - (b) The Human Rights Commission.
 - (c) The Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities.
 - (d) The Commission for Gender Equality.
 - (e) The Auditor General.
 - (f) The Electoral Commission.
- (a) and (b) have a major role to play in regard to the right to basic needs and the protection of children from child abuse.

These monitoring institutions, are expected to address complaints lodged by members of the public in a speedy and professional manner. The limitation identified was that many people in urban areas were unaware of the existence of these organizations. Knowledge of their existence and access to their services were seen as further removed from rural communities. There have been complaints that matters referred to both the Human Rights Commission and the Public Protector did not receive the expected response and feedback to complaints (Barborton et al.1998:70-71).

However, there is the opposite view expressed that, since 1995 there has been significant progress in the commissions' work whereby serious backlogs had been attended to with the appointment of additional staff. It is also stated that there was increased participation by state representatives in response to complaints lodged. Despite these reported

improvements, it is stated that the Commission should increase its promotional work. Human Rights ngos internationally and locally, have been supportive of one another and have been important partners (Wohlgemuth & Sall 2006:6, 7).

4.9 Provision for children in the national and provincial budget

The Medium Term Expenditure Framework (MTEF) was launched in 1998/1999 as part of a broader process of the budget reform of South Africa. This budget presents budget projections over a three year cycle. The presentation of the national and provincial budgets takes place in February of each year. At which point there is information sharing with the public on the expected performance, distribution of revenue and on how the monies are planned to be spent in the forthcoming year, as well as in the two following years. This reform of the budget process over a three year time frame facilitates planning, and the alignment of the budget with policy priorities (Streak 2000:34).

4.9.1 The division of the national budget

For the financial years, 2000-2001/2001-2002 and 2002-2003, provinces were said to have spent eighty five percent of their budgets on the delivery of social services, while most of the local government budgets were spent on providing basic services such as water, electricity, infrastructure and other preventative primary health care services (Department of Finance, 2000a:151 cited in Streak 2000: 34).

There are three sources of revenue for local and provincial governments. These are the equitable shares from national government, their own revenue and grants which national government pays to provinces and local government. The grants are for the financing of functional areas of responsibility to ensure compliance to national norms, by provincial and local spheres of government, and for compensation to province for the provision of

services beyond their provincial boundary to ensure national priorities are attended to by local spheres of government (Streak 2000:34).

Before the national revenue is shared there is a subtraction from the total amount to pay for government debt and to keep a contingency reserve. In the 2000-2001 budget national government received forty eight percent of the share, which included the revenue for conditional grants, fifty one percent for provinces and one percent for local government. After the allocation of conditional grants by national the provincial share rose to fifty seven percent while that of local government to one and a half percent (Streak 2000:35).

4.9.2 Addressing children's need in the provincial conditional grant allocations

Three different types of conditional grants were developed to address the needs of children in the 2000-2003 budget cycle. These were (Streak 2000: 36):

- A grant called the Integrated Nutrition Programme (INP). It provided assistance to children who were undernourished.
- The Financial Management and Quality Enhancement for Education Departments (FMQEED) grant, supported programs in the fields of financial management and quality enhancement.
- The Child Support Implementation (CSI) grant, assisted with the financing of projects linked to support services for child support grant intake.

An investigation into the utilization of these grants revealed that the total actually allocated in 1999-2000 for conditional grants was substantially larger than budgeted for. Several programs were found to have final allocations that were larger than budgeted for. This difference was found to be particularly high for the INP grant. This difference is said to be largely due to rollovers of the 1998/99 grants and under-spending of grants allocated in 1999/00. The following problems were identified by the state that resulted in this implementation failure. These were (Streak 2000:41):

- When the conditional grants were implemented in 1998/99 the conditional grant system was not integrated into the budget cycle.
- There was no prior experience by personnel to efficiently administer these grants.
- There was limited existing skill to monitor and implement these programmes at both national and provincial levels.
- There were long delays in the actual allocation of these grants especially the capital grants which had to wait for tender processes that had long time frames before they were finalized.

The current fiscal policy of the government which initially sets aside large sums of revenue to reduce the debt burden of government, results in there being reduced funds available for service provision. Furthermore, there are limited funds set aside for increases in social service expenditure (Streak 2000:57). Government's GEAR policy targets poverty reduction through economic expansion which was envisaged would create more jobs. However, this has not happened (Streak 2000:49-51). It is said that there is a difference between the fiscal policy stance of the Department of Finance and the National Programme of Action Steering Committee (NPASC) in the office of the President with regard to how the budget should be used to address child poverty. The fiscal policy emphasizes the repayment of debt and depends on private sector growth to provide jobs to poor households, which was seen as a strategy to reduce child poverty. The NPASC pays less importance to this but instead emphasizes the importance to allocate more funds to reduce child poverty (Streak 2000:57).

4.10 Contextual issues of the Province of KwaZulu-Natal

KwaZulu-Natal is one of the nine provinces making up the Republic of South Africa. This province has the largest population in the country. The estimates are that 8,9 million people live in this province on 92 100 km² of land. The principal spoken language is

IsiZulu which is followed by English and Afrikaans. There is a cultural mix of the Zulu, Afrikaans and Indian cultures in the Province (Burger 2001:12 cited in Nzimakwe 2005:195-196).

4.10.1 Population profile of KwaZulu-Natal

Table 4.7 presents the population profile of the Province of KwaZulu-Natal.

Table 4.7 Population Profile of KwaZulu-Natal

Capital	Pietermaritzburg & Ulundi
Principal Languages	IsiZulu 79.8% English 15.8% Afrikaans 1.6%
Population	9 million
Area(km ²)	92100
% of total area	7.6%
GDP at current prices (1994)	R57,007 million
% of total GDP	14,90

Source: Burger 2001:13 (cited in Nzimakwe 2005:197)

NB. Since 2004 the capital of the Province of KwaZulu-Natal is situated in Pietermaritzburg.

4.10.2 Local economic development in KwaZulu- Natal

Industrialization in the apartheid era took little cognizance of the environment. It destroyed the natural environment along its way. Black workers felt the brunt of the situation as they worked in dirty and unsafe conditions. The residential areas were located such that they received the polluted air of these industrial plants. The Merewent residential area is an example of such a local area in the eThekweni Municipal District of

KwaZulu- Natal. Communities in this area are surrounded by petroleum refineries, paper mills and other industries (Fig 2007:231).

4.10.3 Poverty in South Africa

Poverty is defined as ‘the inability to attain a minimal standard of living’ (World Development Report 1990 cited in Barberton et.al 1998:23). Most of the poor in South Africa are said to live in rural areas. Poor households in rural areas, makes up 76% of the country’s poor. Poverty is viewed by the provincial government of the KwaZulu -Natal Province as a deprivation of resources and opportunities. This refers to a lack of food and income, poor health and welfare, a society riddled by conflict, poor access to natural resources, inadequate physical infrastructure and inadequate personal and community resources. These limitations place tremendous strain on people and lead to limited and unsustainable livelihoods (Kela 1999:118 cited in Viranna 2003:143).

The table below presents the percentage of individuals that reside in poor households in all nine provinces of South Africa (Barberton et.al. 1998:26).

Table 4.8 Provincial poverty rates

Area	Percentage
Northern Cape	52.3%
Western Cape	19.6%
Free State	55.3%
Gauteng	24%
North West	54.5%
Mpumalanga	55%
Northern Province	78.3%
Eastern Cape	73.6%
KwaZulu Natal	61.6%

Source: (Barberton et.al.1998:26)

It must be noted that the Province of KwaZulu-Natal has the third highest rate of individuals in poor households.

4.10.4 Placing poverty in KwaZulu- Natal in national context

Table 4.8 above indicates that the number of poor people is third highest in the KwaZulu-Natal Province. One can, from this indicator, infer that poverty is one of the biggest social ill that faces the population of this province.

Poverty is said to be a result of social forces at play. Policies to eradicate poverty were developed by the state in most welfare capitalist countries. Despite the existence of these policies, poverty has not been eradicated. The view held is that the failure of countries to reduce the rate of poverty should not be perceived as the poor having failed to uplift themselves from poverty, but rather that the policies have failed to achieve the desired result of eliminating poverty (Alcock 2006:39). All over the world poor people face similar challenges which is exploring ways to determine how to create democratic governance at all levels, and the formulation of strategies to rearrange economic power so that the poor can benefit (Viranna 2003:147-148).

While South Africa is considered to be one of the more well off countries in terms of the Gross National Product Index, it has a high infant mortality, a fairly high adult illiteracy rate and a short life span which are characteristics common to people living under conditions of poverty. This is perceived to be resulting from the living conditions created by apartheid which marginalized the majority of the population, contributed to large proportions of under-development and resulted in an unequal distribution of wealth which benefited the white communities primarily (Madlopha 2003:28).

4.10.5 Child poverty rates in provinces

Child poverty shares refer to the percentage of poor children in relation to the total number of poor children in South Africa. This important indicator informs the allocation

in the national budget for spending on child poverty relief programmes in all nine provinces of the country (Streak 2000:8).

Table 4.9 Provincial child (age 0-5) poverty rates

Province	Child poverty rates
Eastern Cape	77.5%
Free State	72.7%
North West	67.7%
Mpumalanga	61.3%
Northern Province	60.9%
KwaZulu -Natal	59.3%
Northern Cape	59.2%
Western Cape	34.8%
Gauteng	20.9%

Source: May et.al.1998 (cited in Streak 2000:8)

The child poverty rate for children 0-5 years old was said to be 59.3%, in KwaZulu-Natal as is illustrated in table 4.9 above, while the same province was found to be the second highest in the country in terms of South Africa's share of poor children from 0-18 years(Streak 2000:9).

The provinces with the highest rates of unemployment which therefore placed poor children under greater threat were, the Eastern Cape, Northern Province, KwaZulu- Natal and North West. In terms of the hiv and aids indicator, which contributes to economic vulnerability among children, KwaZulu -Natal, Mpumalanga, Free State and Gauteng provinces appeared to be the most threatened (Streak 2000:29).

4.10.6 The eThekweni Municipal Area (EMA)

In terms of the poverty status it was estimated that twenty three percent of the population in the eThekweni Municipal District suffered from extreme poverty. Poverty was estimated to be concentrated in the Black population where sixty seven percent were classified as suffering from poverty or extreme poverty. Poverty in the Asian and the Coloured population were estimated to be at twenty one percent each while in the White population it stood at two percent (EMA 2002 cited in Viranna 2003:146).

While the eThekweni metro area is well resourced, the spatial and physical distortions through poor and racially based planning in the apartheid era, had caused tremendous hardship to the large majority of people living in this area. There existed high levels of poverty, unemployment, violence and crime. There is a concentration of economic activity in the urban core and little economic development in the peri-urban and former African townships. This resulted in there being limited resources at the disposal of these communities and long distances of travel getting to and from work (LED in DMA 2002 cited in Viranna 2003:146).

In contrast, the cities in the eThekweni Municipal District are well developed. In Durban the local economic initiatives had contributed to it achieving world class status as a city. It houses the International Convention Centre where several international events are held. It also has well developed shopping centers of international standards like the Gateway Shopping Centre. It has the Ushaka Marine World that was built on 55 hectares of land (Nel & John 2006:222). Durban has had many impressive achievements. However, it has been noted that the poorer people have been excluded in the bigger development initiatives of the cities (Maharaj & Ramballi [1998] cited in Nel & John 2006:222).

4.11 Provision for services in child abuse in the KwaZulu –Natal Province

The provision of service delivery in the area of child abuse in the province has been informed by the Child Care Act, 74 of 1983, the Childrens’ Act 32 of 2005 and the KwaZulu-Natal Multi-disciplinary Protocol for Child Abuse and Neglect,1999.

4.11.1 Child abuse service provision by the Department of Social Development of the eThekweni Municipal Cluster

The Annual Performance Plan for the Department of Social Development presents the following objectives for service delivery in the focus area: child protection (Department of Social Development 2009:31-32):

- **To facilitate access to services for child care and protection**

This is done by projecting the number of persons accessing services of registered one stop centers, projecting the number of children with disabilities accessing child and youth care facilities and projecting the number of professionals employed to render child care and protection services within the community.

- **To implement programmes for child care and protection**

Develop and implement child care and protection programmes.

- **To monitor the prevalence and incidence of abuse, neglect and exploitation**

Monitor the number of reported cases of child abuse, neglect and exploitation.

4.11.2 Service provision in terms of the KwaZulu-Natal Provincial Multi-disciplinary child abuse protocol

The largely rural nature of KwaZulu-Natal and the lack of resources in some areas call for creativity and flexibility in the implementation of the protocol process. This protocol introduces the concept of a Child Protection System(CPS) which reflects a coordinated well organized delivery of child protection services formulated through a process of intersectoral collaboration and participation by all roleplayers as well as the community. The child abuse protocol is a written agreement arrived at by all stakeholders in the multi-disciplinary team on their respective roles and responsibilities in service delivery in child abuse. It sets out procedures to be followed, standards of services to be maintained, codes of conduct of service providers and the interlink of the multidisciplinary team during the intervention process in instances or suspected instances of child abuse and neglect [KwaZulu-Natal Child Protection Committee (1999b:4-5)].

Some of the major challenges that were identified with the implementation of this protocol in the province were the lack of funding as well as the lead Department of Social Development not facilitating ongoing training in order that personnel could be capacitated to implement this policy, effectively (Cassiem 2000:118).

4.11.3 Provinces key objectives for service delivery in child abuse in South Africa

The following are some of the service delivery focus areas in child protection , for provincial structures (Cassiem 2000:117):

- Children must be seen as individuals while also recognizing that they are part of a larger support system of the family and the community.
- The main objective should be to serve their best interests.
- The need for participation of children in all matters that affect them.

- Their needs needed to be responded to in terms of their cultural diversity and their personal circumstances.

4.11.4 Some of the key challenges for the implementation of the Provincial Child Abuse Protocols by provinces in South Africa

Some key challenges cited are listed below (Secretariat of NCCAN, Department of Welfare 2000 cited in Cassiem 2000:117,120):

- There was no budget for service delivery as the budget was not costed.
- There needed to be more effective coordination of preventative programmes within provinces and within departments.
- There was a need to access resources such as NGO projects, neighborhood programmes and lay counselors.
- Partnership between the state and NGO sector needed to be strengthened.
- There needed to be budget sharing between departments.
- There needed to be strengthening of committees at local, regional and provincial level.
- Records needed to be maintained on how many children received services.

4.12 Conclusion

Child abuse was presented as a social phenomenon experienced internationally and nationally. This chapter presented the specific context of the research study. Various aspects of the social, political, economic, environmental and cultural characteristics of the South African population especially that of the citizens of KwaZulu- Natal Province, that impact on governance and service delivery were discussed. The challenges facing service delivery in child abuse internationally was illustrated through the presentation of the

results of some research studies. Reference was made to international commitments for the protection of children from abuse, and for their empowerment. Case studies of children's rights issues in some international countries and in Africa was briefly discussed.

Once again child abuse was discussed in relation to poverty and hiv and aids due to there being documented evidence of a relationship between these conditions in South Africa. The various policies, legislation and international commitments informing the responsibilities of governance by all stakeholders in their commitment to children who are abused, were presented in some detail. Transformation policies in service delivery in-keeping with the normative theory and ethical theory on which this study is based, was also presented. The commitment of some of the major sectors to service delivery in child abuse was presented. The contextual issues of the KwaZulu-Natal Province and the eThekweni Municipal District in terms of poverty and service delivery in child abuse were also discussed. There was also reference made to research findings in child abuse in South Africa, and the eThekweni Municipal District. The views on the state of governance in service delilvery in child abuse, of significant roleplayers involved with child protection in South Africa, were also presented. The chapter concluded with reference to the provision of services in child abuse by the Department of Social Development in the KZN Province.

CHAPTER FIVE

RESEARCH METHODOLOGY

5.1 Introduction

Most often but not always, research is predicated on a particular problem that has been identified. Research is described as a process that is organized in a systematic way, explicitly describing the steps involved in the process to discover solutions to the identified problem (Sekaran 1992:4). A similar view is posited by Hoad (2003:400), who described research as a process of intensive search which is undertaken with a purpose and a focus in the investigation to lead to a discovery of solutions to an identified problem. Given these understandings of research, it is postulated that the main purpose of this research project is an intensive investigation directed towards the discovery of barriers to the prevalence of good governance practices to achieve effective, adequate, equitable and sustainable service delivery in the area of child abuse. It is important at this stage to discuss the scope, context, focus and the depth of this research study.

It is imperative that the research topic being investigated is viable in that it is possible to translate it into a smaller or moderate project that can be scientifically investigated (Boeije 2010:2). The first decision taken by the researcher to narrow the focus of this research study is to adopt a governance perspective to service delivery in child abuse. There is good governance and there is bad governance. The thrust of this study is to focus on barriers to good governance in service delivery, more specifically, the focus is on factors that promoted and factors that hindered good governance practices in service delivery in the area of child abuse.

Cloete (1999a:13), asserts that good governance is the acquisition of a democratic government of developmental policy objectives that are most appropriate to develop society in a sustainable way, through the mobilization, utilization and coordination of all

available resources in the public, private and voluntary sectors in both the domestic and international arena, in the most democratic, efficient and effective way. He, Cloete (1999a:13) postulates that development policies are public policies aimed at raising the quality of life of citizens in a society.

In referring to sustainable governance, Cloete (1999a:13), further states that it refers to the durability of a service in terms of its quality and the required quantity of service over an extended period of time. It is therefore of utmost importance to have a thorough assessment of all resource requirements for service delivery and the results of such assessments need to be incorporated into the service delivery strategy plans. There should also be access on a continuous basis to the resources required for the delivery of sustainable services.

Cloete (2006:285), asserts that while every activity in the public institution needs to be subjected to research in order to determine the economic, effective and efficient performance of that activity, he proposes that the findings of such investigations need to be taken into account by politicians involved in policy making and public officials who are involved in the implementation of policy. He (Cloete 2006:286), also prescribes that it is essential that politicians and public officials have the knowledge and skill to utilize the results of research to obtain a more economic, effective and efficiently run public administration. One can deduct from this then, that an efficiently run public administration in South Africa refers to achieving the objective of delivering an effective, efficient, equitable and sustainable developmental service that is aligned to the constitutional mandates, and with regard to this research project, this would be in the focus area of child abuse.

This chapter presents in detail the empirical research study that has been conducted. There is a discussion on research paradigms, theoretical frameworks in social research, types of research and methodologies, the research design, the aims, objectives, the purpose of the study and limitation of the study. There is a step by step presentation of the research methodology. The research techniques, sampling method and measuring

instruments are discussed in some depth. There is a detailed discussion of the questionnaire structure linking it to the research themes of this study. The method of data analysis and interpretation is also discussed.

As this research project begins to position itself within the broader research domain, it is befitting at this point to enter into a discussion on research paradigms in public administration. There is the perception that public administration plays a major directing and leading role in governance in service delivery as has been illustrated in chapter two of the literature review on governance.

5.2 Research paradigms in public administration

The general perception held is that it is difficult to set boundaries to issues and activities that fall in the field of public administration (White 1955:4; Rugge 2007:115). There are some authors who have attempted to delimit this wide ranging subject by reducing it into three generic areas. These have been identified as the purpose, the means and the level of power that was required by the bureaucracy in order to achieve the desired outcomes. Furthermore, a more intensive understanding of the issues included in the means category of research, will facilitate the development of new insights which could enable the optimal use of all supporting resources including that of human resource utilization (Robbins 1980:69 and Schwella 1999:348).

Pfiffner and Presthus (1967:10), present three categories of scholarly paradigms in public administration which are proposed can assist in the study of the field of public administration. These are the legal-historical, structural-descriptive and the behavioural schools. These three approaches to the study of public administration are discussed below.

5.2.1 The legal-historical approach

The legal-historical approach as the name suggests refers to the impact of history and the legal framework of a country on the public administration domain. Heyen (2000:720) asserts that public administration is a historical discipline. Pfiffner and Presthus (1967:10) hold the view that the study of public administration is based on legal rights and the resultant obligations of government. Both these views are relevant to the research project under study as has been illustrated in the literature review chapters of this thesis.

A further perspective held is that a historical perspective to research in public administration, while considered limiting in that it does not enable insights into unknown territory, is very useful in assisting with the mapping of what has transpired and what is current (Raadschelders et.al.2000:777). The same authors (Raadschelders et.al.2000:775), further assert that a historical perspective in researching public administration is useful. They cite three reasons for this. The first one is the acquiring of knowledge which will assist to better understand the present. The second reason is to gain insight into practice from knowledge acquisition, and thirdly, such insights could be utilized to find solutions to presenting problems.

According to Thoenig (2007:89), the choices made in the past have influenced the choices made in the present. This is a significant point which has also been revealed throughout the literature review, with regard to how current day governance practices have been informed by, and has been influenced by past practices. This is a significant point that has reared its head in the unfolding of this empirical research study.

5.2.2 The structural -descriptive approach

This particular school of public administration research utilizes scientific management practices and business methods in the study of public administration (Pfiffner & Presthus 1967:11). The limitations perceived of this approach is that it restricts the field of study to

that of the organization and the personnel management associated with but not exclusive to financial and legal regulatory frameworks (Pffner & Presthus 1967:11).

Hanekom and Thornhill (1993:86) cite the advantage of this approach as being to develop an understanding of the administrative functions of certain categories of public officials in a public institution. The one criticism of this approach is that it has not illustrated evidence of progress as a research approach in the South African environment. There has actually been retarded development with this approach in the research domain (Rowland 1987:58).

5.2.3 The behavioural approach

This approach in research refers to the study of human behavior. With reference to research in public administration, this approach focuses on the study of human behavior in the organizational context in a systematic way. It is based on the premise that while the programs in an organization may vary, the behavior of officials in public organizations would more likely be constant dependant on the extent to which it is influenced by the bureaucratic character of these organizations (Pffner & Presthus 1967:12).

There is the view held that Africa has been used as an experimental laboratory for the study of such conditions as disease, poverty and corruption. It is suggested that there be a move away from such a focus of research to one which investigates the understanding of people associated with public organizations and their fit into the broader governance structures (Haruna 2004:205).

5.3 Theories, concepts, data and questions

The general view held is that research must be set within a theoretical background. Social scientists attain a position in their research enquiry based on their knowledge of

the theory and methodological theory that exists in that particular field under investigation (Henning et al.2004:12). Below is a discussion of theories, concepts, data and questions.

5.3.1 Theories

Boeije (2010:21) describes theory in the following way, she states that, ‘theory refers to coherent frameworks that try to describe, understand and explain aspects of social life’. There are other authors who describe this phenomenon from a different perspective but all ultimately, alluding to a similar meaning [(Silverman 1993 cited in Henning et al. 2004:14); Leedy & Ormrod (2005:4)].

Theories are said to be statements that indicate how concepts are connected. Their main purpose is to explain why phenomena appear as they are (Silverman 1993 cited in Henning et al. 2004:14). This view is supported by Leedy and Ormrod (2005:4), who propose that a theory is a group of principles and concepts that are organized in such a way, so as to explain a particular phenomenon.

Theories are constructed by man through the sensory processes of seeing, feeling, hearing, touching, sensing and smelling. These experiences have been put together through cognitive processes in such a way, to be able to formulate theories to explain relationships between phenomena (leCompte &Preissle 1993 cited in Henning et.al.2004:14). The challenge forwarded is that there is a need for more skill to make it possible to fit theory and fact together in social research, in order to be able to contribute to the process of developing a better theory (Cooper &Schindler 2003:54).

Henning et al.(2004:15) asserts that theoretical perspectives present a view of the world through the interrelated concepts, sets of assumptions and propositions that present themselves. She further proposes that there are different perspectives from which the world is viewed by different people, and that therefore, the positions in the world that people take up with regard to their subject of study are different.

The development of theory in public administration while believed to be difficult is encouraged, and public administrators are persuaded to take up this challenge. It is suggested that three steps be followed in this regard. The first being that existing information be interpreted in order to develop some understanding of administrative phenomena and activities. The next step is to order the facts related to administration and lastly, to identify inherent patterns in the breakdown of these facts which should inform future action that could be taken by administrators (Hanekom & Thornhill 1993:52).

5.3.2 Concepts

Welman et al.(2005:20), define the term concept as, ‘an abstraction representing an object, a property or a certain phenomenon’. Boeije (2010:95), describes the term, concept, as a category which is utilized as a building block in formulating a theory.

Concepts are used in several forms in the research process. Concepts emerge from the data obtained in the research investigation undertaken, or it is obtained from existing literature and is utilized to transform the data in order to develop new insights from this data which is able to then contribute to a better understanding of the phenomena (Boeije 2010:153).

Boeije (2010:23), refer to ‘sensitizing concepts’ as those concepts that are still not clearly formalized in the early stages of the literature search or the early exploratory stages in the research. The ‘definitive concepts’, by contrast have a fixed content and are included as items to be measured in the study. She, (Boeije 2010:23), further asserts that, the primary role of a concept is in the ordering of data that is collected, while the specification and clarification of the concept happens at the analytical stage. At this stage of concept clarification, theory development takes place.

5.3.3 Data

There are several ways in which data may be collected in qualitative research. Data may be obtained from documents of an organization, for example, letters, minutes, e-mails and any other record available for study. Verbal material such as chat-sessions and advertisements may also be used (Boeije 2010:58). Utilizing already existing information from sources by researchers is referred to as secondary data (Hussey & Hussey 1997:149; Mouton 2008:71).

Further to this, researchers may request organizations to produce certain material such as a diary or photographs or a video. Data could be obtained through other sources such as interviews and focus groups (Boeije 2010:58). Original data obtained in this way from the source by researchers, to be used in a particular research project, is referred to as primary data (Hussey & Hussey 1997:149; Mouton 2008:69).

The more popular view held is that qualitative data presents the daily life experiences of people. The study of this data therefore enables social scientists to develop an understanding of aspects of social life of people (Boeije 2010:58).

An almost contradictory perspective to understanding qualitative data is that it does not reflect the exact life experience of respondents. Two reasons are cited to substantiate this statement. The first one is that data obtained is influenced by the interaction between the researcher and the respondent (Boeije 2010:58). The second reason cited is that the data obtained is dependent on the respondent's ability to communicate effectively their experiences in the medium of language (Polkinghorne 2005 cited in Boeije 2010:58).

5.3.4 Research questions

Mouton (2000), argues that research designs are shaped to respond to different types of questions (cited in Henning et.al. 2004:37). This view is supported by Boeije(2010:24)

who states that it is the research question that forms the baseline of the research study that the researcher sets out to undertake to find answers to this research question.

Research questions in scientific research needs to relate to a particular type of theory (Boeije 2010:2). Qualitative research is able to address both descriptive and explanatory questions (Boeije 2010:24).

5.4 Strategic approaches to research

Henning et al.(2004:15), makes a distinction between epistemology and methodology and stresses the need for novice researchers to understand the difference. She asserts that epistemology implies an understanding of how knowledge was created and it refers to the philosophy of knowledge. Explained in another way, epistemology is the repertoire of knowledge on a particular aspect of the world, whereas methodology is said to be about the specific ways and methods used in arriving at a better understanding of an aspect of our world. Furthermore, the point made is that both epistemology and methodology share a close synergy.

Three different epistemologies or philosophies of knowledge are identified in social research. These are the positivist/postpositivist paradigm, the interpretivist/constructivist paradigm and the critical paradigm. Each of these theoretical paradigms inform a specific methodological framework with its own logic and coherence. The positivist/postpositivist framework would more likely require a quantitative research methodological framework. The interpretivist/constructivist framework would more likely require a qualitative research methodological framework, while the critical framework would more likely require participative action research (Henning et al.2004:16).

It is necessary for novice researchers to position their own research project within particular theoretical paradigm based on the philosophy of knowledge acquired through their literature search (Henning et al. 2004:16).

5.4.1 Linking theoretical frameworks to methodologies in research

It has already been stated above that there is a common expressed view that all research studies need to be positioned within one of the theoretical frameworks (Henning et al. 2004:25). Several purposes have been cited for the choice of a particular theoretical framework (Henning et al. 2004:26). These are (Henning et al. 2004:26):

- A theoretical framework enables you to set your research within the parameters of that particular theoretical framework.
- A theoretical framework also reflects the perspective the researcher adopts in her research. This is reflected in the concepts and theories that are associated with the discipline.
- It is stated that a theoretical framework leads to a conceptual framework of the key concepts to be utilized in the study.
- A theoretical framework is said to anchor the research study in literature and in this way influences a discussion between the research study and the content of the literature review.

Some authors refer to a theoretical framework as a conceptual framework (Holliday 2001:52 cited in Henning et al.2004:26).

The discussion that follows attempts to describe briefly the theoretical frameworks and the methodological type it assumes.

5.4.1.1(a)The positivist framework

This particular theoretical paradigm is based on the premise that the purpose of knowledge is to describe, predict or explain phenomena that can either be observed or measured (Henning et al. 2004:17).

5.4.1.1(b) Methodological implications

The main research methodology utilized in this theoretical paradigm is that of the experiment wherein an understanding of natural law is obtained through direct manipulation and observation. Examples of this type of study are, survey studies, statistical analysis and quantitative descriptive studies(Henning et al. 2004: 18).

5.4.1.2(a) The interpretivist framework

This theoretical paradigm informs research studies intending to capture the social lives of respondents in order to develop a deeper understanding and meaning of this phenomenon. This evolution in social research gave rise to the first qualitative studies which were more of a descriptive nature. This type of research study developed further which led to the researcher taking on a role of co-creator of meaning in the research study. This development enabled researchers of qualitative studies, to enquire and question the way social meaning is developed in discourse, and to understand how it is maintained. This latter development gave rise to the terminology 'interpretive' in referring to qualitative research. While the positivist view of research is to uncover the truth, the interpretivist believe that the goal of science is getting a better understanding of reality, or the multiple realities and that scientific methods only elicit an approximation of what might be considered as the truth. Understanding the world from different perspectives is encouraged in the interpretivist approach (Henning et al.2004:20).

This approach proposes that, knowledge is constructed in different ways. This is by observing phenomena, considering descriptions of what peoples intentions are, their beliefs, the values they hold and the reasoning behind this. The researcher therefore has to look at different sources to understand a phenomenon (Henning et al.2004:20).

5.4.1.2 (b) Methodological implications

Several methods are used in this form of study. Qualitative data analysis is one type. The other types are open interviewing, unstructured observation, and idiographic descriptions. In this methodological type the qualitative research methods are the predominant method for both data collecting and analyzing (Henning et al.2004:21-22).

5.4.1.3(a) A critical framework

The main focus of this critical paradigm is the experiences of peoples' lives and the social relations that maintain them. The critical framework approach deconstructs the world in the process of attempting to understand relationships in the world. It especially questions unequal power relations and attempts to shift power relations in such a way that it becomes more equitable. Researchers who have a need to address social issues through their research use this paradigm. The interpretivist by contrast accept that discourses in framing realities have consequences, while the critical researcher explores the discourses to arrive at an understanding of how they present in peoples' lives through a process of deconstruction, and then working towards reshaping peoples' lives through a process of reconstruction (Henning et al. 2004:23).

5.4.1.3 (b) Methodological implications

The main methodology used in this paradigm is through collaboration between researcher and participant whereby the researcher is an equivalent in the research process. The main processes of the methodology involve participation and involvement. Action research is an example of the research methodology utilized in the critical research paradigm (Henning et al.2004:24-25).

5.5 Research methods

According to Henning et al.(2004:36),the methodology in research is about presenting arguments on the choice of methods adopted by a researcher. This is done by illustrating the value of the research methods chosen for the particular research as opposed to other research methods. She (Henning et al. 2004:36), asserts that the manner in which the researcher argues the choice of research methodology is referred to as the ‘*methodological reasoning*’. A further exposition of the meaning of methodology is that methodology refers to a group of methods that are coherent and where the methods complement one another. This is referred to as a ‘*goodness of fit*’. Babbie & Mouton (2001:75), propose that research methodology focuses on the process of the research investigation, the procedures and the tools used (Babbie & Mouton 2001:75, cited in Henning et al. 2004:36).

Another view proposed is that methodology refers to the kinds of tools used, the process and procedure used in research study. The research design focuses on what the end product will be (Babbie and Mouton 2001 cited in Henning 2004:36). Henning et al.(2004) however, presents the argument that all these phenomenon discussed, namely, the procedure, processes, tools and research design all refer to methodological issues (Henning et al.2004:36).

Hussey & Hussey (1997:59), linked two main research strategies to methodologies.

These are presented below:

Table 5.1: Research strategy linked to research methodology

Positivistic strategy	Phenomenological strategy
Associated Methodology:	Associated Methodology:
Comparative Studies	Case studies
Longitudinal Studies	Participative enquiry
Cross-sectional Studies	

Source: Adapted from Hussey & Hussey (1997:59).

She, Henning et al.(2004:36), asserts that methodology refers to methods that are distinct groups that complement one another. Below is a table on the types of research and the associated methodology.

Table 5.2 Types of research and methodologies

Approaches to research	Methodologies
Quantitative	Comparative studies
Qualitative	Case studies
Exploratory	Cross-sectional studies
Descriptive	Longitudinal studies
Explanatory	

Source: Hussey& Hussey (1997:84).

Below is a discussion of these types of research approaches.

5.5.1 Quantitative research (Positivistic research)

The view held is that in quantitative research the researcher aims to test a specific hypothesis (Leedy & Ormrod 2005:94). The ultimate goal of quantitative research is the numerical quantification of the object under study. This is achieved through acquiring numerical data in the process of data gathering (Hussey & Hussey 1997:12). Another important characteristic of quantitative research is that there has to be extreme precision and objectivity in the data gathering process (Hussey & Hussey 1997:52). Comparative studies is the method of research enquiry proposed.

5.5.2 Qualitative research (Phenomenological research)

In positivistic research a research design needs to be determined before data collection commences, whereas qualitative or phenomenological researchers prefer emergent designs that unfold in the data gathering process (Welman et al. 2005:192). As has already been indicated, in the phenomenological qualitative research there is a greater emphasis on describing phenomena and making new discovery. This being the case then,

data are reduced to themes and are subjectively evaluated (Rudestam & Newton 2001:36). This view is supported by Hussey & Hussey (1997:12) who also state that qualitative research is more subjective and entails exploring perceptions. Case study is the method of research enquiry proposed.

There are several views expressed on the difference between the qualitative and quantitative approaches in research. Some of these view points are that, quantitative research is research focused while obtaining statistical information, testing theories, obtaining factual information, determining relationships of different variables and the making of predictions (Van Der Merwe 1996:282). Qualitative research in contrast focuses on the development of an understanding of the phenomena in the process of developing theories to facilitate a deeper level of insight and understanding into conditions affecting human life (Van Der Merwe 1996:283).

A further explanation of the difference between quantitative and qualitative data is presented. Qualitative analysis is the non-numerical examination and interpretation of observation for the purpose of discovering underlying meanings and patterns of relationship. Quantitative analysis on the other hand, is the numerical representation and the manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect (Rubin & Babbie 2005:63).

5.5.3 Exploratory studies

Exploratory studies are said to be appropriate in researching a subject matter that has had no or very limited earlier studies that can be used as a point of reference on the issue being researched (Hussey & Hussey 1997:10). Zikmund (2003:111), identifies three purposes for the use of exploratory research studies. These are in diagnosing a situation, screening alternatives and in discovering new ideas. Cross-sectional study is the method of research enquiry proposed.

5.5.4 Descriptive studies

Saunders et al.(1997:79), state that the main goal of descriptive research is to present an accurate profile of the objects being studied. These could be persons, events or situations. They, Saunders et al.(1997:79), further state that it is important to obtain a clear understanding of phenomena for which data will be collected before the gathering of such data commences. Longitudinal study is the method of research enquiry proposed.

5.5.5 Explanatory studies

Explanatory studies are seen as a research study that is a follow-up of a descriptive research project. It is further stated that after the study of a problem the emphasis is thereafter to identify relationships between variables (Hussey &Hussey 1997:11).

5.6 Literature Review

The view proposed by Finn (2005:90) is that there should be a critical stance taken in the interrogating of knowledge unearthed in a literature review. This should enable the researcher to identify gaps in understanding of pertinent issues related to the problem or the issue under investigation. According to this author presenting just a summary of information on the research topic should not be the aim of literature review.

There are three generations of research that were identified in the field of public administration policy. The first generation is based on the perception that once policies are proclaimed implementation would take place automatically. The second generation is based on the perception that policy implementation is a political process while the third generation of research study is based on the need to understand how policy implementation has taken place, with a view to making improvements in its implementation. This is referred to as the ‘analytical generation’ (Brynard 2005: 651).

The literature review was undertaken in the following areas related to the subject under study. These were:

- Definitions, meaning and the role of governance and good governance.
- Models of governance internationally and nationally.
- Challenges and barriers to good governance in achieving service delivery outcomes in South Africa at a macro level and in the KwaZulu-Natal Province and the eThekweni Municipal District.
- An overview of child abuse as a human condition internationally and in South Africa as well as in the KwaZulu –Natal Province and the eThekweni Municipal District.
- Policies and legislation informing governance in service delivery in South Africa.
- Policies and legislation that inform service delivery in child abuse in South Africa and in the KwaZulu-Natal Province.
- Contextual issues of the KwaZulu-Natal Province and the eThekweni Municipal District.

5.7 The selected research approach, methods and design

The phenomenological strategy in research utilizing the qualitative approach within the theoretical paradigm of the interpretivist epistemology, has been selected for this research study.

It is postulated that the qualitative approach of research does promote and encourage participants to avidly describe the subject under study in their own words and also to be in control of the research setting (Boeije2010:32). Another characteristic of this method that makes it appropriate for this study is that it is perceived that the qualitative method does allow for the intermixing between the data gathering and the data analysis processes. In this way this method of research does allow for an interpretation of the phenomenon under study (Boeije2010:32). She, Boeije (2010:33), further, makes reference to one other quality of the qualitative approach that makes it relevant for this study. This is that the qualitative type of research relates to the field experience of participants and therefore

the findings will be relevant to the field which then makes it easily translated into practice interventions for practitioners.

Evaluative research is described as a political and managerial activity which contributes to policy decisions being made on the basis of which funds are allocated for planning, design, implementation and continuance of programs in the public service (Rossi & Freeman 1993 cited in Madlopha 2003:11-12).

A research design sets out a guideline to the researcher in making progress with the investigation of the identified research problem. It enables the researcher to plan a way forward for anticipated issues that may be encountered and to allow for engagement in prior proactive decision making around the anticipated challenges in order to achieve reliable results (Mouton 2002:107). The case study method is the primary research method utilized in this research investigation this then therefore informs the research design for this study.

In a case study method a phenomenon is studied within a bounded system. A case study as a research method is described further as any social entity that can be put together by common parameters and that has specific characteristics and relevance where information may be captured within these parameters or boundaries (Stake 1988:255, cited in Henning 2004:32). Another view proposed is that a case study can be described as a bounded system with unity (Henning 2004:32). This definition is extended and refers to a case study as, in addition to the boundaries of the unit of study is also '*determined by its methodology*' (Travers 2001; Hamel, Dufour & Fortin 1993 cited in Henning et al.2004:40).

A phenomenological case study refers to a research study where there is a predominant use of phenomenological methods. A study in a bounded system is referred to as a phenomenological case study (Henning et al.2004:34).

Merriam [(1999) cited in Henning et al.2004:41], states that the case study design is used to obtain a deep understanding of the phenomenon under study for those involved. There

is more of an emphasis on the process instead of outcomes of the study, in the quest to discover, instead of seeking confirmation, and also in the context, instead of a specific variable. This view is supported by Burnham et al. (2004:55)

The case study design is said to be utilized broadly in research in the social sciences. While this particular research design can be used to generate both qualitative and quantitative data it is best suited to the qualitative type of research. Furthermore there is a strong theoretical dimension incorporated into the case study design (Burnham et al. 2004:55). The case study design enables the researcher to obtain information on several variables from a single group, organization or policy area. This therefore enables the researcher to obtain a complete account of the phenomena under study (Burnham et al. 2004:55).

This empirical research study focuses on exploring phenomena related to the role of governance as was experienced by the study sample in service delivery to children who were abused. The study also targeted senior intersectoral officials engaged in the formulation and in monitoring the implementation of policy in this particular field of service. The study explored qualitative variables against a particular theoretical construction which in this case were the Ethical, Normative and Neo-keynesian theories.

The process of triangulation was utilized in this research study with regard to the use of methods and in terms of data gathering.

According to Boeije (2010), triangulation refers to researching a social situation from different perspectives. It could be that the researcher wishes to utilize more than one method in conducting the social research. She (Boeije 2010), further asserts that utilizing more than one method to study a subject matter leads to a more comprehensive description of the subject matter. There could also be the utilization of more than one theory to understand and interpret the data. This is referred to as a theoretical triangulation. There are adverse critics about the use of qualitative and quantitative methods as a form of method triangulation (Boeije 2010:176). The view against this criticism is that there is

benefit in data being collected through the use of the two different methods in that if both methods yield similar data it reflects consistency in results of the phenomena and if different results are obtained this should be viewed as a challenge to determine more about the relationship between the methods used and the topic being studied (Patton1999, cited in Boeije 2004:177).

The methodology of this research study will be in line with the aims of the study:

1. Firstly a general method of literature review of the theoretical framework within which this research is built has been employed as has been illustrated under the heading on literature review.
2. Secondly an empirical study which entails data collection and analysis has been undertaken. It is envisaged that this process presents an accurate assessment of factors impacting on good governance in the delivery of services in child abuse within the eThekweni Municipal District of KwaZulu-Natal.

5.8The purpose of the study

The use of the term ‘good governance’ has become a cliché. Slogans abound in all post apartheid policy provisions in service delivery in South Africa, but yet at an operational level stakeholders and beneficiaries experience extreme challenges in ensuring an effective, efficient, economic and equitable service delivery to all children who are abused. There are policies and minimum standards for service delivery that have been developed to improve governance in accordance with the transformation principles for public administration as is stated in section 195 of The Constitution of the Republic of South Africa,1996. One of the fundamental policy provisions in this regard in relation to child protection is the national program of action for children, alluded to in chapter 4, point 4.8.14 of this thesis.

It is well documented that the psychological symptoms of abuse if not effectively treated by a multidisciplinary team will cause retarded growth and under-development of the individual. This situation will deprive individuals and work against them achieving their full developmental potential. Furthermore, it will mitigate against the promotion of the vision of the national and provincial governments which are development based, namely, the Provincial Growth and Development Strategy of the Province of KwaZulu-Natal (2003), which like several other policy documents seek to enable the citizens of the province to develop to their maximum potential in order to become self sustainable and independent of state assistance while contributing to the growth of the economy.

Another aspect of good governance that is focused on in this research project is that of sustainable development. Reference to this paradigm of good governance has been elaborated on in chapter 4, under point 4.9. Fig (2007:234), makes reference to the National Management Act, 107 of 1998, which affirms the need for the integration of social, economic and environmental factors in planning for service delivery in order to achieve the objectives of sustainable development. There are several other mandates which attest to the requirement of sustainable development as being a necessary outcome of good governance in service delivery in communities. The Provincial Growth & Development Strategy of KwaZulu-Natal (2003) referred to above, and the Integrated Service Delivery Model (2006) of the Department of Social Development, are two of these mandates which have been alluded to in chapter 2 and in chapter 4 of this thesis. The Nobel Prize winner, Sen, focused attention on the need to see the development of people as the end goal in the growth process. This she referred to as the capabilities approach. This approach looks at the ability of people to develop to their maximum potential. She furthermore asserts, that governance movements needed to steer development initiatives to facilitate this process (Sen cited in May 2000:8).

Another contributory factor to the significance of this empirical enquiry is the view that there is a breakdown in communication between practitioners and researchers and policy makers. This often leads to inappropriate programs being implemented. Often these programs are ineffective which could have been avoided had there been a more adequate

research base(Louw 2000 cited in Dawes & Donald 2004:1). It is hoped that this research study will contribute to developing a research base for use by practitioners and policy makers with a view to developing appropriate programs for implementation.

This research study is an attempt to identify the barriers to good governance practices in service delivery in order to offer new insights into (a) what factors promoted and what factors hindered the implementation of good governance principles and practices by service providers (b) the challenges experienced by stakeholders in the delivery of services in child abuse in accordance with the policies and mandates of good governance. (c) the extent to which the current policies informing service delivery in child abuse promoted good governance practices. (d) to make recommendations for turnarounds to factors identified in (a),(b) and (c)above.

5.9 The aim of the study

The aim of social research is two-fold. The first is the quest for arriving at results that is honest and as close to the truth as possible. The second aim is to give attention to the issue of resources and resource management (Mouton 2002:63). The aim of this particular research study incorporates both these aspects. This research study aims to identify and explain the impact of the issues challenging good governance in service delivery in child abuse by offering insights into (a) the current status of governance practices in service delivery in child abuse, (b) discussing strategies to facilitate good governance practices by all role-players in the eThekweni Municipal District and (c) to contribute to the realization of an effective, efficient, economic and sustainable service delivery in child abuse.

The aim of this study as outlined in chapter one, has been achieved. The data analysis and discussion of the data appears in the next chapter.

5.10 Objectives of the study

The research objective is said to present the '*what*' of the research, namely, what is it that the researcher wishes to achieve by undertaking the research study (Mouton 2002:101).

The policies of the South African Government ever since the achieving of democracy are based on the Bill of Rights as is presented in The Constitution of the Republic of South Africa, 1996. Reference to its provision in terms of the protection of children against abuse has been made in chapter one of this thesis. The KwaZulu-Natal Protocol on Child Abuse and Neglect (1999), sets minimum standards for the delivery of services by the multi-disciplinary stakeholders. Services are aimed at achieving the goals of good governance in child protection services. The ever increasing statistics on child abuse as has been illustrated in chapter one places into question the effectiveness to which children are being protected from abuse. This research study is an attempt to explore the barriers experienced by practitioners and policy overseers in attempting to achieve and uphold the principles of good governance in the delivery of services to children who are abused. The following research objectives pertain:

5.3.1 The identification of governance processes in service delivery in child abuse that promoted good governance practices.

5.3.2 The identification of governance processes in service delivery in child abuse that hindered good governance practices.

5.3.3 The determination of the extent to which the policies informing good governance practices in service delivery in child abuse are relevant.

5.3.4 The identification of challenges experienced by intersectoral roleplayers in rendering a sustainable service in child abuse.

5.3.5 The identification of gaps in service delivery in child abuse by relevant stakeholders.

The study will make recommendations for the facilitation of good governance practices in providing an equitable and sustainable developmental service delivery to children who

are abused through the effective and economic utilization of public resources at an operational level, by responsible service delivery structures. The further objective is to make recommendations on the relevance of the current policy informing service delivery. The objectives of this research study have been quite adequately achieved and this is elaborated on in the recommendations and conclusion of this thesis.

5.11 Consultation with authoritative sources of information

There are three categories of specialists whose experience and knowledge base have been accessed by the researcher in the research study. They are as follows:

- (a) Social workers in a focus group setting.
- (b) Social work programme managers who have been involved in the management of individual child abuse cases in the eThekweni Municipal District for the period under study.
- (c) Members of the KwaZulu-Natal Provincial Child Protection Committee whose composition is intersectoral and multi-disciplinary.

The social work professional has been chosen as the main category in the respondent population based on the rationale that this category of professional has been mandated by law to ensure the protection of the child who has been abused, as well as to ensure the holistic rehabilitation of the child through a well integrated intersectoral treatment program that adequately meets the physical, medical and psycho-social needs of the child. In the process of meeting with this task the social worker has to interact with all stakeholders from the multi-disciplinary team involved in the management of the child, the family and the perpetrator. This then exposes the social work professional to a more holistic intersectoral experience which enables this respondent to have first-hand experience of governance practices in service delivery in the field of child abuse.

The task of the KwaZulu-Natal Provincial Child Protection Committee is to oversee the policy implementation in child abuse by various sectors mandated to implement policies

and legislation in child abuse. The intersectoral representation of this committee includes the sectors of health, education, welfare, saps, justice and the ngo. The membership of this committee is recognized for its multi-disciplinary skills and respondents from this group are therefore considered to be specialists in their own sectors.

5.12 Research technique

Research techniques refer to the tools of the researcher. These tools are utilized for the specific task that is identified by the researcher which defines the way the researcher is to conduct the research study. These tasks are relevant to the different stages of the research investigation (Mouton 2002:36). These are discussed below.

5.12.1 Sampling method and research instrument

This study is to follow the non-random sample design utilizing the quota sampling method.

5.12.1.1 Sampling method

The study falls within the non-random group of sample designs as it includes all members of the target population. The only selection criterion for the social work practitioner and social work programme manager is that the individual must have delivered services in child abuse for the period under study.

The advantage of quota sampling is that the researcher can choose any person who fits the selected criteria and further, if an individual refuses to participate in the study, the researcher is free to consider replacements provided they fit the criteria. The quota sampling method is said to have the advantage of being quicker, less expensive and more efficient. A further point made is that the non-random nature of quota sampling places in question the drawing of inferences from the results (Burnham et al.2004:90-91).

However this particular study is not adversely affected by this limitation as 100% of the

target population who were accessible have been included in the sample. This makes the sample adequately representative.

The size of the sample should be influenced by the relative homogeneity or heterogeneity of the population and the desired degree of reliability for the purposes of the investigation (Neuman 1997:222).

The average estimate of social workers involved in the delivery of child protection services in the eThekweni Municipal District has been in the range of two hundred and fifty to three hundred at any given time during the period under study. The targeted respondent population was 120 social workers. The actual number of social work respondents who participated in the research was 87. The homogeneous nature of the respondent population makes this sample representative of the larger social work population in this municipal district.

Three different target groups form the study sample. The first group of respondents consisted of four focus groups. In total this sample consisted of 20 respondents. Hundred percent of this sample were reached. The second group of respondents consisted of social work programme managers who handled cases of child abuse for the period 01/04/2006 to 31/03/2008. This is a non-probability sample because the research design included 100% of this target group however 67 respondents were accessible. The sample population of social work programme managers constituted 55% of the targeted group of social work programme managers.

The third group of respondents was determined by an expert sampling process which is also a non-probability sampling method. Respondents consisted of all 15 representatives of the KwaZulu-Natal Provincial Child Protection Committee and as has already been indicated, they represent the different sectors responsible for child protection services in the Province of KwaZulu-Natal. However 10 respondents were accessed in this target group. This constituted a 67% response rate. A total of 97 respondents ultimately participated in the research study.

5.12.1.2 The research instruments

The research instruments that were used are focus groups, questionnaires and interviews. These are discussed below.

5.12.1.2(a) Focus groups

Four focus group sessions were conducted. The researcher utilized the medium of four focus groups consisting of five social workers per group to administer an interview schedule aimed at ascertaining their experiences with good governance practices in the delivery of services to victims of child abuse. There are several pertinent viewpoints to take cognizance of in regard to the utilization of focus groups as a research instrument.

Morgan,[cited in Babbie & Mouton (2007:292)] state that focus groups offer the researcher the experience of greater observation of the phenomenon under study. Furthermore, the researcher is able to determine common responses and differences in responses, as they present themselves in group discussions instead of making such determinations from a research analysis process after the data gathering process.

Neuman (1997:253), refer to focus group as a special qualitative research technique wherein people are informally interviewed in a group discussion setting. Some of the advantages of this research method is that no member dominates and it allows people to express opinions or ideas freely and that open expression among members is encouraged. Krueger and Casey (2000) share a similar view in that they assert that a focus group study is a well formulated series of discussions on a specific defined area of investigation with in a group setting which is experienced as relaxed and facilitative (Krueger & Casey 2000,cited in Burnham et.al.2004:106). The distinguishing feature of focus groups as a research instrument as compared to several group interviews is the utilization of the interaction of group members as part of the research data (Kitzinger 1994 cited in Burnham et al.2004:106).

The focus group technique is said to be valuable in that it allows respondents to stimulate the discussion and in this way provides information created through respondents who are able to connect with their own experiences which otherwise might not have been disclosed. However a limitation of this research instrument is that due to its smaller numbers it limits the generalizations that can be made from the responses. The other limitation is that one or two dominant group members can distort the results. A further point of note is that the focus group facilitator who may be the researcher would be responsible for how the data will be analyzed and presented. A major disadvantage of focus groups is that there is no way of knowing the extent of representation of the group, to the population it represents (Burnham et al.2004:111-112). The researcher is of the view that this factor will not adversely impact on this research study as the method of triangulation adopted by complementing the focus group technique with questionnaires and interviews, does minimize the possibility of this limitation impacting negatively on this research study.

The researcher perceives the focus group to be an effective method particularly for the groups of social workers who were rendering a service in the same locality. Their responses and inputs provided an added perspective in the analysis of data.

5.12.1.2(b)The questionnaire

The main research instrument used was the questionnaire. Data from the majority of respondents were accessed through the use of the questionnaire.

There is much criticisms about the misuse of the questionnaire as an instrument of information gathering because it is sometimes not well thought through in terms of its construction. Despite this view questionnaires are said to have some specific positive qualities in comparison to other methods of data collection. In comparison to an interview a questionnaire is said to require much less time and for this reason is much more efficient. Questionnaires can be personally administered or sent through the mail, or e-mailed (Gay & Diehl 1992:243).

Data on this questionnaire for this research study was obtained through the process of triangulation of the quantitative and qualitative methods. The quantitative approach was utilized only in terms of obtaining data on profiles of cases of child abuse for the period under study. The first part of the questionnaire obtained quantitative data on the number of cases dealt with as against the type of abuse. The second part of the questionnaire obtained qualitative data that reflected the extent of the phenomenon as had been experienced by the sample. In addition to this data, the researcher sought to determine relationships between quantitative and qualitative data through an interpretive and evaluation approach to arrive at an understanding of the phenomena at hand. Fifty percent of these questionnaires were self administered while the latter fifty percent were personally administered by the researcher at the request of the respondent population.

5.12.1.2 (c) Interviews

The interview as a instrument of gathering data is said could yield information that represents the real life experiences of people if conducted by principles of objectivity and neutrality by the interviewer (Henning et al.2004:53). The third stage of the research consisted of a questionnaire with open-ended questions 50% of which were self administered by respondents while the other 50% were administered through a process of personal interviews. This instrument was administered to key persons in the various sectors, one from each, who had been involved in policy formulation and implementation in the focus area of child abuse in the KwaZulu- Natal Province. They represent the KwaZulu-Natal Provincial Child Protection Committee.

5.13 Data analysis and interpretation

An adequate data analysis using statistical techniques was undertaken .This provided a perspective and a set of tools to search for clues and patterns . The results were interpreted and presented as descriptive and qualitative responses.

5.13.1 Data interpretation

Based on the statistical results, all results were interpreted and discussed as applied to the research theory.

This is an evaluative study following the phenomenology tradition of enquiry. The approach to studying the problem includes entering the field of perception of participants through their responses to questions, with the purpose of trying to understand how they experienced the phenomenon by understanding their responses to each question (Creswell 2003:15).

5.13.2 Data analysis

The analysis process followed the steps as outlined in the phenomenological approach of Creswell (2003:191,195) namely:

5.13.2.1 Qualitative analysis

The in-depth nature of the questions lent itself to a qualitative analysis process being undertaken .The following steps were involved:

- The researcher located statements relating to how individual respondents experienced services. These statements were listed out horizontally. Each statement was treated as having equal worth. The researcher then developed a list of non-repetitive, non-overlapping statements.
- These statements were then grouped into meaning units.
- The researcher next reflected on policy provisions and the literature review on good governance and service delivery to children who were abused .The researcher sought all possible meanings and divergent perspectives about the phenomenon with the aim of, constructing a description of how the phenomenon was experienced by the respondent.

- The researcher then constructed a composite description of the meaning and essence of the experience.
- Meaning statements were formulated from these composite responses and these were presented in tables.

5.13.2.2 Descriptive /quantitative statistics

The data was presented as meaning statements and presented in terms of numerical importance. Data was presented in tables or graphical representation with corresponding interpretations. Tables were used as follows:

- To organize data into meaningful formats.
- To summarize data.
- To emphasize features relevant to the study.

5.14 Limitation of the study

The study investigates the barriers to good governance in service delivery in child abuse in the eThekweni Municipal District of the Province of KwaZulu-Natal. The primary respondent population of the study was persons with a social work orientation.

It has been illustrated in the literature review that the KwaZulu-Natal Province has its peculiar characteristics. This refers to the expansive rural residential areas with a lack of infrastructure, a high percentage of poor people, a significant degree of customary tribal practices that influence social life of communities and a significantly high rate of hiv and aids.

In the light of the above the researcher identifies three issues that could be noted as limitations of the study. These are:

- The findings of this research cannot be generalized to other provinces in South Africa. Due to this study being a qualitative one, restricts its equal applicability outside the eThekweni Municipal District, and its findings therefore has to be considered within the social context of the respective communities concerned in the different municipal districts in provinces.
- The social work profession has like several other professions been affected by the brain-drain phenomenon experienced in South Africa over the past several years. This has resulted in a high turnover of social work professionals in the past decade. This phenomenon adversely affected the accessing of 100% of the study population of social work programme managers.
- The study has not included recipients of services in the sample population. This category of potential respondents, have been excluded due to the sensitive nature of the field of service that was investigated in this study. This absence limited an understanding of the phenomenon under study from the perspective of recipients of service delivery.
- The study sample is largely representative of social work professionals. It would have been more representative to have had an equal number of representation of other sectors who had also formed part of the respondent population. It needs however to be noted that research including the other sectors to a greater extent would be significant areas for research on their own.

5.15 Research themes

It has been alluded to earlier in this chapter that qualitative research does lend itself to analyzing data according to research themes based on pre-determined theoretical frameworks.

5.15.1 Linking the questionnaires with research themes

The principal research themes that this study is based on are the following:

- The overriding theoretical framework for this study is the **Public Management Approach** (Schwella et.al.1996). The major components of this approach which are the political, economic, social and cultural environment and which comprise the general environmental context of the Public Management Approach are explored further in the study.
- **Profiling** of child abuse cases that received services for the study period.
- The other research theme that is explored in this study is that of **human rights** and **ethical values** and **principles**. This then directed the study towards the normative and ethical theories.
- **Cooperative governance** is another significant research theme of this study and is explored further in the study. Networking as a concept in local governance is explored further.
- A further research theme explored in this study is that of **sustainable development**.
- **Strategic governance** and governance models of organizational management is another theme that is explored.
- **Neo-keynesian theory of democratic governance** (Swilling 1999) based on the strategic governance model (Swilling & Wooldridge 1997)

to **organizational change** with flattened hierarchies and the normative model (Mintzberg 1996) of governance as a theme are also explored. Decentralization is a concept explored within this theme.

- Underlying all of these themes is the **transformation principles for public service** according to chapter ten of The Constitution of the Republic of South Africa, 1996 which is a common theme that runs throughout this research study.
- The theme of **policy** formulation, implementation and policy review also runs through all three research instruments utilized.
- Exploring **gaps in governance** processes to achieve service delivery targets is explored as a theme.
- **Challenges** experienced by the respondents in all three target groups **in ensuring good governance practices** in child abuse service delivery is also explored as a theme.

5.15.2 Research questions aligned to research themes

Questions on all three data exploring instruments are discussed aligned to the relevant themes of this study. The researcher attempts to identify the questions aligned to the different themes of the study through the three different research instruments utilized in the study in the discussion that follows. Unstructured and open-ended questions directed the investigation in eliciting data around the main themes of the study. The unstructured interview schedule used for the focus group is identified as appendix A. The questionnaire administered to the second group of respondents which were the social work programme managers is identified as appendix B. A semi-structured open-ended

questionnaire administered to the KwaZulu-Natal Provincial Child Protection Committee is identified as appendix C.

5.15.2.1 Focus Group questionnaire (Appendix A)

The identified questions that follow each identified theme are illustrated after the respective theme.

Cooperative governance theme

- What is your view on the compliance of stakeholders to the principle of integrative governance? Explain your response.

Policy formulation, implementation and review theme

- In your view does Child Protection Policy and Legislation promote or hinder good governance practices in child abuse service delivery? Explain your response.

Governance as a theme

- The Child Abuse Protocol is an instrument utilized to ensure good governance in child protection services. What is your view on the prevalence of good governance practices in the delivery of child abuse services in the municipal district you work in? Describe three aspects of governance that have the most impact on the services you deliver be it positive or negative.

5.15.2.2 Social work programme manager questionnaire (Appendix B)

The research themes that prevail in this questionnaire are:

- **Profile of child abuse cases as a research theme**

Assessing the extent of child abuse cases in the eThekweni Municipal District, the nature of abuse and the profile of the child victims. It is only the questionnaire administered to social work programme managers (Appendix B) that has questions that elicit quantitative data. The entire section A relates to this theme. The questions follow below:

Section A

1.Number of children on who received services for abuse ?

DISTRICT	NUMBER
Durban (include Newlands West&East/Mayville/Overport/Sydenham/Berea/Morningside	
Inanda	
KwaMashu /Ntuzuma	
Phoenix	
Pinetown	
Mpumalanga	
Umlazi	
Chatsworth (also include Shallcross/Malvern)	
Umbumbulu (also include Amanzimtoti)	
Isipingo (also includes Orient Hills/ Malagazi)	

2.Sex of child

Female	
Male	

3.Age of child

0- 2 years	
3- 5 years	
6- 10 years	
11-13 years	

14-16 years	
17-18 years	

4.Type of Abuse

Type	Number
Physical	
Sexual	
Emotional	

5.Source of Referral

Source of Referral	Number
Health	
SAPS	
Education	
Justice	
Welfare	
Community	
Family	

6. Medical evidence confirming abuse ?

Sexual Abuse	
Physical Abuse	

The theme of **The Public Management Approach** (Schwella et al.1996). The major components of this approach are the political, economic, social and cultural environment which comprise the general environmental context of the Public Management Approach. The questions that relate to this theme are :

Programme Managers questionnaire (Appendix B)

Section B

- Do you think structures created by the constitution example, government departments, courts, ngos are enough to ensure proper governance in service delivery in child abuse? YES/ NO

Give reasons for your answer

- Does the Business Sector have a role to play in governance in service delivery to children who are abused?
YES/NO

Explain your response.

- Does the Traditional Authority have a role to play in governance in service delivery to children who are abused?

YES/NO

Section C

- Adequate resources are available for service delivery in child abuse?
YES/NO

Explain your response

- Your organisation has a budget for child abuse services?
YES/NO.

Explain your response:

- Equal access to resources: Services to children who are abused in rural areas are equally accessible as in built-up areas in your municipal district?
YES/NO.

Explain your response:

Human rights and ethical theme

- Adequate resources are available for service delivery in child abuse?

YES/NO

Explain your response.

- Equal access to resources : Services to children who are abused in rural areas are equally accessible as in built-up areas in your municipal district ?

YES/NO

Explain your response.

- Ethical standards: Intersectoral service providers in child abuse maintain an appropriate standard of professional ethical behaviour in the rendering of services?

YES/NO

Explain your response.

Cooperative governance theme

- Cooperative governance prevails in the delivery of services to children who are abused?

What factors promote?

What factors hinder?

- Local government play a supportive role in services to children who are abused?

YES/NO

Explain your response

Sustainable development theme

- Sustainable development: Services in child abuse promote sustainable development to children, their families and the perpetrator?

YES/NO.

Explain your response:

Decentralization and networking theme

- How can civil society (ngos) help improve governance in service delivery in child abuse? Suggest ways of improving governance.

- Does the Business Sector have a role to play in governance in service delivery to children who are abused?

YES/NO

Explain your response.

- Does the Local Government Sector have a role to play in service delivery to children who are abused? YES/NO

Explain your response.

- Does the Traditional Authority have a role to play in governance in service delivery to children who are abused? YES/NO

Explain your response.

Strategic governance theme

- Do you think structures created by the constitution e.g. government departments, courts, ngos are enough to ensure proper governance in service delivery in child abuse? YES/ NO

Give reasons for your answer.

- Do you think monitoring mechanisms should be put in place to ensure effective governance in the delivery of services to children who are abused?

YES/NO

Explain your response.

Democratic governance theme

- How can civil society (ngos) help improve governance in service delivery in child abuse? Suggest ways of improving governance.
- There is transparency in the process of policy formulation and implementation informing child abuse services?

YES/NO

Explain your response.

- Deliberation & consultation: To your knowledge citizens were consulted for their inputs on a service delivery improvement plan to improve governance in child abuse ?

YES/NO

Explain your response:

Organizational change theme

Section B (Appendix B)

- Do you think structures created by the constitution e.g. government departments, courts, ngos are enough to ensure proper governance in service delivery in child abuse? YES/ NO

Give reasons for your answer.

Section C: Transformation of public service theme (Appendix B)

Practice principles of good governance

- Evaluate the extent to which good governance principles prevail in the delivery of services in child abuse in the locality you work by responding to the statements below.

- **Cooperative governance** prevails in the delivery of services to children who are abused?

What Factors Promote. What Factors Hinder.

- **Adequate resources** are available for service delivery in child abuse?

YES/NO. Explain your response.

- Your organisation has a **budget** for child abuse services?

YES/NO. Explain your response.

- **Equal access to resources:** Services to children who are abused in rural areas are equally accessible as in built-up areas in your municipal district?

YES/NO. Explain your response.

- **Openness & transparency:** There is a clear strategy in place that informs service delivery in child abuse?

YES/NO. Explain your response.

- There is transparency in the process of policy formulation and implementation informing child abuse services?

YES/NO.Explain your response.

- **Deliberation & consultation:**To your knowledge citizens were consulted for their inputs on a service delivery improvement plan to improve governance in child abuse ?

YES/NO. Explain your response.

- **Consultation** : Service providers were consulted for their inputs on a service delivery improvement plan to improve governance in child abuse ?

YES/NO .Explain your response.

- **Participation:** Citizens participate in child abuse policy formulation and implementation?
YES/NO. Explain your response.
- **Efficiency & effectiveness:** The responsible service providers render an effective an efficient service in child abuse?
YES/NO. Explain your response.
- **Accountability :**
You are aware of who is the responsible authority to ensure service delivery in child abuse in your locality?
YES/NO. Explain your response.
- **Transparency**
You receive information on the status quo of service delivery in child protection by the responsible authority in your locality on an annual basis ?
YES/NO. Explain your response.
- There is **monitoring of standards** of services in child abuse by a mandated authority?
YES/NO. Explain your response.
- **Ethical standards:** Intersectoral service providers in child abuse maintain an appropriate standard of professional ethical behaviour in the rendering of services?
YES/NO

Section B (Appendix B)

Policy formulation, implementation and review theme

- Do you think compliance to policy mandates is important for effective governance in service delivery in child abuse?
YES / NO. Give reason for your answer.

- Who do you think should be involved in formulating policies for effective governance in child abuse?

Give reason(s) why those you chose above should be involved.

Section C (Appendix B)

- **Participation** :Citizens participate in child abuse policy formulation and implementation?
YES/NO Explain your response.
- Current policy mandates facilitate the implementation of good governance practices in the roll out of the child protection service program.

Do you think that the Child Abuse Protocol promotes good governance practices? YES/NO

Which aspects promote good governance?.Explain your response.

Which aspects hinder good governance? Explain your response.

Assessing challenges experienced by respondents in service delivery

Section C (AppendixB)

Are there challenges faced by social workers in your district in ensuring that good governance practices in child abuse services are implemented ?

YES/NO .Explain your response:

Governance as a theme

Section B (Appendix B)

- What should the objectives of governance be in child protection services?
- Do you think that the objectives are being presently met? YES/NO
Please Explain
- On a scale of 1 to 3 (where 1=Poor;2=Average;3=Good) how would you rate the overall quality of governance in services to children who are abused in the district you work in?
- According to your assessment, is the public/community in general satisfied with the way governance matters in child abuse are handled by the responsible

a. Provincial Structures? YES/NO

b. Local Structures ? YES/NO

- How can Civil Society(ngos) help improve governance in service delivery in child abuse? Suggest ways of improving governance.

Section C

- Evaluate the extent to which good governance principles prevail in the delivery of services in child abuse in the locality you work by responding to the statements below.

Section D

- Can you propose a model for good governance in service delivery for abused children?

5.15.2.3 Provincial Child Abuse Committee questionnaire (Appendix C)

The theme of the Public Management Approach of Schwella (1996)

Does your sector have a budget allocated for the provision of services to children who are abused?
YES/NO

- Is the allocated funds utilized for the projected service delivery in child abuse? YES/NO. Explain your response.
- In your view are the current policies informing good governance adhered to by the responsible sectors in the delivery of services to children who are abused ?

Explain your response with respect to the following:

- There is equity in resources in all affected communities?
- There is an efficient service delivery to affected persons in all communities?

Cooperative governance theme

- Policy and legislation informing child protection services promote integrative governance principles. What is your view on its implementation in the eThekweni Municipal District of KwaZulu- Natal?

Strategic governance theme

- Is there monitoring of the implementation of policies and legislation informing the management of child abuse by all delegated sectors?

YES/NO

Explain your response.

- There are challenges facing stakeholders in the roll out of an inter-sectoral coordinated strategy to address the problem of child abuse? Please specify sectoral challenges?

Democratic governance theme

- Is there accountability to communities for service delivery?

Policy formulation, implementation and review

- Are there challenges facing your particular sector in the implementation of the Child Abuse Protocol? YES/No. Explain your response

- Is there participation of civil society in policy formulation?
- Is the in-puts of service providers elicited and included in policy formulation?

Assessing challenges experienced by respondents in service delivery

- Are there challenges facing your particular sector in the implementation of the Child Abuse Protocol? YES/NO
Explain your response.
Please identify turnaround strategies to address these challenges?
- There are challenges facing stakeholders in the roll out of an inter-sectoral coordinated strategy to address the problem of child abuse? Please specify sectoral challenges? Identify turnaround strategies for these challenges?

5.16 Conclusion

The chapter firstly presented a general overview of social research. This was followed by a discussion of research paradigms in public administration. The role of theories and concepts in research was given some focus. The significant role played by research data and research questions was discussed. There was a presentation of the linkages between theoretical frameworks and research methodologies. There was an in-depth presentation on the types of research methodologies. This was followed by a full discussion of the selected approach, methods and design for this study.

The research methodology adopted in this research was presented in detail. The study followed a phenomenological tradition of enquiry and was based on the case study design. This was essentially a qualitative study. Quantitative variables were explored in the research to a limited extent to obtain a profile of children who were abused. The questionnaire was the main research instrument utilized. There were three different questionnaires developed and administered to three target groups. The aim, objective, significance and limitations of this research study were identified. The non-random

sampling method was used while the questionnaire, focus group and interviews were the main research instruments utilized. There was a presentation of the link between the research questions and the themes of the study. The methodology of the data analysis and interpretation of the results of the research were also discussed.

CHAPTER SIX

DATA ANALYSIS AND DISCUSSION

6.1 Introduction

This chapter discusses the research findings following an analysis of the data collected from respondents in the study. There were three categories of respondents, namely focus groups of social work practitioners, social work programme managers and members of the KwaZulu- Natal Provincial Child Protection Committee. The results have been analyzed, interpreted and presented graphically and in tables for each of the different respondent populations.

All research findings were in line with the aims and objectives of this study, which is to determine what factors hindered good governance in service delivery in child abuse in the eThekweni Municipal District of the Province of KwaZulu- Natal. An analysis of the responses of the three different categories of respondents reflect factors that promote and those that hinder good governance in the delivery of services in child abuse to children who were abused in the eThekweni Municipal District, their families, and the broader community.

The result of the empirical study is to be presented in the following way. The responses of focus groups (Appendix A) will be presented first. This was the first group of respondents reached in the process of investigation. This will be followed by the responses of individually administered questionnaires to child abuse programme managers (Appendix B). Responses of the members of the intersectoral Provincial Child Protection Committee of KwaZulu-Natal (Appendix C) is the third set of responses presented in this chapter.

6.2 Responses of focus groups (Appendix A)

Four groups of five social workers participated from four different local areas in the eThekweni Municipal District. The local areas were Hammersdale, Kwa Mashu, Chatsworth and the Durban Metro of the eThekweni Municipal District. A total of twenty respondents participated in the four focus groups. The aspects of the research study that were explored were:

1. Factors that promoted good governance and factors that hindered good governance.
2. Factors that should prevail in a proposed model of good governance.

6.2.1 Empirical findings on governance practices from focus groups

6.2.1.1 Durban local area

Factors that promoted good governance through the utilization of the KwaZulu- Natal Multi-disciplinary Protocol of Child Abuse and Neglect was explored. The questions posed and the responses elicited are discussed below:

Question One: What is your view on the compliance of stakeholders to the principle of integrative governance? Explain your response.

Responses obtained:

- There is a 24 hour crisis unit at Addington Hospital with a district surgeon. Medical help is available.
- The police do respond when we require their assistance.

Question Two: In your view does child protection policy and legislation promote or hinder good governance practices in child abuse service delivery? Explain your response.

Responses obtained:

- It does promote good governance in services to children as other sectors do co-operate.
- The biggest challenge experienced was addressing the need of the street child or the refugee child. The street child was repeatedly abused on the streets as well as by authorities, such as the police. The refugee child did not get immediate assistance due to some of them not having legal status in the country.

Question Three: The Child Abuse Protocol is an instrument utilized to ensure good governance in child protection services. What is your view on the prevalence of good governance practices in the delivery of child abuse services in the municipal district you work in? Describe three aspects of governance that have the most impact on the services you deliver be it positive or negative.

Responses obtained:

- Generally it was good from health and the South African Police Services. Very few referrals were received from schools.
- Prostitution was another problem experienced with teenage girls. Such children often did not want rehabilitation. Some of these youth were also illegally in the country and there were no resources to cater for them. There were long delays in documents being processed. Such youth were further abused by the authorities while in the custody of the police.

Factors that should prevail in a proposed model of good governance:

- There needed to be more emphasis on services at a preventative level through the medium of education and awareness programmes.

- Child abuse services should be specialized as it required special skills and intensive work.

6.2.1.2 KwaMashu local area

Factors that promoted good governance through the utilization of the KwaZulu- Natal Child Abuse Protocol was explored. The question posed was:

Question One: What is your view on the compliance of stakeholders to the principle of integrative governance? Explain your response.

Responses obtained:

- It promoted good governance as all stakeholders were said to be working together to provide their resources for the benefit of abused children. There was co-operation and the South African Police Services were actively involved.

Question Two: In your view does child protection policy and legislation promote or hinder good governance practices in child abuse service delivery? Explain your response.

Responses obtained:

- It did promote good governance practices as all stakeholders were aware of what to do in order to work in the best interest of the children.

Question Three: The Child Abuse Protocol is an instrument utilized to ensure good governance in child protection services. What is your view on the prevalence of good governance practices in the delivery of child abuse services in the municipal district you work in? Describe three aspects of governance that have the most impact on the services you deliver be it positive or negative.

Responses obtained:

- This was not happening optimally. All stakeholders needed to work together and pool in their resources to work on the problem of child abuse, for example, to undertake joint programmes to create greater awareness on the issue of child abuse.

Factors that should prevail in a proposed model of good governance:

- There needed to be an understanding of the role of each stakeholder in terms of the specific role each played.
- Stakeholders need to effect their role to their optimal capacity. Services must be on time and in full.
- Creating an awareness of legislation such as the Child Care Act to the public, in order to empower them on how to respond when abuse occurs.
- Calling up of stakeholder meetings, and meetings with the general public, in order to develop an appropriate response within the local context.

6.2.1.3 Hammersdale local area

Question One: What is your view on the compliance of stakeholders to the principle of integrative governance? Explain your response.

Responses obtained:

- The CPU was disbanded. Social workers work in isolation. There was no support from the South African Police Services. At most times they do not want to be involved in these cases and they refer such complaints to the Department of Social Development for attention.
- Social Workers have high caseloads and as a result there was no time for therapeutic services.

- There were long delays in scheduling appointments with Childline. There was no service by Childline in the local area.

Question Two: In your view does child protection policy and legislation promote or hinder good governance practices in child abuse service delivery? Explain your response.

Responses obtained:

- While the Child Abuse Protocol promoted good governance there was difficulty with its implementation due to the high workloads of social workers.
- The other factor hampering effective governance was that practitioners were not fully aware of the legislation and policies that informed practice.

Question Three: The Child Abuse Protocol is an instrument utilized to ensure good governance in child protection services. What is your view on the prevalence of good governance practices in the delivery of child abuse services in the municipal district you work in? Describe three aspects of governance that have the most impact on the services you deliver, be it positive or negative.

Responses obtained:

- Not all stakeholders were involved in child abuse services.
- There is a child abuse forum on which various stakeholders serve, namely, Education, Health, victim support organizations, South African Police Services, Mzamo Child Guidance Clinic, Epilepsy Foundation, Mental Health, FAMSA, hiv/aids organizations and Justice. They act mainly as a referral source for intervention by the Department of Social Development. These other departments and organizations played more of a monitoring role on the services rendered by the Department of Social Development.
- The geographical boundaries of the Department of Social Development differ with that of Education, Health and other sectors. This posed a challenge.

- Further, cases were referred for the first time long after the abuse had happened. This hampered timeous intervention to the child and adversely affected the criminal proceedings. Often there would be no medical evidence and therefore no referral to the police services.
- There is no crisis centre in this local area to attend to child abuse cases.

Factors that should prevail in a proposed model of good governance:

- There needs to be a dedicated child protection unit with trained staff at the South African Police Services.
- Cases need to be referred on time and all forms of intervention needed to be within specified time frames.
- The Department of Social Development should have social workers that deal only with child abuse so that they could undertake therapeutic intervention.
- Childline needs to be allocated funded posts for the Mpumalanga area.

6.2.1.4 Chatsworth local area

Question One: What is your view on the compliance of stakeholders to the principle of integrative governance? Explain your response.

Responses obtained:

- Organizations practiced good governance principles within their own sectors.
- There were services rendered within specified time frames. Risk assessments were undertaken and there was feedback on interventions. There was a focus on developing a good support system for the child.
- There was a focus on the safety and emotional wellbeing of the child while organizations accepted accountability for service delivery.

Question Two: In your view does Child Protection Policy and Legislation promote or hinder good governance practices in child abuse service delivery? Explain your response.

Responses obtained:

- Legislation did promote good governance practices in child abuse service delivery, however, the lack of collaboration by various stakeholders in the Chatsworth local municipal area hindered the process of good governance.

Question Three: The Child Abuse Protocol is an instrument utilized to ensure good governance in child protection services. What is your view on the prevalence of good governance practices in the delivery of child abuse services in the municipal district you work in? Describe three aspects of governance that have the most impact on the services you deliver, be it positive or negative.

Responses obtained:

- At present there was minimal communication between stakeholders. There was little to no compliance to the Child Abuse Protocol. The child abuse protocol committee disbanded in 2004. Each stakeholder handled child abuse cases according to their own internal organizational protocol for service delivery. There was an unclear referral system for cases of child abuse that prevailed.

Factors that should prevail in a proposed model of good governance

- All relevant stakeholders need to work in collaboration with one another to ensure that the child abuse policy and legislation is well implemented.
- All role players need to join hands and embrace the principle of integrative governance.

- There needs to be strong networking between organizations at a grass roots level.
- There needs to be a multi-disciplinary one stop service team.
- Organizations need to be less territorial and there must be more dialogue between organizations.

Discussion

The two main themes that were explored through the three questions discussed in the focus groups were:

- (1) Factors promoting good governance through the KwaZulu-Natal Child Abuse Protocol, and,
- (2) Factors that should prevail in a proposed model of good governance.

A comparative response of factors identified as significant under both these themes by the four focus groups are illustrated in the table 6.1 and table 6.2 below.

Table 6.1 Theme One: Comparative summary of responses from the four focus groups on the factors that promoted good governance

Theme One	The Promotion of Good Governance through the instrument of the KZN Child Abuse Protocol				
Common Factors Identified	24 hour crisis unit	Cooperation of Police	Lack of Collaboration	Knowledge of Policy	Integrative Service Delivery
Durban	Yes	Yes	No	Yes	No
Kwa Mashu	No	Yes	No	Yes	Yes
Hammersdale	No	No	Yes	No	No
Chatsworth	Yes	No	Yes	Yes	No

Discussion

It was clear that service delivery in child abuse was not in accordance with the KwaZulu-Natal Provincial Multi-disciplinary Protocol on Child Abuse and Neglect. The factors that hampered good governance as a result were:

- There was no twenty four hour crisis centre for the treatment of child abuse victims in both KwaMashu and Hammersdale.
- Both Hammersdale and Chatsworth experienced a lack of cooperation from the South African Police Services.
- There was a lack of collaboration among stakeholders in Chatsworth and Hammersdale.
- A lack of knowledge of the KwaZulu-Nata Provincial Multi-disciplinary Protocol on Child Abuse and Neglect,. This did hamper the promotion of good governance in the Hammersdale local area.
- There was an absence of integrative service delivery in the three local areas excluding the local area of Kwa Mashu.

Table 6.2 Theme two: Factors that should prevail in a proposed model of good governance

Factors Identified	Emphasis on Prevention	Cases referred on Time	Understanding roles of each Stakeholder	Holding stakeholder meetings	Specialization by social workers /SAPS	Intersectoral Collaboration
Durban	Yes				Yes	
Kwa mashu	Yes	Yes	Yes	Yes		
Hammersdale		Yes			Yes	Yes
Chatsworth			Yes	Yes	Yes	Yes

Discussion

The focus groups expressed factors that needed to be considered in a model of good governance in service delivery in child abuse. There were six factors identified. These were:

- The need for specialization in service delivery by social workers and the South African Police Services. This was identified by focus groups as a need in the three local areas of Durban, Hammersdale and Chatsworth.
- The focus groups in the Chatsworth and Mpumalanga areas identified a greater need for intersectoral collaboration.
- There was a need expressed for preventative programmes, in the local areas of Durban and Kwa Mashu.
- Kwa Mashu and Chatsworth identified the need for a greater understanding of roles of each stakeholder.
- KwaMashu and Hammersdale indicated that there should be timeous referral of cases of child abuse.

In concluding this discussion on the responses of the focus groups one can state that service delivery practices in accordance with good governance policies like the KwaZulu-Natal Provincial Multi-disciplinary Protocol on Child Abuse and Neglect was not uniformly practiced in the four different local areas of Durban, Chatsworth, KwaMashu and Hammersdale. There were variances around the provision of a twenty four hour crisis centre to receive cases as well as cooperative and integrative governance practices. There was greater intersectoral collaboration among stakeholders in some local areas as compared to others. The level of understanding in respect of the role of various stakeholders also varied in different local areas. There was an extreme form of territorialism that prevailed in the local area of Chatsworth as compared to KwaMashu which seemed to share a greater degree of integration with other stakeholders in service delivery. There appeared to be peculiar challenges with the Durban local area in regard to street children and refugee children. The local area of Hammersdale received referrals of

child abuse cases several years after the incident had occurred, this then hampered timeous and effective intervention in cases of abuse.

6.2.2 Empirical Findings on questionnaire administered to social work programme managers (Appendix B)

This questionnaire was administered to social work managers. A total of sixty seven respondents completed this questionnaire.

The first section A of this questionnaire elicited quantitative data on the number of child abuse cases seen between the period April 2006 - March2008. The gender and age details of these children were also tracked. The purpose of this investigation was to develop an understanding of the profiles of child abuse cases attended to during this study period in the local areas of the eThekweni Municipal District. The responses and interpretations are presented below.

Sections B, C and D of this questionnaire have elicited qualitative data. The data analysis of sections A-D has been analyzed and is presented below in tables and graphs. There is a discussion after the presentation of each question.

6.2.2.1 Profile of child abuse cases

The profile of children who were in receipt of services for this period were determined by tracking the number of cases dealt with, the gender of the children, the ages of the children, the types of abuse that presented itself, the sources of referral and the presence of medical evidence confirming the abuse in cases presented in the research study.

Section A: Number of children who received services for abuse

Table 6.3 A total number of children who received child abuse services

Local Areas in eThekweni Municipal District	Number of Responses State	Number of responses Ngo
Durban(Newlands East/ West/ Mayville/ Overport/ Sydenham/ Berea Morningside)	18	644
Inanda	1169	160
Kwa Mashu/ Ntuzuma	-	-
Phoenix	4	857
Pinetown	212	757
Hammersdale	128	-
Umlazi	1	69
Chatsworth (includes Shallcross and Malvern)	19	1243
Umbumbulu (also includes Amanzimtoti)	133	97
Isipingo (also includes Orient Hill/ Malagazi)	0	129
Merebank, Wentworth, Clairwood/ Bluff	0	125
Reservoir Hills	0	10
Avoca, Quarry heights, Redhill, Greenwood park	0	39
Grand Total	1666	4090

Discussion

- An analysis of the number of cases indicates that the non-governmental sector carried a higher caseload of child abuse cases. This sector reflected a total of 4090 cases of child abuse attended to in comparison to the state welfare sector which stood at 1666 cases for the two year period under study which was between 01/04/2006 and 31/03/2008. The local areas which presented with the highest number of child abuse cases were Chatsworth for the NGO sector and the Inanda area for the state sector.

- Phoenix reflected the third highest number of child abuse cases of 857 for the non-governmental sector and 4 for the state welfare department. While this figure is high it is an under representation as the Phoenix Child Welfare Society which rendered services to children under twelve years of age in the locality did not participate in the study. The figure for Phoenix was ascertained through the inputs of other service providers in the adjacent local area.
- The rural area of Umbumbulu reflected a low number of cases of 133 for the state welfare department and 97 for the non-governmental sector. This low figure could be as a result of under-reporting by this particular community which is largely rural and semi-rural.
- Durban and its surrounding localities which are well resourced with intersectoral service providers, presented with the fourth highest number of child abuse cases for this reporting period.
- The local area of KwaMashu presents with a nil response. This is due to both the Department of Social Development and the KwaMashu Child Welfare Society not completing this research questionnaire.

Gender of child

The next three tables present a profile of the children who were abused in terms of their personal attributes.

Table 6.4 Total number of male and female children who were abused

Sex of child	Total
Female	2172
Male	1313
Grand Total	3485

Discussion

The abuse of female children was in excess as compared to the male child. The percentage of female to male children was **62% to 37%**

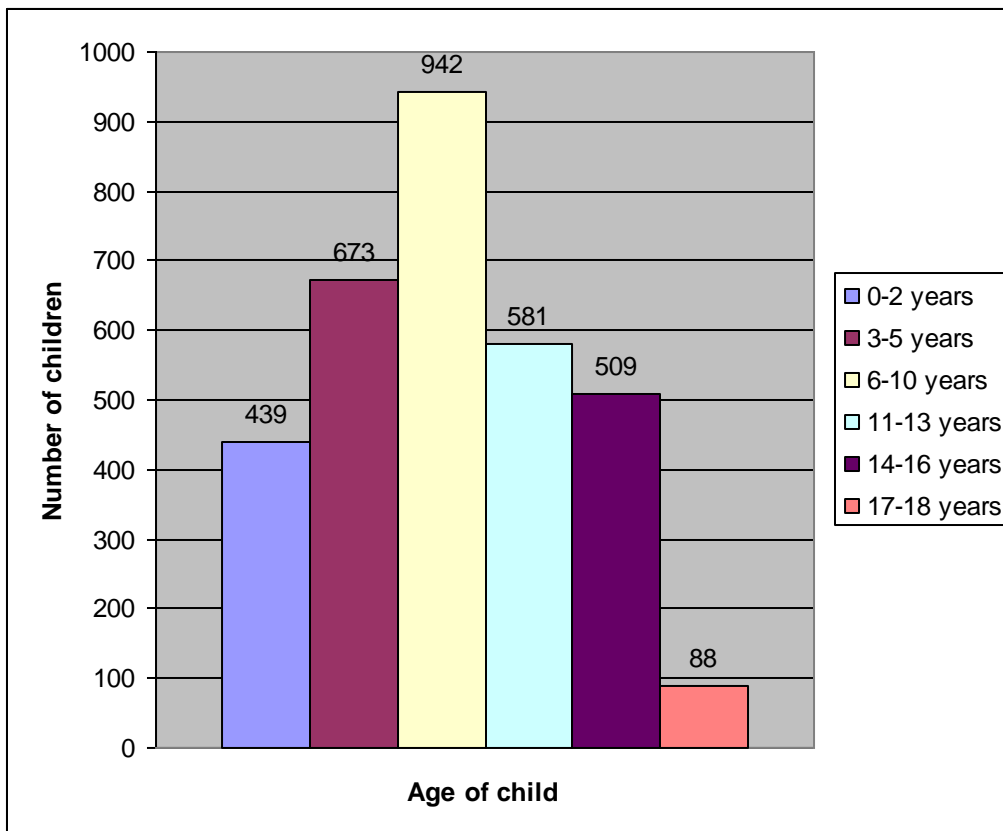
Age of child

Table 6.5 : Number of children abused according to the different age groups

	Total
3. Age of child	
0-2 years	439
3-5 years	673
6-10 years	942
11-13 years	581
14-16 years	509
17-18 years	88
Grand total	3232

This data is presented graphically to facilitate an understanding of the age groups of children who are at a greater risk of being violated.

Graph 1: Graphic illustration of the number of children according to age group who were abused



Discussion

The 6-10year age group of children presented with the highest reported cases of abuse. This was followed by the age group of 3-5years which is the pre-school age group. This status quo should inform intervention strategies in service delivery in that there should be programmes to target children of the preschool and junior primary school age group.

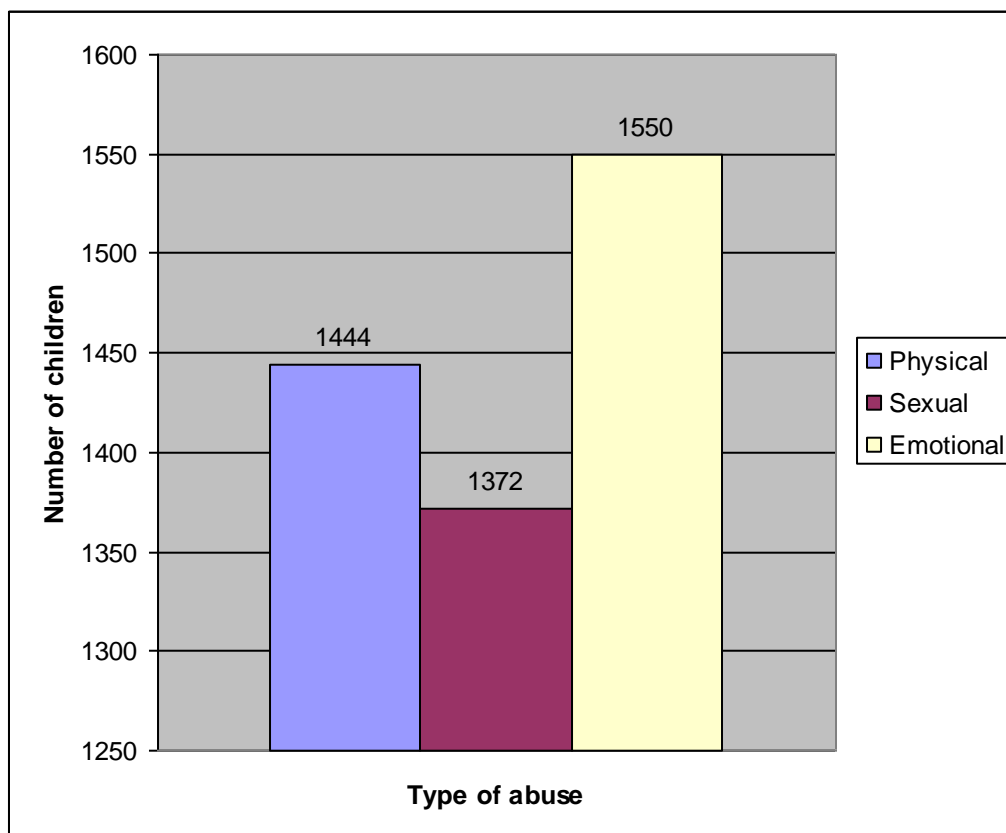
Type of Abuse

The total number of children who presented with the different types of abuse that were attended to by the respondent category of social work program manager was utilized to obtain these figures.

Table 6.6 Number of children who suffered the different types of abuse

Type of Abuse	Total
Physical	1444
Sexual	1372
Emotional	1550
Grand Total	4366

The data is presented graphically to facilitate a comparative understanding of the prevalence of the three different types of child abuse. It should inform intervention at both the strategic and operational levels.

Graph 2: A graphic illustration of the number of children per type of abuse

Discussion

Emotional abuse presented as the highest type of abuse. The total incidence of this type of abuse was 1550. This was closely followed by physical abuse which stood at 1444 and sexual abuse which stood at 1372. The fact that the occurrence of emotional abuse was the highest category of abuse, intervention strategies should be developed to address this type of abuse.

Source of Referral

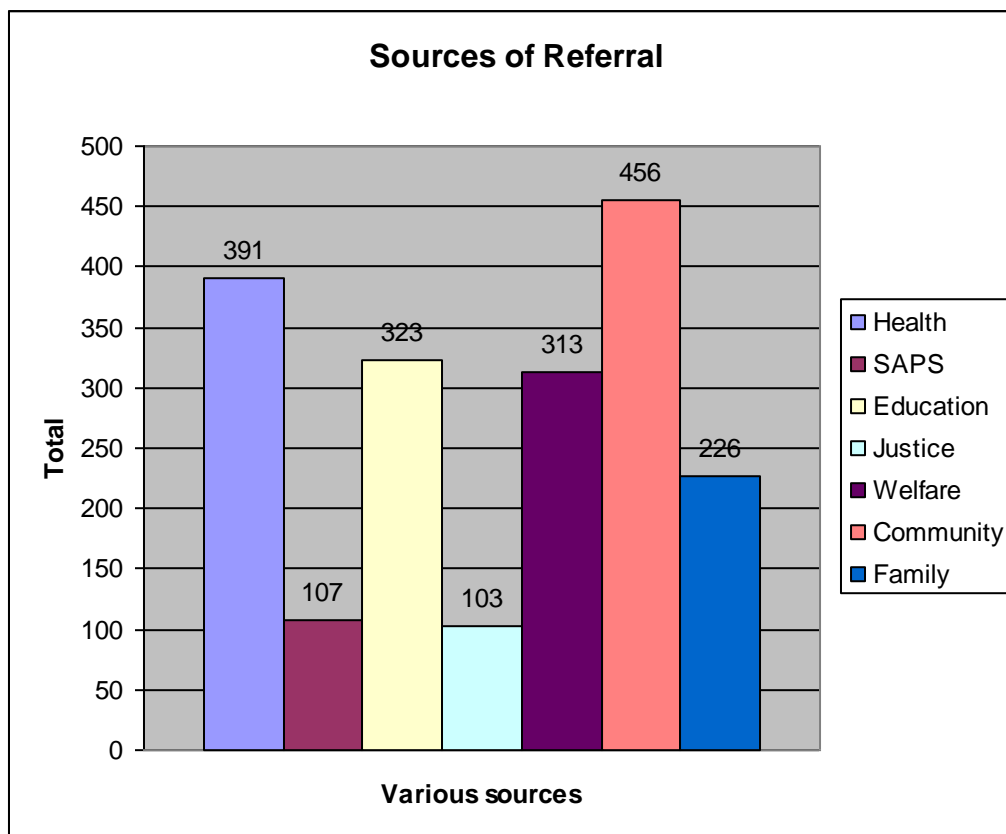
This figure represents the number of cases of child abuse that had been referred to the respondent group of social work programme manager for services by the respective sectors identified.

Table 6.7 Number of cases referred for social work intervention services

Source of Referral	Total
Health	391
South African Police Services	107
Education	323
Justice	103
Welfare	313
Community	456
Family	226

The data on the source of referral by the various sectors is presented graphically below for ease of understanding of which sectors were more actively receiving cases of child abuse at an operational level.

Graph 3: Illustrates sources of referral of child abuse cases



Discussion

The community presented as being the sector that made the highest number of referrals of child abuse cases. It stood at 465 and was followed by Health which stood at 391. The South African Police Services and Justice made the lowest number of referrals of child abuse cases to programme managers for social services. This situation does indicate that a lower number of cases were in receipt of services of the police and justice sectors.

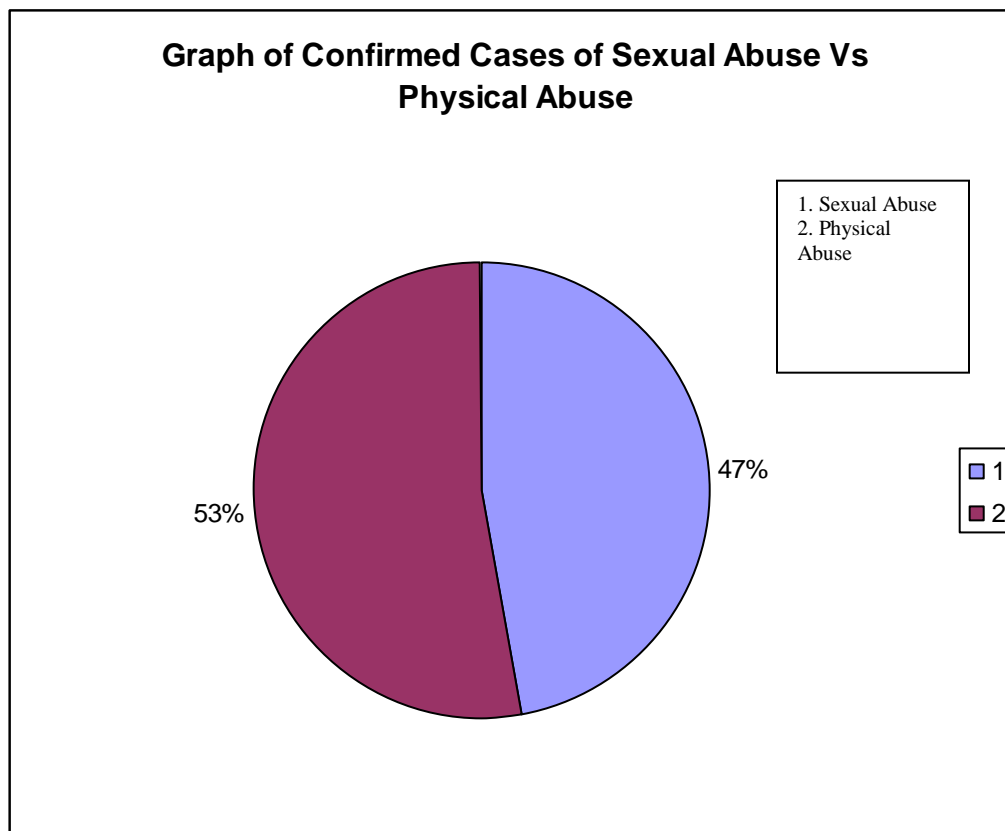
Medical Evidence confirming abuse

Table 6.8 Number of Child Abuse Cases with medical confirmation

Type of Abuse	Total
Sexual Abuse	753
Physical Abuse with Behaviour Problem	837
Total	1590

These results are graphically represented in terms of percentages for ease of comparison of results in graph 4 below.

Graph 4 Illustrates confirmed cases of sexual and physical abuse



Discussion

An average of 50% of reported cases of physical as well as sexual abuse were confirmed by medical evidence. It is an issue of concern that while there was a total of 1590 cases of confirmed abuse a very much smaller number of cases went through the police and justice sector. It stood at a total of 110. This does suggest that cases of child abuse seem to get lost in the system and does not proceed to the criminal justice system.

Section B (Appendix B)

This section elicited qualitative data in response to questions which explored aspects of governance in accordance with the aims and objectives of this study. The analysis is presented in a table form. All the responses from respondents were considered important in the analysis and interpretation of data. Responses are given a rating which in the analysis was determined by the number of respondents who expressed a similar response to the same question. Those responses with a higher rating then would logically indicate then that, that particular factor identified by respondents was more strongly felt as either promoting or hindering good governance practices in the delivery of services in the focus area of child abuse.

6.2.2.2(a) What should the objectives be in child protection service delivery

The purpose of this question was to obtain a sense of what this category of respondent population perceived as being the most important outcomes of service delivery.

Table 6.9 Objectives of service delivery in child abuse

Factors identified	Number of Responses
Ensure children are protected.	24
Liason with other departments for joint intervention.	20
Offer necessary support as early as possible.	16
Education and information sharing to create awareness.	14
Combat the abuse.	10
The best interest of the child is served.	10
Enforcement of policies related to child abuse.	4
Finding a better place for the child. It is more often linked to the behaviour of parents.	4
National register for sexual offences.	3
To provide preventative programs.	3
To offer child protection programmes.	3
They must deal with the perpetrators.	3
Ensure resources are available.	2
As abuse increases so should the people dealing with it.	2
Destroy informal settlements as it promotes the occurrence of sexual abuse.	1

Eradication of poverty to prevent statutory rape.	1
Guidelines for future contact.	1
Thorough investigation by SAPS.	1
To ensure ongoing maintaining and evaluation of child protection services.	1

Discussion

There were 123 responses to this question. The responses were condensed to nineteen common objectives in child abuse service delivery identified by respondents. The most felt objective that was expressed was to ensure the protection of children. This was followed by the need for liason with other departments so that there was joint intervention. The third strongest common objective expressed with a rating of 16 was the need to offer the necessary support as early as possible.

6.2.2.2(b) Do you think the objectives are being presently met? YES/NO

There were 24 'Yes' responses. There were 42 'No' responses. There were 6 blank responses.

Table 6.10 Were the objectives met in service delivery

Factors identified for the YES responses	Number of responses
Education and Awareness programmes conducted in communities.	4
Intervention is made within 48 hours.	8
Implementation of the Child Abuse Protocol and Child Care Legislation.	3
Department of Social Development pays subsidies to NGOS for services.	2
Cases are being reported by the public.	1
Child Abuse Protocol to be implemented by all service providers.	5
Blanks.	1
Factors identified for the NO responses	
Lack of resources.	4
Inadequately trained staff.	3
Perpetrators are not convicted or get a lenient sentence.	3
Cases take too long to be processed through court.	3
The multi- disciplinary team does not cooperate in service delivery.	1
Uncooperative parents.	2
People have to travel long distances to service delivery points.	1
Child has to repeat to different service providers leading to secondary abuse.	1
Need one database on details of perpetrators in order to protect children.	1
National register for child abuse to be opened and updated.	2
Blanks.	2
The community is afraid to report cases.	1
Parents use children to beg on the street.	1
SAPS are not willing to open a charge against the perpetrator.	3
Parents still believe they need to punish their children.	1
Informal settlements encourage abuse because lack of space.	1
Children are still being abused.	5
Caseloads of social workers are too high and that of SAPS.	2
Family group conferences to be held.	1
Child's best interest not considered	1

Delays in service being rendered	2
Structures have disintegrated	1

Discussion

- There was a larger number of no responses to this question. This stood at 54.9%. The yes responses stood at 36.6%.
- The largest common factor identified for the yes response was that there was intervention within 48 hours which stood at 8. This was followed by the factor that education and awareness programs were conducted in the community, which had a rating of 4.
- The most common factor for the no response was that children were still being abused which had a rating of 5. This was followed by a lack of resources which had a rating of 4. This in turn was followed by the factor that there were inadequately trained staff, perpetrators were not convicted or got a lenient sentence and that cases took too long to be processed at court, each of these factors had a rating of 3.
- There were some factors identified in the yes and no responses that contradicted one another. These were for example:

In the 'yes' response the factor cited was that intervention was done within 48 hours while in the no response the element cited was that there were delays in services being rendered. Another contradictory factor cited was that in the yes response it was expressed that cases were being reported by the public while in the no response it was stated that the community was afraid to report cases. This situation does indicate that respondents experienced this phenomenon differently in different localities.

6.2.2.3 Rating of the quality of governance

Respondents were requested to rate the overall quality of governance on a scale of 1-3

10 factors had a rating of 1(poor)

39 factors had a rating of 2(average)

13 factors had a rating of 3(good)

There were 6 Blanks

Total – 62 response

Table 6.11 Factors identified for a rating of poor (1)

Factors	Number of Responses
High turnover for staff.	1
Staff not interested.	1
Information disappears.	1
Communication and correspondence with stakeholders at a minimal.	2
Social workers have high case loads.	2
Social development is a dumping ground for other departments to whom the case was referred.	1
There is still a high rate of child abuse.	1
Lack of resources .Example places of safety are full.	2
Language barriers.	1
Discontinuation of the specialized CPU by SAPS.	1
Generally professionals are aware of ethics and codes of conduct but they do not comply.	1
I think that there is not enough community work to address the problem of abuse.	1
Often the first line of response is to remove the child from the home. The child is then returned to the family without much therapeutic management to all parties concerned, especially the perpetrator.	1
Factors identified for an average rating (2)	
There is a blatant lack of overall coordination of child abuse matters which impedes the rating of good governance. Other departments like SAPS, justice, FBOS also deal with the case simultaneously. Child has to go from one person	2

to another.	
Child is not speaking at court. In these instances there is no way forward and cases are dropped.	2
Shortage of resources and staff.	3
It takes too long for the case to be processed.	3
At times SAPS do not give child abuse matters priority.	3
Caregivers lack of involvement. Example, they don't give their full attention to what is happening with their children.	1
Need more cooperation of all responsible parties in child protection.	3
We act in the best interest of the child and intervene immediately.	4
Not good enough. Problems exist and continue.	3
No set commissioners for child welfare. The magistrate who presides is involved in civil court and is often unavailable. Long delays in the judicial system.	2
Community not aware and need education on resources for reporting a case of child abuse.	1
Quality of governance is impacted on by other factors such as poor housing, crime and unemployment.	1
Children are still reluctant to disclose abuse.	1
Inadequate follow-up done after crisis intervention due to high case loads, apathy of care giver, high staff turnover.	2
Inadequate resources, awareness programs and socio- economic conditions are lacking in rural areas.	1
Children are offered protection through social intervention but the perpetrator often goes unpunished or is treated leniently.	1
There are gaps in service delivery.	2
There is a multi-disciplinary team who attend meetings to share concerns they have regarding the child.	1
Access to medical examination is not easily available.	2
Increasing number of cases reported make it difficult to reach the goal of good governance.	1
In some areas services are centralized and certain professionals involved render an adequate service.	1

Medical practitioners are reluctant to testify in court.	1
Factors identified with a good rating(3)	
NGO's and government work hand in hand to eliminate and prevent child abuse.	1
Cases are being attended to and they receive counseling services.	1
Blank.	1
Abuse cases are taken as serious. There is preparation of the child for the court processes and services to the parent and the perpetrator are rendered, to prevent child abuse.	1
Services are provided to ensure that the child is well protected.	4
Government should ensure that all aspects of service are rendered by employing more staff.	1
We follow the protocols and make sure we offer more than the expectation of people.	1
Response to reported cases is good but therapeutic services are poor. Poverty stricken communities cannot get the victim to Childline.	1
Other	
Blank. No rating.	1

Discussion

- While the rating of average (2) is higher and stands at 39 the identified factors for this rating makes reference to practices that could be considered to be of poor governance quality except for three factors that were identified. One can therefore conclude that the ratings for one and two both refer to poor governance practices giving this category of a poor quality of governance a total response rate of 46.
- The rating for good governance practices was 13. The one response did not identify a factor while another factor was a proposal for what government should be doing. The total rating for the quality of governance being good therefore stood at 11.

One can therefore draw the inference from the above that the overall assessment of the quality of governance was that it was of a poor quality.

6.2.2.4 The importance of compliance to policy mandates

There were 60 'Yes' responses.

There were 7 'No' responses.

Table 6.12 Factors identified for the YES response

Factors	Number of Responses
Policies offer children protection.	3
Policy mandates regulate all role players.	5
Mandates inform you and guide you as a professional in the delivery of services.	6
Policies need to be stricter when it comes to aspects like bail. There must not be leniency to the perpetrator if he abuses drugs.	1
Safeguards the rights of victims of abuse.	2
Ensures cooperation.	4
Provides a step by step guide in the rendering of services to all stakeholders.	10
Sometimes we do not comply. We do not take responsibility.	1
It will ensure order and a system by which to operate.	3
If the protocol for child abuse is not carried out, the child's care is compromised.	2
Knowledge of policy translates to effective services.	4
Policies if not complied with do not ensure that services are delivered.	2
No reason given.	6
Abuse cases must be taken seriously by SAPS (CPU).	1
The cases of abuse reported to CPU are responded to immediately.	1
We need clarity on each parties' roles.	1
The child molesters must be given tough sentences.	1

It will help in ensuring the best interest of the child is served.	4
Saves us from those who want to hinder us from doing the best for the child.	2
Only if proper mandates are in place, skilled and efficient individuals can ensure that these policy mandates are in check.	2
It would mean decrease in child abuse.	2
All organizations working with children must have effective child protection policies and procedures to prevent child abuse. Many people are not implementing their policies and that seems to be causing the major problems.	1
The victim's faith in the system is restored.	1
This will result in increased reporting. Will serve as a deterrent to perpetrators. Prevent perpetuation of abuse.	1
Factors identified for the NO response	
Blank	4
Our communities need to be educated about child abuse and they should be empowered to report cases.	1
People who are working as social workers, police, doctors etc do not deliver their services properly.	1
Policies are in place but implementation is not effective.	1
Non responses.	2

Discussion

There was an over whelming support for the importance of compliance to child care policy as a contributor to quality governance. The factor with the highest rating of 10 stated that policy mandates provided a step by step guide to stakeholders in the rendering of service delivery.

6.2.2.5 The institutions identified which should be involved in policy formulation for effective governance in child abuse

There was a total of 71 responses.

One response stated 'I don't know.'

Table 6.13 Institutions identified to be involved

Institutions Identified to be Involved				
<u>State Depts.</u>	<u>NGOS</u>	<u>FBOS</u>	<u>Government</u>	<u>Other</u>
<ul style="list-style-type: none"> • Education • Welfare • Justice • SAPS • Health • Correctional services 	<ul style="list-style-type: none"> • Child welfare • Childline 	<ul style="list-style-type: none"> • Not specified 	<ul style="list-style-type: none"> • Local Government • Provincial Government • National Government 	<ul style="list-style-type: none"> • Universities • Residential centre for Childcare • Business sector • Traditional structures • Women organizations • Youth organizations • Community forums
Personnel Identified to be involved				
<u>Officials</u>	<u>Politicians</u>	<u>Significant Others</u>	<u>Community</u>	
<ul style="list-style-type: none"> • Magistrates • Prosecutors • Commissioners of child welfare • Social workers (State and NGO) • Teachers • Nurses • Doctors • Child psychologist • Police officers 	<ul style="list-style-type: none"> • Minister of Welfare • Minister of Justice • Minister of Police 	<ul style="list-style-type: none"> • Ombudsman • Church elders • Youth 	<ul style="list-style-type: none"> • Community members • Children 	

Discussion

Different categories of organizations and personnel were identified as important roleplayers who should be involved in formulating policies. Five categories of organizations were identified. These included all three spheres of government, state departments, the non-governmental organizations, community based organizations and institutions of higher learning. The personnel identified were aligned to all these sectors excluding the institution of higher learning. The sectors identified form a fairly holistic representation of sectors and include all the sectors identified in current policy mandates as well as additional sectors such as the traditional authority.

6.2.2.6 Give reasons why those chosen should be involved

There were 71 responses to this question. The analyzed responses reveal that six factors were identified by respondents in all responses.

Table 6.14 The choice of stakeholder involvement

Factors Identified	No. of responses
They are the responsible service providers.	32
They have the knowledge and skills.	3
Communities should be involved with key stakeholders because they know the community and the problems experienced.	22
Children are the key role players.	2
While the different stakeholders are responsible they need to become more effective in implementing a holistic service.	9
Problems of sexual abuse requires skills of all sectors working together in service delivery.	3
Blank.	1

Discussion

The factor that received the highest rating of 32 was that these were the responsible service providers. The second highest response rate of 22 was for the factor that communities should be involved with key stakeholders because they knew their community and the problems that were experienced by them.

6.2.2.7 Constitutional structures ensure proper governance

There were 32 ‘YES’ responses and 38 ‘NO’ responses. Table 6.13 presents the analysis of the responses.

Table 6.15 To what extent does the constitutional structures promote good governance

Factors Identified for the Yes response	No. of Responses
They are sufficient and adequate.	16
They are not enough.	4
Need multi-disciplinary teams to work together for holistic management.	2
A specialist unit is required.	5
Structures need to work together hand in hand.	7
Each role player needs to be fully committed.	3
Need resources and manpower.	8
Need the capacity to effectively deliver services.	12
Need for community stakeholders to be involved, women’s groups, youth groups, church leaders, CBOS informal organizations and community members.	10
There is a great need for training on existing policies and treatment interventions.	5
Blanks.	1

Discussion

The highest response rate of 16 for the Yes response cited the factor that the structures were sufficient and adequate. However other factors with the Yes response have cited the need to improve conditions. The factor cited with the second highest rating of 12 was that structures needed the required capacity to effectively deliver services. By implication stating that while the structures were adequate it lacked capacity to effectively deliver services. The factor cited with the third highest response rate of 10 was that there was a need for community stakeholders to be involved like women's groups, youth groups, church leaders, CBOS, informal organizations and community members who might have been excluded or whose presence needed to be strengthened.

The second highest factor which cited the need for greater capacity by implication infers that having structures in themselves are not adequate without the necessary human resource capacity for effective service delivery.

6.2.2.8 Public satisfaction with governance by provincial and local government structures

There were 74 responses to this question.

There were 15 'YES' responses for public satisfaction with provincial structures.

There were 20 'Yes' responses on public satisfaction with local structures.

Number of 'NO' responses for public satisfaction with provincial structures was 50.

Number of 'NO' responses for public satisfaction with local structures was 51.

Number of 'Don't know' responses was 3.

Number of blanks was 7.

Table 6.16 Satisfaction level of the public with provincial and local structures

Factors Identified for a YES response	No. of Responses
Local structures including NGOS are well formulated. They play an effective role.	6
People seek help and there is an immediate response where possible.	4
Some are satisfied and some are not depending on how the individual case was handled. You cannot satisfy the entire community all the time.	2
There are too many child abuse cases.	2
Not too much complaints have come through.	1
Blank	2
Factors identified for the NO responses for public satisfaction with Provincial and Local structures	
Long delays in the cases being heard and finalized in court.	
Perpetrators are left out free in the community.	
Community don't have enough information and do not know their resources and reporting procedures.	
Not enough human resources.	
Public have a general lack of faith in service providers.	
Outcomes of criminal cases are not generally satisfying.	
Child abuse cases are increasing.	
In most cases of sexual abuse the perpetrator is not removed from the community.	
There are no proper structures in place. The multi – disciplinary team approach has been broken down.	
They think that the police are not doing their work properly.	
There are times when cases are not attended to. The community takes matters into their own hands.	
Provincially the criminal proceeding takes too long and the child forgets about what happened in the beginning.	
Too many remands and 'shoddy' investigation.	
Poor housing and unemployment in communities.	
Concerns about drug abuse by perpetrators.	

Discussion

- There were five more ‘YES’ responses indicating satisfaction with local structures as compared to Provincial structures. Respondents illustrated a 57% satisfaction with governance in service delivery in child abuse by local structures as compared to provincial structures which had a 42% satisfaction rate.
- There was an almost equal ‘No’ response rate of 45% for both the local structures and the provincial structures.

The overall expressed view presents as the public being generally better satisfied with governance by local structures than that of the provincial structures.

6.2.2.9 The role of civil society (ngo) to improve governance in service delivery

There were 82 responses to this question.

Table 6.17 What role can civil society organizations play to improve governance

Factors Identified for a Yes Response	No. of Responses
NGOS need to embark on more awareness programmes.	11
NGOS should share the workload with government and services should be better advertised and be age appropriately determined.	6
Training on abuse, on ethics such as confidentiality and child protection.	4
Stake holder meetings should be held at least once a week. Community should also be included through workshop and awareness campaigns, etc;	1
Hire more staff, have enough transport and communication among NGO’s.	4
Discussions on this matter during transformation meetings and accepting positive and negative responses.	1
Work hand-in-hand and form partnerships with the state.	2
NGO’s should have volunteers who live in the community who can inform timeously of abuse to the relevant authority: NGO and other.	1

Lobbying and Advocacy for more services. Include discussions with church leaders, faith healers and leaders in the community.	3
Increase salaries. Decentralize services.	2
Effective and efficient communication mechanisms. Networks and Multi-disciplinary teams should be set up.	2
For accountability there should be better supervision of cases by the manager of social workers. Checks, balances, time frames and dead line target dates must be set to ensure that tasks are carried out by all multi-disciplinary teams namely, SAPS, welfare, justice, etc.	1
Expose the perpetrators. Become willing and reliable witnesses. Report suspicious characters and dysfunctional families.	1
Increase NGOS, increase funding to NGO.	1
Beef up forensic services by employing social workers for CPU, CPU investigative officers must have enough cases for investigation. Funding for NGO. Trauma centers are needed. Employ forensic psychologist in each and every site.	2
Helping children to inculcate risk prevention strategies to help them build resilience. Provide safety programmes for children. Key messages to give children about safety.	1
Ensuring that SAPS makes child abuse matters a priority and involve communities.	2
I think the existing service delivery is good.	1
Blank.	2
Professionals helping each other i.e. SAPS, social workers and doctors.	5
Dedicated SAPS officers who will deal effectively with abuse. More commissioners available at court for abuse matters. More doctors available preferably someone who will deal only with children (pediatric doctor).	1
Assist in the sentencing of the offender. Educate children and parents about factors that constitute child abuse.	1
They should be more involved in decision making.	4
Being part of a child protection unit. Team approach instead of seeing child who needs to repeat the same information on the incident.	1
NGO's should be closely involved in policy formulation as well as citizens, the	3

communities and organization structures. Have accessibility to policy implementation and child protection funding for programs.	
There should be developmental work carried out in communities, more awareness campaigns and programs. Teachers and community members should be trained as child abuse counsellors. It should be compulsory for all in the multi-disciplinary team to attend child protection meetings.	1
More trained personnel needed who are paid. There should be less kinship and more child protection services.	1
By offering transport and petty cash to victims to keep appointments at hospitals. Implement home based services.	1
Standardized computer database linked to all services. Service providers to ensure that services are rendered and shared outcomes are achieved.	1
On preventative measures, treatment measures and follow ups.	1
To train relevant role-players with knowledge and skills to become specialized in dealing with these cases.	1
Key stakeholders to market the services.	1
Establishment of child abuse forums.	1
To ensure child abuse is reported within said time scales. Multi-agency working together to ensure the safety of children. Preventative work to be undertaken and it is important to undertake outreach programs and group work which allows social workers to reach more clients when conducting therapy.	1
Every role player and every structure needs to be acknowledged to reduce competition among role players and to reduce child abuse.	5
Government should purchase services from ngos. They could have for example an effective awareness program concentrating on the males (too often programs are done with women and not enough done with men. There is a need of making them aware of the harm they do to girls and women).	1
Government could also fund ngos for a unit that deals with all child abuse investigations and therapeutic interventions in specific areas. Childline does therapy if the child is brought to them. They act only as a referral agency which is not good enough for rural areas.	1
Government departments carry heavy caseloads. Not all of them have skilled staff to cope with child abuse. Child abuse needs to be handled by a specialist	1

team.	
To provide feedback.	2

Discussion

The highest common factor identified was that ngos need to embark on more awareness programs. The ngo was also cited as having a major role to play in capacity building. There were 11 responses that identified this factor. There was also a role for policy formulation. There were several factors identified which went beyond the role of the ngo but instead referred to operational aspects of NGOS, in the improvement of governance. These were:

- The need to employ more socialwork staff and improve salaries and working conditions.
- Develop effective communication channels.
- There was a need for more effective networking of stakeholders.
- There was a need for multi-disciplinary teams.
- There needed to be more supervision of social workers as a means of strengthening accountability.
- There was a need for specialization of professionals involved in service delivery in child abuse.
- There was a need for greater cooperation between the ngo sector and the state sector.

6.2.2.10The role of monitoring mechanisms for effective governance in service delivery

There were 59 ‘Yes’ responses.

There were 4 ‘Yes’ responses with no factors identified.

There were 7 blanks.

Table 6.18 Is monitoring mechanisms important for effective governance

Factors Identified	Number of responses
It will ensure effective service delivery.	3
Adult perpetrators must be held accountable for abuse of children.	1
We need to know whether we are responding appropriately.	2
For effective preventative measures.	1
Supervision sessions should be implemented.	1
To direct child abuse training and the overview of legislation.	1
Because at the end of the day it becomes the responsibility of the family of the abused child concerned to decide on what to do in relation to the social stigma after the case is closed. Especially in cases of rape.	1
Social workers need to monitor the cases to prevent re-abuse.	1
Monitoring mechanisms are essential to evaluate the effectiveness of governance in the delivery of services to children who are abused.	3
This is the only way we can evaluate whether programs are effective.	2
The government must do follow- up towards the departments to make sure that the work is done properly in the delivery of services in child abuse cases.	1
So that outcomes may be measured.	1
To avoid the duplication of services.	1
I think it is very important to know if an abuse case reported had received attention.	1
Role players will stop being accountable and the child as a victim will suffer consequences.	1
The meeting of deadlines and target dates to ensure tasks are carried out by all multi-disciplinary team members.	2
To achieve outcomes. Recommendations and evaluation should be an ongoing process. Effective data capturing, recording and analysis should be revised to monitor the effective delivery of services.	1
Monitoring mechanisms to ensure policy mandates are adhered to, to improve service delivery and ensure services are provided in the best interest of the child.	3
Most definitely as children are often unable to cope with for example a father,	1

mother or uncle who could be the abuser.	
As already had been stated that each organization whether FBO, CBO or State, organize workers in a fragmented manner. Therefore monitoring mechanisms are necessary to ensure effective governance.	1
Monitoring is brilliant ideally but its not going to work if you monitor over worked employees.	1
Some NGOs use money for irrelevant things instead of helping the children. Parents do not take abuse seriously.	1
There is a lack of accountability and often uncertainty about whose responsibility it is in dealing with abuse matters.	1
Yes in order to be able to follow-up with the police in child sexual abuse cases.	1
So that the government would know what is lacking and where in service delivery.	1
It is a sign of being pro-active.	2
Because some professionals removing children in the areas of abuse are not qualified for it so instead of helping children they further abuse them.	1
To make sure that workers do their work properly.	1
Monitoring is necessary for a short period to ensure cooperation by all departments.	1
Because it will help those stakeholders who are involved in service delivery.	1
Everybody who is involved should participate.	1
People need to be held accountable for their actions and if they do not deal effectively with abuse matters someone needs to monitor this as it has serious effects on children.	3
Yes, social workers, SAPS and other community groups must conduct continuous monitoring and supervision among the abused and non-abused children.	1
Assessments of counseling can help the child. Trauma counseling and post-trauma counseling can help the child return to a normal emotional state.	1
Because a child who has been abused needs supervision.	1
To ensure that each and everybody dealing with that particular abuse case is effectively rendering their services.	1
Gaps could be easily identified and rectified thereof.	1

There should be mechanisms definitely and there should be regular assessments and evaluation of a child's protection plan, regular visits to the home of the child and to the parents.	1
Keep statistics for the purpose of research data.	1
There must be a regular random monitoring system by an independent authority which ensures accountability.	1
This will ensure uniformity and effective service delivery.	1
Will assist in preparing the child for court through therapeutic sessions.	1

Discussion

There was a majority of 59 responses that supported a need for monitoring mechanisms to be enforced. The reasons cited were at two levels. The one was at an operational level while the second was at a strategic planning level:

- At an operational level monitoring was perceived as a way of preventing further abuse and ensuring that services were effectively delivered. Other factors raised were:
 - To ensure that roleplayers were made accountable.
 - To evaluate the effectiveness of services.
 - To evaluate the effectiveness of the programmes.
 - To ensure that standards of service was maintained.
- At the strategic level it was perceived as a necessary means of accountability for service providers. The second reason cited was to contribute to more effective policy formulation, development and implementation.

6.2.2.11 The role of the business sector in governance in service delivery

There were a total of 40 responses. There were 35 'Yes' responses, 5 'No' responses and 3 blanks.

Table 6.19 The role of the business sector in governance in service delivery

Factors identified for a Yes response	Number of responses
They can participate in the form of sponsorships. Funding to NGOs for awareness programs, life skills programs, holiday programs, victim support centers and safe houses if government falls short in providing funds.	15
In regard to their employees children. Provide funding to employ social workers increasingly for EAP.	3
Because they are also directly in contact with the community.	3
They need to know what is happening around the community and they need to be part of the Child Abuse Forum.	1
Business sectors can play a crucial part in governance.	1
To promote local sport activities thus alleviating crime.	1
Business sector can also make referrals to protect the children whenever they see abuse happens in front of them.	4
I believe they can employ those who are 18yrs.old and provide a bursary for those children who are in need.	1
Poverty is another form of child abuse. When people become employed poverty becomes less of a problem.	1
This is their future. Communities are the potential work force.	1
All sectors of the community should be involved in service delivery to abused children. Businesses could make it part of their social responsibility.	3

Discussion

The factor with the highest 'Yes' response with a rating of 15, was that businesses should participate in sponsorships by funding ngos for awareness programs, life skills programs, holiday programs, victim support centers and safe houses wherever

government fell short. It is evident that the majority of respondents were of the view that the business sector had a role to play essentially in the form of providing resources and ensuring Employee Assistance Programmes at their employment agencies. The programs should include awareness on child abuse with the aim of prevention of this phenomenon.

There were 5 ‘No’ responses to this question.

6.2.2.12 The role of local government in governance in service delivery to children who are abused

There were 60 responses to this question.

There were 58 ‘Yes’ responses.

There were 2 ‘No’ responses.

There were 9 blanks.

Table 6.20 The role of local government in governance in service delivery

Factors identified for a Yes response	Number of responses
Local Government should create more structures such as safe houses, shelters for victims, childrens homes for abused children.	6
Local government to promote awareness campaigns in the community. Local government has a responsibility to reach out to its citizens.	15
Should refer children in case of forced evictions.	1
Work together with other sectors and not expose children to abuse.	1
To safeguard the safety of the affected family and all residents.	2
Promote a responsible attitude towards children.	1
They can provide grant in aid to ngos to carry out child protection programs.	1
Local government is the first point of contact for the community. Backlog in subsidies and grants have made children and families more vulnerable.	1
The local government must ensure that there is adequate resources and manpower. The officials must be trained to render efficient services.	1

They can link-up with other local structures to strengthen the network system.	3
Since abuse takes place at all levels as well as in all government sectors.	1
Need to employ specialists.	1
They can provide counseling and play therapy.	1
Matters are first attended to by the district, then the local government and then the provincial government, so they have a role to play.	2
They should be monitoring service delivery and should be held accountable for ineffective delivery.	4
Because they are the ones who deal with the communities on a daily basis.	1
The local government sector does play a role as they host our communities.	1
Local government should play the major role in service delivery in the region. Social development funding should be managed by local government.	1
Create communication between government and the ngo sector.	1
They are influential individuals in the community. They are also easily accessible to all levels of service delivery roleplayers and can generate effective, immediate and urgent responses in service delivery.	1

Discussion

The factor cited with the highest response of 15, was that local government should promote awareness campaigns in the community and reach out to communities. This was followed by a rating of 6 for the factor that local government should create more structures for abused children such as safe houses, shelters for victims, and childrens' homes. The factor that followed with a rating of 4 was that local government can play a monitoring role in service delivery.

6.2.2.13 The role of the traditional authority in governance in service delivery to children who are abused

There were a total of 61 responses.

There were 54 'Yes' responses.

There were 7 'No' responses.

Table 6.21 The role of the traditional authority in governance in service delivery

Factors Identified for a Yes response	Number of responses
They can be involved in education and prevention at the community level.	8
They could be utilized to identify abuse in the community together with counsellors.	2
To safeguard interests of inhabitants.	2
Most of the abuse of children is based on traditional myths. The traditional authority can be involved in teaching about child abuse it will have an effect on such myths.	4
Especially in rural areas because people sometimes do not have access to resources and amenities. The chiefs can also hold the perpetrator in custody until local authorities arrive at the scene. They can be the 'eyes' and 'ears' of the community.	4
They are at grassroots and therefore in touch with people.	2
To realize the limitations of their role. Educate themselves in governance and work in liaison to promote better governance.	1
The traditional authority is important and his silence can often enable the abuse to go on. His expressed views are important as the community sees him as a role model.	2
Traditional authorities have at present an archaic attitude towards abuse namely, facilitating the practice of paying of damages for sexual abuse. Their entrenched beliefs in respect of sexual abuse need to be challenged.	1
They can play a supportive role to assist professionals and lay counselors with intervention services and engage pro-actively with service providers.	2
Induna's and chiefs know their people even more than politically chosen leaders.	1
By promoting the traditional ways of dealing with perpetrators.	1
Only if the client or victim is traditional.	1
To pass laws on what is expected in the tradition.	1
Each community is unique and the traditional authority can advocate for children using their cultural values.	1
As most people first contact their priests on advice and protocols.	1

In South Africa most of the communities are Black. The culture is to respect the traditional authority. The traditional leaders can be part of information giving.	1
Maybe in those areas where they govern as stakeholders.	1
Child abuse cannot be seen in isolation from the whole system. We have to incorporate societal values and norms as well.	1
They are exposed to child abuse problems. Because other communities believe that abuse is either witchcraft or they would like to bewitch the abuser.	1
Re-inforcement of the concept of ubuntu and moral regeneration.	1
Can form part of a monitoring team per district.	1

Discussion

The majority of 54 respondents were of the view that the traditional authority had a role to play. The response with the highest rating of 15 expressed the view that their role would be more at the preventative grassroots level by creating an awareness in communities. Other factors identified were that:

- The traditional authority was logistically better placed in that they were at the community level.
- They undertook cultural rituals in relation to social behavior control and they could therefore play a role in educating communities against the abuse of children.
- In some semi-rural communities the traditional authority played the role of community watchman to whom social problems are reported. In so doing the traditional authority is able to monitor child abuse.

6.2.2.14 Identified factors of bad governance practices

There were 45 responses in total.

There were 6 non-responses.

There were 20 blanks.

Table 6.22 Bad governance practices

Factors Identified	Number of responses
Parenticized children are made to take on adult responsibility at home.	1
SAPS will not take a report if there is no evidence of physical abuse.	1
Passing on of responsibility for service delivery from one service provider to another.	1
Community support of the perpetrator and the rejection of the child and his/her family.	1
Police taking bribes to misplace dockets so that there can be no criminal case.	2
Social workers unable to remove a child due to a lack of space at the State Places of Safety.	1
Delays in the police responding to reports of children at risk example, children playing unaccompanied and unsupervised at shopping centre's.	7
Long delays in the access of medical care for children who have been abused.	1
Justice always need evidence in cases of sexual and physical abuse. They don't believe the word of the child.	5
Some people report that they did not receive the assistance of the police when they went to report a case of child abuse.	1
Traditional solutions often take precedence over the legal system in the handling of child abuse in some communities.	1
SAPS sides with the perpetrator.	1
Lack of accountability caused by a failure to follow-up timeously. There is a delay in taking cases to court. This results in secondary abuse of children.	1
The communication process between government and NGO's is not clear. There is no clear understanding of who various role players are in service delivery.	1
Clients have a lack of understanding on services that are offered and they are therefore left vulnerable.	1
Lack of resources for service delivery.	2
Limited resources with regards to basic needs such as food, shelter and education. Unemployment is also at a high rate. Living conditions that perpetuate the problem.	2
Social workers carry high caseloads.	2

High turnover of socialworkers.	3
Sometimes Places of Safety and childrens homes donot want to admit these children without certain documents.	1
No use of a two-way mirror when the victim has to point out the perpetrator.	1
No specialized training for the magistrate and prosecutor to deal with child abuse.	1
Cases are being withdrawn every day.	1
Children are being exposed to the perpetrator in court. They as a result end up being more traumatized.	1
Perpetrators sometimes do not get detained.	1
Release of perpetrators to the same community.	1
Refusing to use childrens ID's as evidence due to age.	1
They don't protect abused children against the perpetrator.	1
Children are returned to reside with parents who abuse them before parents have been subjected to parenting programs or been assessed on their mental health status and addiction habits.	1
No monitoring of the care of the child occurs.	1
Children are not given enough therapy as Childline does not and cannot meet the need.	1
Challenges with legal representation of children by the legal Aid Board and adjournments of the case at court.	1
Victim is not properly counseled psychologically and emotionally.	1
Constant rotation of staff.	1
Staff not trained.	1

Discussion

Some of the significant factors of bad governance identified were that:

- There were delays in the police responding to reports of children playing unaccompanied and unattended at shopping centers which had a response rate of 7.

- This was followed by the factor that justice always needed evidence in cases of sexual and physical abuse. They do not believe the word of the child.
- Another factor was that there was a high turnover of social workers which had a response rate of 3.

There were three factors with a response of 2. These were:

- Police took bribes to misplace dockets so that there could be no case.
- Lack of resources for service delivery.
- Social workers carry high caseloads.

Most of the other factors expressed with a response rating of 1, are also significant, and will be discussed under themes in the next chapter of this thesis.

6.2.2.15 Good governance principles (Appendix B)

This section evaluated the extent to which good governance principles prevailed in the delivery of services in child abuse in the local areas that respondents practiced in.

6.2.2.15(a) Cooperative governance prevails in the service delivery

There were 45 responses to this question.

There were 4 responses with a 'Yes' response but however did not respond to the question. These responses have been excluded.

There were 17 'Yes' responses for factors that promoted cooperative governance.

Table 6.23 Cooperative governance practices that prevailed

Factors Identified that promoted Cooperative Governance	Number of responses
Sharing of tasks with other stakeholders.	6
Attending to cases urgently and utilizing the protocol.	5
Medical services played a crucial role to promote service delivery.	1
Consultation.	6
Educate people and children about their rights.	1
Child protection forum provides access to information.	1
Networking among stakeholders.	5
Teamwork.	1
Multi-disciplinary team approach.	1
People can telephone and report cases to Childline Family Centre.	1
Availability of resources such as the district surgeons at provincial hospitals, places of safety and saps.	1
Budgeting for the program.	1
Good communication.	1
Efficient and speedy response to a report of abuse or neglect minimizing secondary trauma and further abuse of the child by the system.	1
Meetings held by Mahathma Gandhi and the Thutuzela Crisis Centre ensures accountability for service delivery by all roleplayers namely, hospitals, justice, SAPS. Social workers hold monthly case review meetings.	1
Sound working and sharing relationships.	1
An excellent referral system prevails.	1
Community working together with cpu, ngo such as child welfare societies.	2
Regular contact between staff so they all know one another.	1
Good parenting skills and UBUNTU.	1
Good record keeping.	1
Proper guidelines.	1
Dedication and compassion of social workers.	1
Commitment by individuals practicing the Best Interest principle in matters pertaining to children.	1
	Number of

Factors identified that Hindered Cooperative Governance	Responses
Each sector is not looking at the needs of the child holistically.	6
There is no support from the police at times.	3
Lack of facilities for children who are abused for example, accommodation.	1
Shortage of staff in Welfare.	4
Police bribes.	1
Lack of training on child abuse.	6
Non-appointment of social workers specialized in child abuse. Social workers are inundated with too many categories of work.	2
Sometimes you find that some departments think that it is not their responsibility as they are not social workers.	1
Untrained personnel such as the police.	1
Working in isolation.	1
People are scared to report cases of child abuse.	1
Lack of a budget.	1
Lack of communication.	2
Fragmentation of service.	1
Failure to act timeously.	1
People who do not want to work cooperatively.	1
Lack of accountability.	1
Bad or poor relationships among stakeholders.	1
Lack of knowledge.	1
Lack of support to reporters of abuse especially teachers and members of the community.	2
Lack of time and a misunderstanding of roles.	1
Dissatisfaction of workers at their places of employment.	1
Lack of safety for workers who deal with child abuse.	1
Presence of drug and substance abuse in the community.	1
The lack of good parenting skills.	1
The roleplayer who does not understand their role.	1
The provisions of the law that prohibits investigations into the perpetrators background and criminal records.	1
Authoritarian approach by government to ngos. Threats to withdraw subsidies.	2

No computerized system.	1
Lack of awareness in the community.	1
High turnover of staff.	1
There is competition for funding and recognition.	1
All interventions is the responsibility of DSD. Other roleplayers do not offer services in our area.	1
Poor attendance at meetings at times.	1

Discussion

The most common factors identified by respondents that were said to promote cooperative governance were:

- Sharing of tasks with other stakeholders which had a response rate of 6.
- Consultation which had a response rate of 6.
- Attending to cases urgently and utilizing the child abuse protocol which had a response rate of 5.
- Networking among stakeholders which had a response rate of 5.

The following were the most common factors identified by respondents as hindering cooperative governance. They were:

- Each sector was not looking at the needs of the child holistically which had a response rate of 6.
- Lack of training on child abuse which had a response rate of 6.
- Shortage of staff in the welfare sector which had a response rate of 4.
- No support from the police at times which had a response rate of 3.
- Non-appointment of social workers specialized in child abuse. Social workers were inundated with too many categories of work which had a response rate of 2.
- Lack of communication which had a response rate of 2.

- Lack of support to reporters of child abuse especially teachers and members of the community which had a response rate of 2.

There was a higher response rate indicating that there was some degree of cooperative governance in practice while there was a lesser response rate indicating an absence of this good governance principle. One can conclude that there is the presence of cooperative governance in service delivery in child abuse experienced by some respondents.

6.2.2.15(b) Adequate resources are available for service delivery

There were 67 responses to this question.

There were 17 'Yes' responses.

There were 50 'No' responses.

There was 1 blank with a 'Yes' response.

There were 6 blanks with a 'No' response.

Table 6.24 There are adequate resources for service delivery

Factors Identified for a Yes response	Number of responses
We have Places of Safety and Crisis Parents.	1
We have a multi-disciplinary team.	1
We have a Child Protection Forum.	1
We have neighbourhood watch.	1
We have saps, community watchman and counsellors.	1
Urban areas have resources but limited manpower.	1
While there are resources they are not adequately utilized.	2
Childline has a toll-free number to report such cases.	1
There is only lack of skills.	1
There are therapeutic programmes offered by Childline.	1
There is counselling sessions provided by Open Door Crisis Centre.	1
Training is provided.	1

Thuthuzela Centre is available. Other resources like Childline, social workers, SAPS and NGOS also provide services.	1
Factors identified for a No Response	Number of Responses
Not enough resources.	8
Lack of skilled social workers.	1
Limited number of Places of Safety.	1
Social workers cannot focus on one case thoroughly due to too high caseloads that they carry.	1
Childline withdrew their services while they are subsidized by the state.	1
Some rural communities do not have resources. Children have to travel long distances for services.	1
No funding.	1
Often the struggle to find a Place of Safety leaves a social worker helpless.	1
In rural areas cases are not reported urgently as there is a lack of transport. People are poverty stricken and there is a lack of satellite police stations.	1
Lack of professional counselling in rural areas.	1
Lack of monetary funding appears to be an ongoing issue.	1
Turnover of staff.	1
State subsidies and grants being withheld.	1
Childline makes their decentralized services available only once a week.	1
No comfortable interview room, shortage of cars, lack of parent motivation and support (Inanda).	1
I don't think people are fully educated about handling child abuse matters.	2
The district surgeon cannot confirm abuse if no virginal penetration has occurred.	1
Lack of safety for social workers.	1
Dept. of Health always run out of emergency medication like ARV's for children who are sexually abused.	1
More resources are needed as those that are available are overworked which lead to time delays in dealing with abuse.	1
Too many personnel are involved. The child has to move from one resource to the next. There is a lack of empathy for the child's trauma.	1

No proper investigations are conducted by relevant people like the police.	1
There is a high turnover of staff. Child is further traumatized by a change of social workers.	1
Kinship has taken over everything in rural areas. Where do rural people go to for child abuse services.	1
Inadequate skills training of staff due to there being no funding.	1
A multi-disciplinary team approach is necessary and this has to be localized. This is not available to most children.	1
Specialized facilities are required for children who have been abused. This is not available to most children.	1
Not enough computers. This causes a delay in reports being ready for court.	1
Lack of office space in satellite offices.	1
No therapeutic services are available to some children.	1
The child abuse social worker should have a cellphone and be remunerated for after hour work.	1

Discussion

The No responses to this question outweighs the Yes response by a substantial percentage which is 80.9% to 26.9%.

The most common factor identified for the 'yes' response was:

- While there were resources they were not adequately utilized which had a rating of 2.

The most common factors identified for the 'no' response were:

- There were not enough resources, which had a rating of 8.
- People were not fully educated about handling child abuse matters which had a rating of 2.

One can state that there is an extreme lack of resources experienced by practitioners in the delivery of child abuse services.

6.2.2.15(c) Your organization has a budget for child abuse services

There were 58 responses to this question.

There were 24 'yes' responses.

There were 29 'no' responses.

There were 3 'not sure' responses.

There were 2 'unknown' responses.

Table 6.25 Your organization has a budget for child abuse services

Factors Identified for a Yes response	Number of responses
There is a budget for services but the expenses exceed income.	2
Although there was a budget it could not be easily accessed.	1
Being a state local office provisions have been made in the budget for these services to be rendered. Five social workers from the generic team render services in respect of child abuse matters.	1
Not in financial terms but child abuse services are given priority although often the initiatives do not result in concrete results/oucomes.	1
This budget is part of the total budget for all the services we render.	6
We have a coordinator who ensures that she forms a forum.	1
Our organization receives a subsidy from the government.	2
Our society's main business is child protection so all resources would be used for that purpose.	1
I think there is a budget for child protection but there is no transport for workers to implement programs that will help to decrease rates of abuse and render direct services to victims of abuse.	1
A budget is available as far as I know.	1
Social workers in child care and protection programs are budgeted for.	1

There is a budget for educational campaigns and publishing material.	1
There is a budget for Institutionalization and foster placements of children who are abused.	1
State funded.	2
Each program has its own budget.	4
Factors identified for a No responses	
The social worker does everything.	1
The vehicle is for everyone. There is no separate transport available for the delivery of services to a child abuse victim.	1
No specialization.	2
No funding at all (Inanda)	7
We need training and workshops on child abuse.	1
We refer child abuse cases to Childline.	1
No I've never heard of a budget at this organization as it is a non-profit organization.	1
Not that I know of.	6
The government does not give enough money for these matters.	3
There is nothing concrete (Durban Children's Society).	1
We only receive a subsidy for the post of a social worker.	6
I don't know I don't have access to this information.	1
We rely completely on State subsidies and donations which do not allow us the budget to extend our services.	1
There is no separate budget. We receive subsidies from the Department of Welfare for social work salaries.	1
Budget has always been a problem in our organization as a result it is always hard to initiate programs for prevention.	1
We are reliant on the delivery of therapeutic services from ngos outside of Child Welfare Organizations.	1
We fundraise for child protection services on our own.	1
We have an inclusive budget. Other priorities take precedence.	1
Budget for private Place of Safety is available.	1
Lack of funding for awareness programs.	1

Discussion

There is a difference of approximately 8% in the 'yes' and the 'no' responses to this question. The responses stand at 34.7% and 42% respectively.

The most common factors identified for the 'yes' response were that:

- The budget was part of the total budget for services rendered which had a rating of 6.
- Each program had its own budget which had a rating of 4.
- There was a budget for services but the expenses exceeded the income which had a rating of 2.
- State funded which had a rating of 2.

The most common factors identified for the 'no' response were that:

- There was no funding at all (Inanda) which had a rating of 7.
- Subsidy was only received for the post of the social worker which had a rating of 6.
- Respondents were unaware of the source and the status of the budget, which had a rating of 6.
- The government did not give enough money for this purpose which had a rating of 3.
- There was no specialization which had a rating of 2.

From the above data it is evident that there is no specific budget provided for programmes for service delivery in child abuse exclusively. An umbrella budget for social services exists, for all categories of services in organizations. In other instances the

post of social worker was only provided for and not for the implementation of programmes.

6.2.2.15(d) Equal access to resources: services to children who were abused in rural areas were equally accessible as in built-up areas in your municipal district

There were a total of 64 responses to this question.

There were 10 ‘Yes’ responses.

There were 54 ‘No’ responses.

Table 6.26 Access to resources is equitable in rural and in built-up areas

Factors identified for a Yes response	Number of responses
Transport services are available within rural areas as well as in built-up areas.	1
Decentralization of services now mean that services are taken to service points.	1
In Chatsworth there are pockets of informal settlements. We do not have rural areas. The same service providers render services to abused children and they ensure that these children have equal accessibility to the necessary service.	1
There are now social workers, police stations and clinics stationed in rural areas.	1
Deep rural areas do not have easy access to services. Clinics are mobile and are therefore not available anytime.	1
All cases are given equal importance.	1
Social workers are able to refer the children to the available resources.	1
Factors identified for a No response	
There is no infrastructure in rural areas.	33
Childline is central and should be based in rural areas as well.	1
There are no easily available resources in rural areas therefore families keep quiet and do not report.	1
There is a lot that still needs to be done in rural areas because the communities are still practicing the wrong things.	1
There is a shortage of relevant roleplayers and this creates difficulty in accessing the required services.	1

In rural areas there is a lack of resources unlike in urban areas.	1
Rural areas have a further problem with child abuse due to the stigma of HIV/Aids.	2
Rural areas lack resources as they have to struggle to find transport at night to take the abused child to the nearest hospital. Furthermore, clinics do not operate at night due to crime for example, the hijacking of the ambulance.	1
In rural areas there are delays in responses due to logistical difficulties for example, no telephones, no information on who to report to.	1
Built-up areas in municipalities are more accessible however there are delays in terms of staff with appropriate skills.	1
Structures may be in place but they are dependent on basic resources such as telephones and transport which are important in view of the large distances between residents and service delivery points.	1
Children in rural or peri-urban areas have a longer wait for adequate services. Therapy services are brought into the area and are not readily available.	1
People live in poverty and have poor education in rural areas. There are very limited services available.	1
Employees avoid attending to cases in rural areas because of the danger involved in travelling on the roads.	1
Those who are in remote areas are struggling to get services. Others do not have social workers specialized in child abuse.	1
Built- up areas have more resources and are typically better advertised.	1
Child Welfare and government departments are far away in rural areas.	1
There is a lack of transport and lots of poverty in rural areas.	1
The children in some of the rural areas don't have resources easily accessible to them.	1
There is no integrated service delivery in rural areas due to a lack of resources and service providers.	1
In deep rural areas there is no service delivery to children who are sexually abused.	2
There is no crisis centre for children who have been sexually abused in rural areas.	1
In deep rural areas there is no services of Childline.	1

Discussion

The 'No' response outweighs the 'Yes' response by a large margin. It stands at 85.7% and 15.8% respectively.

Factors identified for a 'yes' response all have an equal rating of 1

The most common factors identified for a 'no' response were that:

- There was no infrastructure in rural areas which had a rating of 33.
- Rural areas had a further problem with child abuse due to the stigma of hiv and aids which had a rating of 2.

While the next three factors had a rating of 1 they are being given focus as they are very significant points made, and which would be discussed further in the conclusion and recommendations of this study. These were that:

- There were no easily accessible resources in rural areas therefore families kept quiet and did not report. This had a rating of 1.
- Employees avoided attending to cases in rural areas because of the danger involved in travelling on the roads. This had a rating of 1.
- In deep rural areas there was no service delivery to children who were sexually abused. There is no crisis centre for children who have been sexually abused in rural areas. Both these factors cited had a rating of one each.

One can conclude that people residing in rural areas experience extreme hardship in access to resources and they are therefore unable to receive services timeously as compared to persons in built-up areas. The challenges faced by rural people in this regard relate mainly to infrastructural limitations.

6.2.2.15(e) Openness and Transparency: A strategy for service delivery

There were a total of 65 responses

There were 40 'Yes' responses

Three responses in the 'Yes' response did not respond to the question

There were 22 'No' responses

Table 6.27 Openness and transparency does prevail in service delivery

Factors identified for a Yes response	Number of responses
People have been informed on how to manage child abuse. We do have training on how to deal with child abuse. Service providers know what to do.	5
We are aware of what to do.	1
There are lots of awareness programmes that are taking place on how to report child abuse cases even on the radio.	4
The constitution and the objectives of the organization are clear.	1
The protocol for child abuse is clear but it is the implementation of the policy that is problematic.	10
Policies and mandates are in place and available. Inputs from service providers are encouraged.	1
There are protocols for the treatment process, data collection and monitoring of progress.	3
Victims are receiving counseling and support. The procedure to be followed in the treatment of abuse is explained to the victim and the family.	1
When delivering services for child abuse it must be transparent and clear following a strategy for implementation.	1
There is transparency from a social work perspective but I cannot comment on other roleplayers.	1
Policy documents are in place and a clear child abuse protocol is followed in this area however more awareness needs to happen at local area offices that are decentralized.	1

There are time scaled responses and multi agency working together.	1
Mostly in the municipal district but people in rural areas are not aware of such information.	1
Factors identified for a No response	Number of responses
Sometimes unclear on what is the strategy.	1
No because the policy is not clear about child abuse and there is no transparency as well.	1
Not all roleplayers are aware of the policy and the procedures.	2
People are not educated. This refers to the community. Very few know about what to do.	3
It depends	1
No clear guidelines. Perpetrators are seldom brought to court. Nepotism occurs at SAPS level.	1
The strategies formulated need to be revisited in the government sector.	1
Policy and mandates are at times confusing.	1
In some rural areas there is a lack information but when it comes to urban areas there is an element of openness and transparency.	1
Defining child abuse is so difficult. Very often one has to be careful of allegations for fear of being sued.	1
I've never heard of it so I disagree.	1
There is no clear structure.	1
It is not clear because some of the workers sometimes are not aware of what services they must offer to children who are abused.	1
If there were we would be more vocal of the strategy.	1
Where is it at government offices maybe.	1
Generalized strategies and procedures.	1

Discussion

The yes response to this question outweighs the no response by a fair margin. This stands at 70.4% and 36% respectively.

The most common factors identified for the yes response were that:

- The protocol for child abuse was clear but it was the implementation of the policy that was problematic which stood at 10.
- Service providers have been trained. They know what to do which stood at 5.
- There were lots of awareness programs that were taking place even on the radio on how to report child abuse cases which had a rating of 4.

It must be noted that both the abovementioned factors do not refer to a comprehensive strategy that was implemented in service delivery. The first refers to a policy document and the second refers to an aspect of service delivery. Not a single response referred to being aware of a comprehensive strategy. One can therefore conclude that a comprehensive strategy that targets all areas of service delivery in child abuse is not transparent to all respondents in this study or alternately does not exist.

The most common factors identified for the no response were that:

- People were not educated. This referred to the community. Very few people knew about what to do. This had a rating of 3.
- Not all roleplayers were aware of the policy and the procedures. This had a rating of 2.

6.2.2.15(f) Openness and Transparency: There was transparency in the process of policy formulation and implementation informing child abuse services

There were a total of 52 responses to this question.

There were 25 'Yes' responses.

There were 27 'No' responses.

Table 6.28 Openness and transparency prevailed in policy formulation and implementation informing child abuse services

Factors identified for a yes response	Number of responses
Training and workshops are provided to staff who render child abuse services.	1
People are becoming more aware as there are events celebrating human rights day and 16 days of activism where awareness is created.	1
Within the organization without a doubt. However there are gaps with the developments in law eg; a child of 15 years is not allowed to be sexually active within the law and if she is it is regarded as statutory rape. However a child of 12 years may make a choice for termination of pregnancy.	1
The guidelines assist.	1
There are generally white papers and draft bills before legislation can be finalized.	1
Role-players are invited to provide inputs into policy formulation.	5
Policies are always published and made clear.	1
Services are discussed at management meetings.	1
Services are discussed through education, and awareness.	1
The Child Abuse Protocol was work-shopped with all role-players. Policies are made available for comment before implementation.	1
Factors identified for a no response	
We do not give inputs we are asked to implement.	14
Insufficient transparency. Community and grassroots need to be reprioritized.	1
There is no transparency because some of the people are handling child abuse wrongly.	1
It excludes some important stakeholders.	1
Policy is usually formulated at another level.	1
At present it is still a top down approach.	2
Quite isolated from day to day practice.	
Often policy documents remain with the manager. There is no direct access to policies and guidelines. There is guidance through supervision and verbal feedback.	1
Not all children are aware of such policies because they are not involved in	4

policy formulation.	
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Discussion

The response rate for the 'Yes' and 'No' responses are almost equal. However the Yes and the No response for the strongest expressed factor contradicted one another.

Example, the most common factors identified for the yes response was:

- Role-players are invited to provide inputs into policy formulation which has a rating of 5.

The most common factors identified for the no response were:

- We were not requested for inputs but there was a mandate that we implement. This had a rating of 14.
- At present it is still a top down approach which had a rating of 2.

It is evident that respondents experienced this process differently. It would seem that in some sectors and departments there is more transparency and openness in policy formulation and implementation as compared to others.

6.2.2.15(g) Deliberation and consultation: To your knowledge citizens were consulted for their inputs on a service delivery improvement plan to improve governance

There were a total of 52 responses to this question.

There were 13 'Yes' responses.

There were 36 'No' responses.

There were 3 'not sure' responses.

There were 14 blank responses.

Table 6.29 Citizens were consulted for inputs on a service delivery improvement plan

Factors identified for a Yes response	Number of responses
The community is always involved in giving their inputs in service delivery.	1
Social workers do visit the school and the community to make them aware of child abuse.	2
Yes but they are not consulted enough.	1
As far as I know but I am not sure how it went about. They should be consulted first hand.	1
Blank/unsure	6
Factors identified for a No response	Number of responses
People in the rural areas are not consulted	12
Not all roleplayers are given opportunities to respond prior to legislation being promulgated. Information is not filtered through	4
Top-down approach was used instead of a bottom-up approach. Information does not filter through	6
This may happen amongst professionals who do not filter information to citizens on the ground	1

Discussion

The No responses outweighed the Yes responses by a large margin. It stood at 78.2% and 28.2% respectively.

The most common factor identified for a yes response was that:

- Social workers visited the school and the community to make them aware of child abuse which had a rating of 2.

The most common factors identified for the no response were that:

- People in the rural areas were not consulted which had a rating of 12.
- A top-down approach was used instead of a bottom-up approach. As a result information did not filter through which had a rating of 6.
- Not all role-players were given opportunities to respond prior to legislation being promulgated which had a rating of 4.

There is a clear indication that there is minimal involvement of citizens in the development of service delivery improvement plans. Participative governance appears to be lacking in the development of service delivery improvement plans.

6.2.2.15(h) Service providers were consulted for their inputs on a service delivery improvement plan to improve governance in child abuse

There were 63 responses to this question.

There were 22 'yes' responses.

There were 15 'No' responses

There were 20 Blanks.

There were 4 'not aware' responses.

There were 2 'unsure' responses.

Table 6.30 Service providers were consulted for their inputs in formulating a service delivery improvement plan

Factors identified for a Yes response	Number of responses
At meetings.	1
We were consulted. Government departments, cbos, ngos, and churches were consulted.	8
They did give inputs to the amendments on the Child Care Act as role players in child abuse services.	1
Social workers and staff from justice attend child abuse training at Pietermaritzburg.	4
Not all roleplayers are given opportunities to respond. Information is not filtered through.	1
Yes and they are well aware of the improvement plan.	1
Yes people are able to consult with organizations.	1
Clearly they are because their inputs are being used.	1
I can say that some of the roleplayers are consulted and others are not. There is always a bit of consultation among stakeholders.	2
In order for implementation the people involved in child abuse should be trained and consulted.	1
Factors identified for a no response	
Not that I know of.	8
Not always.	2
Blank.	7

Discussion

The Yes responses stood at 46.8% and the No responses stood at 31.9%.

The most common factors identified for a ‘yes’ response were that:

- Respondents were consulted which had a rating of 8.

- Social workers and staff from justice attended child abuse training at Pietermaritzburg which had a rating of 4.
- Some of the roleplayers are consulted and others are not. There is always a bit of consultation among stakeholders which had a rating of 2.

The most common factors identified in the 'no' response were that:

- Respondents did 'not know', which stood at 8.
- Blanks which stood at 7.
- 'Not always' which stood at 2.

There is an indication that service providers were consulted to a degree in the formulation of a service delivery improvement plan.

6.2.2.16 Participation: Citizens participate in child abuse policy formulation and implementation

There were a total of 54 responses to this question.

There were 11 'Yes' responses.

There were 38 'No' responses of these 19 responses did not give reasons.

There were 5 'unsure' responses.

Table 6.31 Citizens participate in the formulation of child abuse policy and in its implementation

Factors identified for a Yes response	Number of responses
Community involvement is maintained.	3
Citizens are given the opportunity to comment on the child abuse policy formulation and implementation but their inputs are not always incorporated in the policy.	2
With implementation citizens who care do participate by campaigning against child abuse.	1
Everyone has a right to participate.	1
They are invited to attend workshops and give inputs.	1
Factors identified for a No response	Number of responses
Citizens do not participate but they are aware of child abuse.	7
Only those who made the constitution.	1
Its only service providers who participate.	1
Not sure.	9
They may participate however I doubt their views or suggestions are considered in policy formulation and implementation.	1
It is always a blue-print approach. Normally officials sit in their offices and formulate policy which are always good on paper and bad in implementation.	1
Because I never witness that before but I think it is critical to involve citizens.	4
Not all citizens participated. Disadvantaged communities are not participating.	4

Discussion

There was a larger number of ‘No’ responses to this question as compared to the ‘Yes’ response. The percentage was 74.5% and 21.5% respectively.

The most common factors identified for the Yes response were that:

- Community involvement was maintained which had a rating of 3.

- Citizens were given the opportunity to comment on the child abuse policy formulation and implementation but their inputs were not always incorporated in the policy which had a rating of 2.

The most common factor identified for the No response were that:

- Respondents said that they were not sure which had a rating of 9.
- Citizens did not participate but they were aware of child abuse which had a rating of 7.
- Respondents said that they did not witness that before but that it was critical to involve citizens which stood at 4.
- Not all citizens participated. Disadvantaged communities were not participating which had a rating of 4.

It is evident that community involvement was virtually non-existent to any meaningful extent in policy formulation and implementation.

6.2.2.17 Efficiency and effectiveness: The responsible service providers render an effective and efficient service in child abuse

There were a total of 57 responses.

There were 37 'Yes' responses.

There were 20 'No' responses.

There were 13 Blanks.

Table 6.32 Service providers render an efficient and effective service in child abuse

Factors Identified for a Yes response	Number of Responses
Yes this is usually the case.	2
They try to do their best but are hindered by court decisions.	7
Depending on the availability of manpower.	1
Priority is given to areas of child abuse and proper services are being rendered in such cases.	4
Childline do refer cases to the department of social development so that social workers intervention can be monitored.	1
Not enough on the part of all sectors.	1
I would like to think that in theory an effective service is provided but in practice I am not sure. There are many shortfalls.	1
Service providers are aware of their duties and services but at all times there cannot be accurate efficiency due to the turnover of staff.	1
Children who are victims of abuse usually give positive feedback when follow-ups are made.	1
Although there is always too much workload service providers should be acknowledged for their attempts to render quality services.	1
They should or the project fails.	1
Effectiveness is adversely affected due to limited social workers who have to do follow up of services rendered by other service providers for example saps, Childline, justice, school prior to the case received by the respondent. The quality of their intervention does affect current services.	1
It depends from one service provider to another. From a social work perspective the responsible ones do. Timeous reports on feedback are written.	3
Service providers attempt to render effective services. However lack of resources sometimes hinder the process.	1
We in our office do our best. However our child abuse workers are also probation officers, substance abuse, crime and VEP coordinators. This service should be done by a specialist in child abuse.	1
Factors identified for a No response	Number of Responses

Lack of staff and overworked staff make efficiency and effectiveness impossible to reach	5
More work and training needs to be done with relevant service providers in child abuse	5
Some refuse to take on cases if there is no physical evidence	1
Victims are not treated well and perpetrators do not serve their sentence because they know some of the service providers	1
Often due to a lack of finances and high turnover of staff. Our staff are pouched by the Department	3
Child Protection Units are non-existent	1
Poor management of cases	2
Lack of communication	1
Failure to prosecute	1
There should be child protection plans in place that are monitored	1
Our child abuse workers are also probation officers , crime and victim empowerment coordinators. This service should be done by a specialist in child abuse.	1

Discussion

There were a larger number of ‘yes’ responses to this question as compared to the ‘no’ responses. It stood at 64.9% and 35% respectively.

The most common factors identified for the ‘yes’ response were that:

- They do their work to the best of their ability which had a rating of 7.
- Priority is given to child abuse cases which had a rating of 4.
- It differed from one service provider to another. From a social work perspective the responsible ones did. Timeous feedback reports were written which had a rating of 3.

The most common factors identified for the ‘no’ response were that:

- Lack of staff and overworked staff made efficiency and effectiveness impossible to reach which had a rating of 5.
- More training needed to be done with relevant service providers in child abuse which had a rating of 5.
- Often due to a lack of finances and high turnover of staff. Our staff were pouched by the Department which had a rating of 3.

There was an indication that service providers did their best under the circumstances. Much of the inefficiency was due to structural problems and human resource shortages.

6.2.2.18(a) Accountability: You are aware of the responsible authority to ensure service delivery in child abuse in your locality

There were a total of 62 responses

There were 49 'Yes' responses

There were 13 'No' responses

There were 4 Blanks with a 'No' response

There were 9 Blanks with a 'Yes' response

There were 5 Blanks with 'Yes/No' responses.

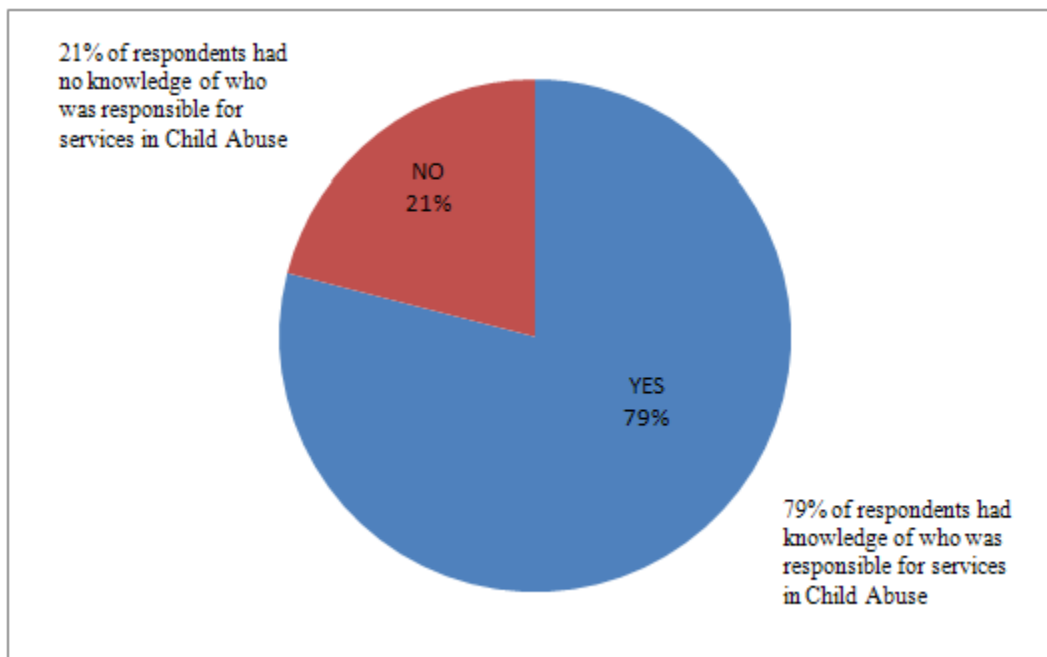
Table 6.33 You are aware of the responsible authority to ensure service delivery in child abuse

Factors identified for a Yes response	Number of responses
All stakeholders. Dept.of Social Welfare,SAPS,Child Welfare,Health Dept; Childline, social workers.	13
Responsible supervisor of the case managers.	1
Social workers and SAPS even though the social workers end up doing the work alone.	1
The committee members and the community policing forum.	1
The local child welfare that is us.	2
The police, social workers, doctors, teachers and the community as a whole.	2
The chain of accountability is clear and monthly statistics are submitted to the relevant local authority.	1
The roles and services rendered by organizations is known.	1
The police should be contacted.	1
Of course because I have been involved in child protection programs for the past two years.	1
We follow a protocol.	1
Social work profession, local department of social development and child welfare society with the respective age demarcation.	1
Department of social Development.	1
Department sectors have a careless attitude.	1
I am aware since I deal with it on a daily basis.	2
There is a clear demarcation in Chatsworth with regard to child abuse cases. Chatsworth Child Welfare deals with cases below 12 years. DSD deal with cases of children above 12years.	2
Aware of protocol, aware of resources and aware of policies.	1
Blanks.	6
Factors identified for a no response	Number of responses
There is no child abuse forum.	2

There is no one central body. Each organization such as a cbo, and ngo, renders services according to their specific organizational policy.	1
I am unaware of who is the responsible authority.	3
We encounter many problems when there is a need to report an incident of child abuse. SAPS send complainants from one saps branch to another.	1
No one bothers to tell us as professionals.	1
Blanks.	3

The Results are illustrated graphically below to illustrate the vast difference between the 'yes' and 'no' responses.

Graph 5 Illustrates the percentage response on knowledge of the responsible authority for service delivery



Discussion

The most common factors identified for a 'yes' response were that:

- All stakeholders take responsibility. These are the Department of Social Welfare, SAPS, Child Welfare, Department of Health, Childline and, social workers all of which had a rating of 13.
- The local child welfare which had a rating of 2.
- We were aware since we deal with it on a daily basis which had a rating of 2.
- There was a clear demarcation in Chatsworth with regard to child abuse cases. Chatsworth Child Welfare dealt with cases of children below 12 years of age. DSD dealt with cases of children older than 12years which had a rating of 2.
- Blanks which had a rating of 6.

The most common factors identified for a 'no' response were that:

- Respondents were unaware of who was the responsible authority which had a rating of 3.
- There was no child abuse forum which had a rating of 2.
- Blanks which had a rating of 3.

There is a larger number of 'yes' responses to this question as compared to the No responses. It stands at 80.3% and 21.3% respectively. This trend in response does illustrate that there was a strong sense of awareness of who is the responsible authority for service delivery in child abuse in the local area that respondents worked in.

6.2.2.18(b) Accountability: You receive information on the status quo of service delivery in child protection by the responsible authority in your locality on an annual basis

There were 63 responses to this question.

There were 17 'Yes' responses.

There were 31 'No' responses.

There were 13 Blanks.

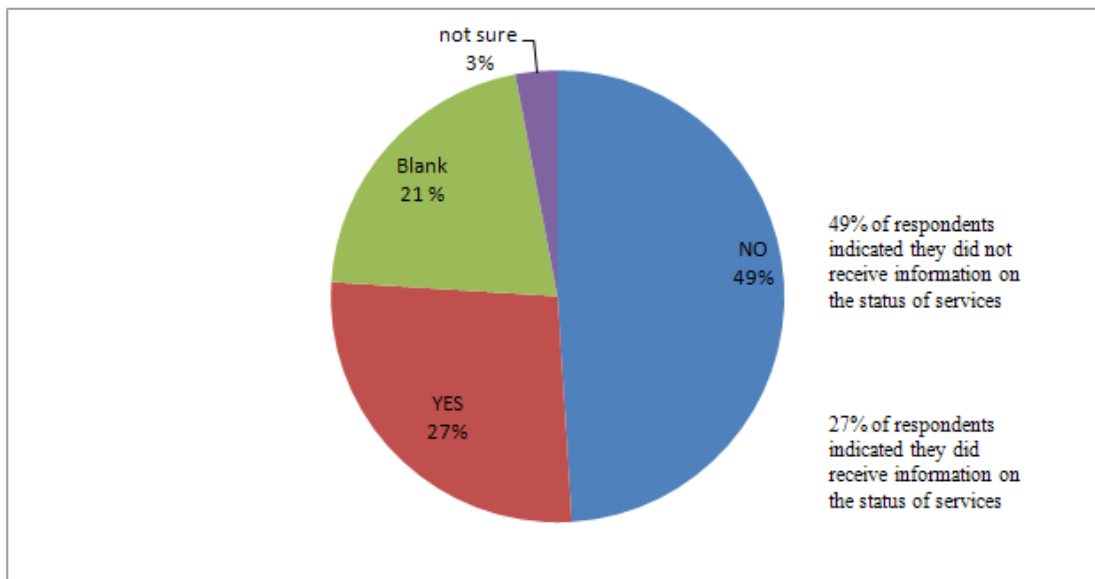
There were 2 'not sure' responses.

Table 6.34 You receive information on the status quo of service delivery in child abuse

Factors identified for a Yes response	Number of responses
As service providers we have an arrangement with NGOS.	1
I know it is the Department of Social Development.	1
I am sure of the sectors and the resources involved. The police, district surgeon, shelters and safe houses.	1
Sometimes workshops and trainings are offered by the responsible authority at our societies.	1
We receive feedback from our local authorities as to what steps has been taken in a particular case.	1
The Child Welfare Society produces an annual report with such information.	1
Simply statistics.	1
But not with full and adequate information.	1
We have regular staff meetings, forum meetings, supervision and case reviews.	1
Annual meetings and brochures.	1
At meetings.	1
Factors identified for a no response	
Child protection unit just refer cases and no follow up is done.	2
Statistics on the implementation of programmes by roleplayers are not made available.	2
I have never received such information.	6
Informed by own evaluations. We do not receive information from the regional office of the Department of Social Development.	2
Blanks.	14

The Results are illustrated graphically in graph 6 below for ease of comparison of responses.

Graph 6. Illustrates the percentage response on receipt of information on status of services



Discussion

There were a larger number of 'no' responses as compared to the 'yes' responses. They stood at 49.2% and 26.9% respectively.

All the factors for the 'yes' response have an equal rating of 1. Most of the factors for a yes response did not quite respond to the question. There were only 2 appropriate responses. These were that:

- The Child Welfare Society produced an annual report.
- Statistics were maintained for services rendered.

The most common factors identified for the 'no' response were that:

- Such information was never received which had a rating of 6.
- The child protection unit referred cases and no follow up was done which had a rating of 2.
- Statistics on the implementation of programs by roleplayers were not made available which had a rating of 2.
- Information was obtained through evaluations. Information was not received from the regional office of the Department of Social Development which had a rating of 2.

It is clear from the responses that there was limited transparency on the prevalence and trends in child abuse in the local areas in the eThekweni Municipal District. This lack of information would impact negatively on planning of effective programmes.

6.2.2.19(a) Monitoring of Standards: There was monitoring of standards of service in child abuse by a mandated authority.

There were 46 responses to this question.

There were 24 'Yes' responses.

There were 22 'No' responses.

There were 14 blanks.

Table 6.35 There was monitoring of standards in services in child abuse

Factors identified for a Yes response	Number of responses
Statistics are maintained.	1
It is monitored by us as social workers within time frames.	2
Regional office and children's court monitor cases.	1
Follow ups are being carried out by social workers to ensure the safety of the child.	1
Feedback is provided.	1
Department of social welfare.	1
The multi-disciplinary child protection committee.	1
The local authority is the organization that is ultimately responsible for service. There are checks and balances however they are not effectively utilized.	1
Yes. This happens on a regular basis.	1
Recently a project was being piloted by the Department of Social Development.	1
Because SAPS and Health Departments monitor some of the cases.	2
Our Society monitors the services delivered to abused children and the standards of service in order to improve it if necessary.	1
Managers and supervisors do a follow-up.	2
Our regional office coordinator is the responsible person to make sure that all cases are responded to.	1
The Board of Governance etc. with other organizations.	1
There is mandatory reporting as a result of the Protocol.	1
Relevant departments have their own monitoring systems.	1
Form 25 is being completed. Transformation meetings are being held monthly.	1
Factors identified for a No response	
There is a need for a child abuse coordinator.	2
Lack of information.	4
I am unaware of an authority mandated to monitor standards of child abuse services.	5
Not enough monitoring although Department of Welfare is involved at regular intervals.	1
Numbers do not reflect the actual problem.	1

There was almost an equal number of 'yes' and 'no' responses. The common factors identified for a 'yes' response were:

- SAPS and the Department of Health monitor some of the cases which had a rating of 2.
- Managers and supervisors do a follow-up which had a rating of 2.
- It is monitored by us as social workers which had a rating of 2.

The most common factors identified for a no response were:

- We were unaware of an authority mandated to monitor standards of child abuse services. This had a rating of 5.
- There was a lack of information. This had a rating of 4.
- There was a need for a child abuse coordinator. This had a rating of 2.

The analysis reveals that the 'yes' responses referred to the monitoring of individual cases at an operational level. There was no reference to monitoring as a strategic process. Monitoring at a strategic level one can therefore conclude did not exist or alternatively people were not aware of its existence if it did exist.

6.2.2.19(b) Monitoring of policy implementation: there is monitoring of policy implementation in child abuse by a mandated authority

There were 47 responses to this question.

There were 26 'Yes' responses.

There were 21 'No' responses.

There were 18 Blanks.

There were 7 'Yes' responses with no elements identified

Table 6.36 There is monitoring of policy implementation by a mandated authority

Factors identified for a Yes response	Number of responses
There are registers to ensure that work is done.	1
Amendment of the Child Care Act.	1
Referrals are monitored by the regional office coordinator.	1
The Provincial Child Protection System and the Regional Child Protection System.	1
Before a Proposal becomes Policy it is fed to the ground staff for a response and feedback.	1
Recently a piloted project is being implemented by the Department of Social Development.	1
But not enough.	2
Our Society monitors implementation as we even have in-service training sessions on child abuse.	1
Somehow.	1
Our Regional office requests reports and statistics.	1
By the employees.	1
Within our NGOS.	1
I'm not sure of it.	6
Government.	1
By regional office, head office and provincially.	2
Factors identified for a no response	
No structure in place.	4
Monitored by us social workers.	4

Discussion

While the response to this question appears to be high, 7 of the 'yes' responses did not identify factors. Further there was a rating of 6 for the factor 'I'm not sure of it'. This then leaves a balance of 13 'yes' responses. One can therefore conclude that the 21 'no' responses exceed the 'yes' responses and that there was very insignificant evidence to

indicate that monitoring of policy implementation was in actual fact undertaken at a meaningful level as most of the ‘yes’ responses referred to the monitoring of services rather than the monitoring of policy implementation.

6.2.2.20 The role of local government: local government play a supportive role in services to children who are abused

There were 50 responses to this question.

There were 23 ‘Yes’ responses. Of these 6 responses did not identify factors.

There were 27 ‘No’ responses. Of these 6 responses did not identify factors.

There were 12 Blanks with no responses.

Table 6.37 Local government plays a supportive role in services to children who are abused

Factors identified for a Yes response	Number of responses
They are involved in one way or the other.	1
In terms of referral of cases.	2
By means of intervention and involvement of authorized services.	1
Employing qualified people to deal with child abuse.	1
They pay the subsidy for others to render a service. They monitor the service.	1
Yes but not enough.	1
They provide what they can when it is needed.	1
I have worked with SAPS they have shown to be supportive as other service providers.	1
Because they provide subsidies.	1
Yes the children have been supported.	1
There are supportive structures with regard to child abuse.	1
Reporting abuse and doing follow-ups.	1
Not to a large extent.	1
Factors identified for a no response	Number of responses

Abused children are referred to the social worker for intervention.	2
Not enough is done by local government in regard to child abuse.	2
Local government is not involved.	6
We in the NGO sector render the services.	2

The 'no' responses stood at 54% while the 'yes' responses stood at 46%. All the factors for the 'yes' response were rated at 1 except for one factor which was rated at 2 and which identified the role of local government as being one of case referral. Two of the responses were not aligned to the question.

The most common factors identified for the 'no' responses were:

- Local government was not involved which had a rating of 6.
- Abused children were referred to the social worker for intervention which had a rating of 2.
- Not enough was done by local government in regard to child abuse which had a rating of 2.
- The NGO sector rendered the services which had a rating of 2.

6.2.2.21 Ethical Standards: Intersectoral service providers in child abuse maintain an appropriate standard of professional ethical behavior in the rendering of services

There were 46 responses to this question.

There were 31 'yes' responses. There were 2 'yes' responses with no factors identified.

There were 15 'no' responses. There were 5 'no' responses with no factors identified.

There were 20 Blanks.

Table 6.38 Intersectoral service providers in child abuse maintain an ethical standard of behaviour

Factors Identified for a Yes response	Number of responses
They follow prescribed ethics.	1
Various professionals understand their role. Sometimes this may not happen for example with educators.	1
Service providers abide to ethical principles to best render services in child abuse. Confidentiality is maintained.	7
Dockets are forwarded within 7 days of arrest of the perpetrator.	2
To a limited proportion. Example Mental Health and the Organization for the disabled also have stretched resources and manpower.	1
The multi-disciplinary team manages cases in terms of professional ethics.	2
The Child Care Act, Child Abuse Protocol, Children's Bill and Children's Rights are adhered to.	2
It is incumbent on them to do so.	1
Yes the safety of the child is more important than anything.	1
Yes because of what they have to do.	1
Social workers have always been trying to maintain an ethical work standard in delivering their services regardless of the workload they are facing.	1
Social work has ethics. No one is treated differently.	1
No bias is practiced. All abuse problems are dealt with.	1
There is a protocol to follow that includes ethics.	1
I think that consulting service providers is beneficial in the improvement of services as they would have first-hand experience of difficulties experienced and would suggest solutions.	1
Have never noticed unethical professional behavior.	1
Factors identified for a no response	Number of responses
There is always so much red tape and confidentiality being breached that this is difficult to address.	2
In most cases there is one office dealing with child abuse and it is not enough.	1
Families do not cooperate and this hampers smooth flow of service.	1

From by experience service providers normally shift their responsibility to others.	1
I have seen many personnel who could be guilty of malpractice should clients be empowered enough to sue for malpractice.	1

Discussion

There were a larger number of 'yes' responses as compared to the 'no' responses. It stood at 67.3% and 32.6% respectively. Some of the more common factors identified for the 'yes' responses were:

- Service providers abide to ethical practices to best render services in child abuse and confidentiality was maintained which had a rating of 7.
- The multi-disciplinary team managed cases in terms of professional ethics which had a rating of 2.
- Child protection legislation and policies were adhered to which had a rating of 2.
- No bias was practiced and all problems of abuse were dealt with. No one was treated differently which had a rating of 2.

In terms of the 'no' responses the factors identified were that:

- There were logistical problems such as a lack of office space and there was too much of red tape in service delivery.
- Service providers sometimes shifted their responsibility to others.

One can conclude that an above average degree of professional ethical standard is maintained in practice.

6.2.2.22 Sustainable development: services in child abuse promote sustainable development to children, their family and the perpetrator

There were 50 responses to this question.

There were 25 'Yes' responses.

There were 25 'No' responses.

There were 13 Blanks.

Table 6.39 Services in child abuse promote sustainable development in children and their families

Factors identified for a Yes response	Number of responses
Programs are in place.	2
Follow-up services are provided to children and the perpetrator but families are usually put aside in terms of service delivery as services are prematurely terminated.	7
Social workers and probation officers do follow up services with the affected families in the form of therapy and counselling.	1
It varies with different scenarios. If the perpetrator apologizes to the child it can help the child feel safe again.	1
Parents are provided with parenting skills which is required to ensure that children are cared for in an acceptable manner.	3
If you help the abused child then you promote sustainable development.	1
Children and their families get counseling however this is not regular.	2
Rehabilitation services are available and this promotes family preservation.	1
The perpetrator however is usually at the mercy of the legal system.	1
Some children have been able to live with what has happened to them.	1
Perpetrators are taken to prison this is a protection of the child against the perpetrator.	1
Because their children and families will be empowered.	1
Factors identified for a No response	Number of responses

Services are not effective.	4
There are too few social workers to provide services that promote sustainability.	3
Services are generally geared to the victim and not the perpetrator. This contributes to a repetition of the offence by the perpetrator.	2
Too often the perpetrator is released too quickly on bail without bail conditions and returns to the vicinity of where the victim resides placing the victim at further risk and trauma.	1
More resources should be pumped into poverty alleviation programs, education and preschools.	1
Rural areas and informal settlements which are difficult to reach run the risk of being neglected unintentionally.	2
I think that each sector responsible for a certain service to the child has not acted timeously and the child's care has been compromised.	1
Services to the physically and mentally handicapped were restricted to once a month in some rural areas. This further compromises the accessibility of service providers to this category of child who is abused.	1
Long queues in hospital when you need to see a district surgeon.	1
Prosecutors need to be more child friendly.	1

Discussion

The 'yes' and 'no' response rate were equal for this question.

The most common factors identified for the 'yes' response were:

- Follow-up services were provided to children and the perpetrator but families were usually put aside in terms of service delivery as services were prematurely terminated. This had a rating of 7.
- Parents were provided with parenting skills which was required to ensure that children were cared for in an acceptable manner. This had a response rate of 3.
- Programs were in place. This had a rating of 2.

- Children and their families received counselling however this was not regular. This had a rating of 2.

The most common factors identified for the 'no' response were that:

- Services were not effective which had a rating of 4.
- There were too few social workers to provide services that promoted sustainability which had a rating of 3.
- Services were generally geared to the victim and not to the perpetrator. This contributed to a repetition of the offence by the perpetrator. This had a rating of 2.
- Rural areas and informal settlements which were difficult to reach ran the risk of being neglected unintentionally which had a rating of 2.

The responses indicate that there was sustainable service delivery in some cases of child abuse but not in most.

6.2.2.23 Service areas that are neglected: Are there mandated areas of service delivery which are neglected by service providers

There were 43 responses to this question.

There were 8 'Yes' responses.

There were 7 'No' responses.

There were 28 elements identified which had neither a 'Yes' nor a 'No' response. Due to its large number these are presented below.

There were 23 Blanks.

Table 6.40 Are there mandated areas of service delivery that were neglected

Factors identified for a Yes response	Number of responses
Yes, Childline refers cases to other organizations although they are a specialist organization.	1
People from the grassroots level are neglected due to the fact that there are poor services within their community.	1
Monitoring of the care and service provided to the child whether it is the police, health sector or social worker.	1
Therapeutic intervention is either lacking or not available to the majority.	2
Yes because of staff turnover.	1
I think that each group of staff responsible for services have not done their duty fully or timeously and the care of the child is compromised.	1
Yes due to staff shortages.	4

Table 6.41 Factors identified with neither a 'Yes' nor a 'No' response

Factors	Number of responses
No proper rehabilitation of perpetrators.	4
Not sure.	3
We try to follow through the service delivery to the best we can.	1
Not to my knowledge.	3
Long queues when you need to see the district surgeon.	1
Lack of child friendly courts and prosecutors.	1
The rural areas which are difficult to reach run the risk of being neglected.	3
It is not enough. We are not doing everything that we supposed to.	1
Mental Health services are limited to one day a month in this area.	1
There is difficulty in determining who facilitates services to the child who is physically disabled and mentally handicapped.	1
Treatment of children who are abused.	1
Prevention programs.	1
Training of staff.	1

In my opinion the perpetrator gets away lightly.	1
A big area like Mpumalanga does not have a Child Welfare office. It only has a DSD. I think it is neglected by the government itself.	1
There is a lack of basic water to meet with living needs in deep rural areas.	1
Sub offices of social workers are not in a good condition.	1
Rural areas/ townships and squatter camps contribute to the problem of abuse.	1
Family therapy due to a lack of manpower.	2
Service providers do not deliberately neglect the mandated areas of service delivery.	1
Medical practitioners are reluctant at testifying in court.	1
Families deny and fail to provide the relevant information.	1

Discussion

The challenge with this question was that it did not specify the area of service as being 'Child Abuse'. This was considered to be the reason for the large number of blanks with no factors identified. The two factors that were strongly felt that contributed to the areas of neglect occurring were:

- Neglect was due to staff shortages.
- Therapeutic interventions were lacking or not available.

The analysis of the factors identified which did not reflect a 'Yes' nor a 'No' response, appeared to be mainly referring to factors that were areas of neglect by service providers as well as through structural challenges. It can therefore be concluded that there are several areas of neglect of service delivery mandates by service providers and the governance structures.

6.2.2.24 Current policy mandates facilitate the implementation of good governance practices in the rollout of the child protection service program:

do you think that the child abuse protocol promotes good governance

There were 49 yes responses and 4 no responses. These are discussed below.

Table 6.42 Policy mandates like the child abuse protocol facilitates the implementation of good governance practices in child protection programmes

Factors identified for a Yes response	Number of responses
Multi-disciplinary teams do but they have not been uniformly practiced in most local areas.	4
The Integrated service delivery model does promote good governance.	3
The stipulation of taking the child to the doctor within 72 hours.	1
The Child Care Act has been reviewed to meet the current standards of managing child abuse.	1
Training of stakeholders and an increase of awareness on new legislation.	3
Cooperation of all sectors. Openness and accessibility of information.	2
Participation and sustainability.	1
Procedures are outlined in a clear manner.	9
People in urban areas promote good governance because services are provided.	1
Accountability.	2
It provides a code of conduct for the people responsible for service delivery.	1
Effective communication channels for all roleplayers.	1
Helps maintain a high standard of service.	1
Protects children and acts in their best interest.	1
Schools are obliged to inform welfare should they suspect abuse.	1
Removal of children.	1
Non-governmental organizations.	1
Workshops and awareness campaigns.	1
Monitoring and evaluation.	1
The immediate investigation of relevant services within a limited period of time.	1

Reporting structures, medical care, therapeutic, outreach and support services.	1
The programme of reporting and the priority attached to child abuse cases.	1
Sharing resources.	1
Holistic, intergrated, social work services.	1
Networking.	2
The formation of partnerships.	1
It provides guidelines.	2
Clear definition of roles.	1
Factors identified for a no response	Number of responses
The non-involvement of all stakeholders and members of the community and openness to full and transparent participation.	1
Factors identified that hinder good governance	Number of responses
Ineffectiveness of the Dept of Justice.	1
Fragmented services.	1
Lack of resources.	8
The Police when taking the law in their own hands.	1
Lack of training in regard to the amendments to the Child Care Act.	1
Shortage of staff.	3
Non-involvement of personal dealing with child abuse.	3
Non-compliance to policy and procedure.	1
People from rural areas are being neglected since there are poor services provided to them.	1
Non-involvement of community members in policy formulation.	1
Limited health services.	1
Poor SAPS response.	1
Delay in prosecution.	1
Delay in obtaining statements from victims.	1
Enacting the policy is problematic as people respond at different levels and in varying degrees of cooperativeness.	1
Lack of communication about roles played by various professionals in government and NGOS.	2

High turnover of staff.	1
Lack of trained officials.	1
High caseloads.	1
Lack of manpower and funding.	1
Personality clashes.	1
Who manages the overall process.	1
Poor attitudes.	1
Lack of understanding.	1
Misunderstandings.	1
Duties are not clearly defined.	1
Each case is unique and requires specialist inputs.	2
Lack of evidence.	1
Lack of skills.	3
Service providers do not have information.	2
Crime.	1
By not considering the victim.	1
Promoting of blueprint strategies which do not involve the participation of people at the grassroots level.	1
Lack of monitoring and evaluation.	1
Lack of training of new social workers and service providers.	1
Lack of accountability.	1
Lack of transport.	1
When cases are not attended to properly by SAPS. This hinders matters even further.	1
Lack of information on contact details of victims.	1
The waiting periods in respect of cases being finalized.	1
Lack of awareness.	1
Professional jealousy and transfer of knowledge is limited.	1
Policies and guidelines not easily available.	1
Families are reluctant to provide information if the victim is being threatened by the perpetrator.	1
In deep rural areas there is no service delivery to children who are abused.	1
What aspects of the protocol rollout should be reviewed	Number of

	responses
The community being involved in the entire process.	1
The community needs to be educated and brought on board in every aspect of intervention.	1
Corporal punishment and the rights of children.	1
Saps and prosecutors to be dedicated and go to court in order to fight abuse.	2
Safety of children after the perpetrator is out of prison.	3
Not familiar with policy.	1
Ongoing training for service providers.	1
Research of new trends.	1
Role definitions.	1
The fact that so many duties need to be done by one person eg; a social worker.	1
Need an allocated task team that is involved from the beginning.	1
Sentencing of the perpetrator.	2
The way child provides evidence in court.	1
The way police investigate such cases.	1
Children's homes as they have now become jails.	1
Local and Provincial governments. Developing a properly skilled and structured unit that would have the knowledge to deal with the intensity of the case.	1
All aspects. It should be evaluated.	1
There should be a close liason between all roleplayers and regular communication between all roleplayers.	1
Not necessary to review it. There needs to be regular refresher courses on the protocol.	1

Discussion

There were three people who stated that they did not see the Child Abuse Protocol Document and did not know what it was all about.

Of significance was the overwhelming yes response to this question. The Child Abuse Protocol was considered an important policy document promoting good governance in service delivery to children who were abused.

Factors identified as strongly promoting good governance were:

- Procedures were outlined in a clear manner which had a rating of 9.
- The operating of multi-disciplinary teams which had a rating of 4.
- Training of stakeholders and an increase of awareness on new legislation which had a rating of 3.
- Accountability which had a rating of 2.

The factors that were strongly identified as hindering good governance were:

- A lack of resources which had a rating of 8.
- Shortage of staff which had a rating of 3.
- Non-involvement of personnel dealing with child abuse which had a rating of 3.

In terms of the aspects of the Child Abuse Protocol that should be reviewed, the factor that received the highest rating of 3 was the safety of children after the release of the perpetrator.

6.2.2.25 Were there challenges faced by social workers

There were 62 responses received to this question.

There were 42 'Yes' responses.

There were 2 'No' responses.

There were 18 elements identified without a 'Yes' nor a 'No' response.

Table 6.43 Challenges faced by social workers

Factors identified for a Yes response	Number of responses
Courts not working closely with the social worker.	1
NGO's are not taking on cases.	1
Meeting the demands of justice in terms of providing evidence of the incident. The need for physical evidence compromises the prosecution of emotional abuse cases which as a result do not progress to the criminal justice system.	2
Lack of skilled social workers.	12
Unfilled vacancies.	2
Low morale of social workers (low salaries. Poor working conditions).	4
Premature release of perpetrators into the community by court..	1
Stricter prosecution conditions for perpetrators and persons with drug abuse due to its relationship to child abuse.	1
There is no doctor.	1
Cases take long and this keeps the child in suspense.	1
It differs from place to place. Crime and lack of facilities can hinder the practice of social workers.	1
Social workers are carrying high caseloads. No follow-up sessions are done immediately on abused children.	13
Lack of physical material and human resources.	12
People do not report because they do not know how to report.	1
As social workers we do not know of all children who are abused.	1
Poor participation from the community.	2
Poor resources and services especially in the rural areas.	1
Denial from the victim to speak the truth for example if the child is abused by the mother, father or uncle the child is afraid to report the case.	1
Limited funds and poor working conditions.	1
There are delays in reporting cases.	1
The removal of child protection officers who were specialized in dealing with cases.	1
The creation of trauma units by SAPS which are manned by volunteers and not experts in child abuse. In this way more damage is done.	1

The high turnover and constant mobility of workers which hampers the process.	2
Danger and risk in rural areas.	1
Socio-economic conditions and apathy of clients.	1
The lack of specialization.	3
Attending to matters at a crisis level.	1
Political interference in social workers duties.	1
Lack or less involvement from departments like Home Affairs. The lack of birth and death certificates hinders governance.	1
There is nothing that breaks a heart like seeing a traumatized child who has been abused. When you follow-up with the police they just take it lightly as if nothing happened. The intimidation of the the family by the perpetrator.	1
Social workers have to interview perpetrators as well. This is very dangerous and risky.	2
Lack of cooperation by other departments.	1
Cooperation from SAPS is a major challenge. They expect social workers to do all the work, they forget about protecting the victims thus putting lives of people at risk.	1
Social workers are not safe from perpetrators. SAPS do not assist in this regard.	2
Whereabouts of the relatives/ family are sometimes difficult to locate.	1
We are not protected against offender being released by courts.	1
Threats from client should the worker get involved with the case.	1
Sometime it is difficult to handle a case when the social worker lives in the area where the incident took place and where the perpetrator resides.	1
Too much of a workload and the lack of support from the management.	1
Sometimes it is difficult to locate a child from the case information. It could sometimes take a whole day to find a child.	1
SAPS do not respond to the community about abused children.	1
It is difficult to get the multi-disciplinary team to meet and work on a child protection plan together.	1
No drivers license for social workers.	1
Unreported cases.	2
Safety of the victim.	1
We do not have personnel. We train and Department poaches.	1

Limited social workers.	1
Lack of the multi-disciplinary team approach.	1
I am at a Child Welfare Organization. There is no policy guideline or any documentation to guide intervention. Those attending training take it away when they leave the organization.	1
Poor cooperation from families and the community.	1
False information received from the victim and the victim's family.	1

Discussion

The 'yes' response to this question was 40 more than the no responses. This indicates that there were several challenges faced in service delivery by the respondent population. This in turn will impact negatively on achieving good governance mandates in service delivery in child abuse. The factors that were strongly expressed as challenges were:

- Social workers were carrying high caseloads. No follow-up sessions were done immediately with abused children, which had a rating of 13.
- Lack of physical material and human resources which had a rating of 12.
- Lack of skilled social workers which had a rating of 12.
- Low morale of social workers (low salaries. Poor working conditions) which had a rating of 4.
- The lack of specialization which had a rating of 3.
- Unfilled vacancies which had a rating of 2.
- Meeting the demands of justice in terms of evidence provision. The need for physical evidence resulted in emotional abuse cases being neglected which had a rating of 2.
- Social workers were not safe from perpetrators. SAPS did not help which had a rating of 2.

Table 6.44 Models of service delivery that were identified by respondents are presented below. The proposals that will promote good governance in service delivery are in bold and will be discussed in the recommendations

A “B” Section D	Can you propose a model for Good governance in Service Delivery to abused children?	Number of responses
	There should be a holistic approach which is aimed at treating the symptoms as well as addressing issues in the environment which contribute to abuse . Local government should be more involved with the NGO and other state role-players . The business sector that contributes to the social ill of substance should also be involved in a way that could mitigate against such practices.	1
	One specialized organization should exist to deal with the legal, physical, social and emotional aspects of abuse which includes medical personnel, educators, psychologists, SAPS and social workers. Services should be provided from a one stop centre while referrals to other organizations should be divided as this is how cases get neglected and lost.	2
	Community work should be intensified through education and awareness at schools, churches, CBO’s . They need to play a bigger role. Children need to be involved in this process from the primary school level . They should give inputs on how to approach child abuse as it affects them. There should also be more training for all stakeholders .	2
	There should be more training of social workers at least every quarterly. Liaison meetings of all stakeholders should also be proposed to discuss and come up with solutions to our challenges . Educators at schools are needed to be involved in the management of child abuse .	2
	Social workers, SAPS and prosecutors should work hand in hand to prevent child abuse .	3
	Need a community model of service delivery like the HIV/Aids sites where people can go and report within the community . Need more resources within the community . Trained volunteer counselors etc . To involve church based organizations, charity based organizations, traditional leaders and civic society .	2
	If the challenges faced by social workers could be overcome there are many	1

<p>Magistrates and prosecutors to be trained on how to deal with child abuse cases. Criminal cases should not take too long. Perpetrators should be shown in a two-way mirror. Social workers to be employed at the SAPS Child Protection Unit. Increasing specialization in the dealing of child abuse. The victim must not be exposed by the prosecutor. Office space must be adequate so that the child can feel comfortable. Service providers must be specialized to deal with each different type of abuse regardless of geographical location.</p>	1
<p>There should be change in the social work profession. This should begin from the point of training at university whereby training should be based more on practice than on theory. We need good salaries because we work under stress.</p>	1
<p>The perpetrator should be removed from the community. The child feels bad when the perpetrator is seen in the community.</p>	1
<p>All I can say is that all departments and stakeholders in child protection should work in an integrated manner. SAPS should not allow themselves to take bribes from perpetrators and let them walk out before they face the judge in court.</p>	1
<p>Person centered model because its main focus is the full participation of people especially at grassroots level. This approach addresses the problem by focusing on the person facing the problem. According to this model communities can be trusted to solve the grievance of their children being abused. The model also agrees with blue print strategies and acknowledges people as experts.</p>	1
<p>There should be one specific model that should be implemented throughout South Africa based on the multi-disciplinary team concept. These teams should work together through consultation to ensure an effective process. There should be a clearly formulated strategic plan. The community and all South Africans should have a say in the delivery of services in child abuse.</p>	1
<p>There needs to be a database that professionals can access that will give details of the perpetrator if there is a history of abuse. Local government should administer the child protection register. There should be a multi-disciplinary team meeting called once a child has been abused to make decisions to place the child on the register. All parties including the child, the parent should be involved in drawing up a child protection plan with duties and</p>	1

<p>tasks allocated to those on the team. The social worker should be the key worker to ensure review meetings are held bi-monthly to monitor the plan. The social worker should be the one to visit the child and family in the home to monitor the child's care and to check if the family and the perpetrator are cooperating with the plan. Review of the child protection plan will be done at the multidisciplinary meeting with a report from key workers with a recommendation of whether the child remains on the records or not. Once the child is removed from the register the monitoring of the child should continue for six months. Perpetrators should be charged so that he/she has a criminal record. They should never be allowed to be in the company of children under the age of 18years who are unsupervised.</p>	
<p>Firstly the Department of Welfare should take over all kinship matters. Let ngos especially cpos take over child protection service by employing social workers in this regard to train and manage children in respect to child protection.</p>	1
<p>A specialized unit for child abuse matters with its own directorate.</p>	1
<p>A dedicated well trained child abuse team offering a 24 hour service. Therapeutic services to be delivered in rural areas ie. services to be taken to clients. Regular updates on legislation and the protocol. Monitoring and support from the provincial/regional office. More funding for preventative programs that concentrate on males (pre-offenders on gender sensitivity programmes etc).</p>	1
<p>Based on Current legislation mandates like the constitution, patients right charter, victims charter, Batho Pele. More of the Thuthuzela Crisis Care model should be implemented.</p>	1
<p>A separate budget for child protection services A local intersectoral team be identified and established Roles and responsibilities of each team member be identified All members have to be trained and attain a minimum standard in delivering the service required.</p>	1
<p>Model should be community based instead of being centralized. Have the police, doctor, social worker committed to a response time to. Names and contact details of personnel per sector should appear on a roster on a 24/7 basis. Currently it is only the police who function like this.</p>	1

There should be more preventative programs at schools. This should be part of the curriculum. There should be guidelines for the management of child abuse. Need effective referral systems and valuable partnerships.	1
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6.3 Empirical Findings on Governance Practices from the Provincial Child Protection Committee (Appendix C)

Data that was obtained from members of the Provincial Child Protection Committee are presented below:

6.3.1 Policy and legislation informing child protection services promote integrative governance principles

Table 6.45 Factors identified for the presence of integrative governance

Factors	Rating
The Thuthuzela Care Centre (TCC). This is a multi-sectoral center.	1
Exists in varying levels. There is the existence in some areas where there are TCC's. In other areas case management is fragmented.	3
Each sector is undertaking their task. Quality and effectiveness of service delivery is not measured.	2
The Police and Education sectors are of the view that as sectors they do integrate their services.	2
Factors identified for the absence of Integrative Governance	
There is no coordinated response for the management and treatment of a child who is a victim of abuse.	1
We have an enormous path to walk in that very little education and training appears to have occurred.	1
Not fully implemented. There is a lack of cooperation, participation and accountability among all roleplayers.	1

6.3.2 Are there challenges facing your particular sector in the Implementation of the Child Abuse Protocol

Table 6.46 Challenges facing your particular sector in the implementation of the Child Abuse Protocol

Factors Identified	Rating
Lack of staff.	3
Lack of equipment.	1
Lack of IT.	1
Lack of space to store medical records which is important for research and audits.	1
Lack of intersectoral collaboration.	1
Therapeutic services are lacking for children.	1
Service are accessible to communities in the urban and peri-urban areas but not in the rural areas.	1
Shortage of professional categories of staff like social workers.	1
The Child Abuse Protocol has not worked as not all sectors have committed themselves to working according to this policy.	1
Lack of knowledge with regard to implementation.	1
There are challenges in accessing certain categories of staff after hours such as doctors and social workers.	1
Lack of commitment by the various roleplayers.	2
The child abuse protocol has fallen into disuse and requires urgent updating and government is to effectively take the lead.	1
Turnaround Strategies to these challenges	
Implement more TCC's. This is a United Nations Best Practice Model.	1
Nurses need formal training in clinical forensic medicine. Presently most learn on the job.	2
Doctors also need to do a recognized post graduate program before practice.	1
Need infrastructure and equipment.	2
Need social workers after hours.	1

Need specialized SAPS unit on site at TCC.	1
Need more effective communication between forensic laboratory in Pretoria and referring medical staff.	1
Need more specialized courts that operate at night as well with dedicated prosecutor.	1
Multi-disciplinary case conferencing need to be part of standard practice.	1
Local VEP Forums can address some of these intersectoral challenges. Other challenges are systemic.	1
There needs to be increased accountability and transparency.	1
Homevisits need to be done more regularly.	1
Improved coordination from the government sector.	1
After hours services. Doctors and social workers need to be accessible 24/7.	1
Training of relevant officials.	3
All departments and sectors need to commit to the protocol.	1
The reintroduction of the specialist unit at SAPS.	2
Re- establish the Children's Hospital.	1
The Provincial Department staff such as the Provincial Child Abuse Coordinator should be relocated to minimize obstructional behavior with regard to reworking and readopting the Child Abuse Protocol.	1
The Metro should have a task team in every district to ensure that the shortfalls are attended to for example to ensure that there are safe paths to walk to school, well lit areas for movement especially in the early winter mornings and evenings, the provision of school centres and day care for children which are lacking in many areas.	1
The metro should also ensure that every district has a safe play area for children and that this should be provided equally in all areas without prejudice.	1
The development of a street children's policy that can work.	1
Hold your elected officials accountable and demand that they hold their employees accountable.	1
There should be onestop centres in all areas so that a child can receive a holistic service.	1
Have regular inter-sectoral meetings.	2
Case conferences to be held including all roleplayers to ensure children do not fall	1

between the cracks.	
Intensive education programmes to be held to create awareness in communities.	1

Discussion

There were only three affirming responses for the existence of integrative governance principles is the Thuthuzela Care Centre Model which is a multi-sectoral centre. There was a stronger response indicating that there was a lack of integrative governance existing. It was stated that sectors worked in isolation in the main. The police and health sectors vehemently expressed the view that they do integrate their services with other sectors. There were a larger number of factors identified as challenges. The strongest felt challenge was the lack of staff and equipment to especially undertake adequate medical examinations and the absence of a coordinated response in the management of a child who is a victim of child abuse.

The turnaround identified to address the challenges was the need to train nurses in forensic medicine as well as the training of staff in all sectors. \The re-introduction of the specialized Child Protection Unit of SAPS, and a Children's Hospital. The various roles of the Metro was emphasized to ensure a safe environment for children by developing safe parks, after care centres and schools for children in all areas.

6.3.3 Does Your Sector have a budget for services to children who are abused

Table 6.47 Budget for services to children who are abused

Factors identified in the Yes responses	Rating
Welfare: Budget for child abuse is not ring fenced. It is contained in the total budget for child care and protection.	1
Childline: We have a budget for programs and not child abuse services only. Our funds are obtained mainly from fundraising.	2
Education: Budget is allocated for care and protection programs. Much of it has been spent on training.	1
Factors identified for a No response	
Police: Comes from the station budget.	1
Health: No exclusive funds. Inclusive of the overall budget of the District Surgeons services.	
Justice: No exclusive budget.	1
Child Welfare: No budget.	1

6.3.3.1 Is the allocated funds utilized for the projected service delivery in child abuse

Table 6.48 Allocated funds utilized for the projected service delivery in child abuse

Factors Identified for a Yes response	Rating
Education: District support staff and educators are trained with regard to the management of child abuse.	
Childline: There is a strong emphasis on cooperative governance by the Board of Management of Child line.	
As an NPO there is a very inadequate budget that has to be constantly audited in order to manage its finances.	
Factors identified for a No response	
Health: There is no separate budget allocated for the provision of services to children who are abused. It is within the total budget for clinical forensic services.	
SAPS: No separate budget. Services in child abuse is part of the total budget of the	

station.	
Justice: Not applicable.	

Discussion

Childline that is a specialist child abuse organization was the only organization that had an exclusive budget for child abuse programmes. NGO like Child Welfare does not have an exclusive budget to deliver services in child abuse. It is quite clear that the major state sectors of Welfare, Health, Justice and SAPS do not have separate budgets for the delivery of services in child abuse. There is no separate ring fenced budgets for service delivery in child abuse. This then does imply that there is no strategic planning process involved in the planning for the implementation of policy and service delivery in the focus area of child abuse in all other sectors excluding that of Childline who also supplements its budget through fundraising initiatives.

6.3.4. Is there monitoring of implementation of policies and legislation informing the management of child abuse

Table 6.49 Monitoring of policy implementation

Factors Identified for a Yes response	Rating
Monitoring is done by each department independently but not as a collective unit.	1
School functionality monitoring and evaluation tools.	1
Cooperative governance of Childline has had an excellent rating. We have an Annual General Meeting. We are transparent and open.	1
At the station level the station commander monitors the work of the captain. This in turn gets monitored by the provincial office.	1
Statistics are available. No qualitative or outcomes based information available.	1
Factors identified for a no response	
While there is implementation of some policies at the TCC's there is no formal monitoring and evaluation processes in place.	1
It is lacking. The Child Protection Committee is not meeting regularly to monitor the implementation of policies and legislation.	1

There is a lack of collaboration amongst relevant stakeholders.	2
If there was management in place crucial problems would have been picked up.	1
The Child Protection Register is the main monitoring tool. However only a few cases are reported to this register. This makes monitoring through this medium difficult to achieve.	1
There is no monitoring of quality control in the government sector.	1

Discussion

While monitoring was said to exist in some sectors such as SAPS and education it was clearly stated that there was ineffective monitoring and evaluation processes in place in terms of monitoring of aspects of overall management of cases. The Child Protection Register which was identified solely for this purpose appears not to be effectively utilized for this purpose. Even the TCC model appears to lack an effective monitoring and evaluation process in the all round management of the case.

6.3.5 In your view are the current policies informing good governance adhered to by the responsible sectors in delivery of services to children who are abused

Table 6.50 Current policies informing good governance are adhered to by the responsible sectors

Factors identified for: is there Equity of Services	Rating
Yes, but each department has its own challenges so some do better than others. There is a shortage in all communities.	1
No equity. Generally in highly urbanized areas services are more available than in peri-urban and rural areas.	3
Centers that deal with child protection services in health are located in larger hospitals and therefore not accessible to all communities.	1
No, it is unclear how much funds each department has on child abuse services and how much has been spent. The NGO sector is only funded for social work posts and not for programs.	1
No, the necessary resources are not allocated to rural areas. People have to utilize facilities in cities close to them. This incurs travelling costs.	1
No, still huge backlogs in rural and deep rural areas.	1
Yes, we have attempted to migrate our services.	1
Yes, in the police services equity fully implemented. Our cluster has an reasonably equal distribution. We even cover informal settlements in our cluster.	1
No in most areas there may only be a local clinic and a SAPS.	1
Factors identified for: is there effective and efficient services	Rating
We do the best we can for all our patients given the challenges we face, lack of staff, skills and infrastructure.	
No, some clients are prejudiced and have to travel long distances. Others have to attend one office and then referred to hospital for further care.	
It is believed that all cases are speedily dealt with. However much more needs to be done in terms of prevention and awareness.	
No, relevant personnel are often citing issues such as lack of staff and other resources such as motor vehicles.	2
No service delivery differs from area to area.	
Roads are in accessible.	
Factors identified for: is there participation of Civil Society in Policy Formulation	Rating
Yes, nationally but not locally.	2

No, the extent to which consideration of civil society is taken into account is debatable.	1
Yes, whenever new policies are developed public hearings are held. However we need to ensure that these policies are cascaded to all sectors.	2
No, if civil society were providing an input then this is not apparent as issues of old are still present.	1
Yes, there is a great deal now. We are included as civil society organizations to all trainings by the state department for example, training on the budgetary process, monitoring, norms and standards.	1
Yes, all NGOS at National level have inputted into standing orders and regulations	1
Not to my knowledge.	1
Factors identified for: is the inputs of service providers elicited and included in Policy Formulation	Rating
No.	1
Yes.	3
No, this does not seem to be happening otherwise service rendered would be of a higher standard.	1
Yes, part of the policy formulation process is to enlist inputs from service providers. Normally workshops re coordinated to obtain these inputs.	2
If service providers were making inputs then it does seem like nothing has been done as they are still faced with budgetary and staffing issues.	1
Very limited consultation.	1
Yes, at national but not at Provincial nor Local level.	1
Factors identified for: is there accountability to communities for service delivery	Rating
There is some accountability with regard to policy formulation but not with regard to service delivery.	
No, there does not appear to be any accountability to communities. This may be because communities are largely disempowered.	2
Accountability is lacking due to the nature of the cases. Children are vulnerable and not empowered. They thus don't hold service providers accountable. It is an area that needs improvement.	1
No, no reasons are given to community members about the non-existence of such	1

services especially in rural communities. All that communities are informed of is that there is not enough staff and vehicles.	
Yes, especially from civil society.	1
Yes, through the annual general meeting of Childline.	1
Yes, there is on every case. Disclosure of statistics on services is done at the national level.	1
Yes through the submission of non-financial data.	1
Yes but it is not enough it happens mainly at the time of elections.	1

Discussion

There is a greater number of respondents who were of the view that there was no equity in service delivery. The urban areas were more well resourced than rural areas. It is stated that there are huge backlogs in service delivery for cases in the rural areas due to limited resources. There is an indication of attempts to migrate services to rural areas. The effects of this initiative are not clear. Health services is said to be centered in hospitals which are in built-up areas. The police service was the only sector that stated that their services are equally distributed in all areas.

The responses to, is there efficient and effective services the strongest expressed factor was that there was a lack of resources such as staff, transport which resulted in services being inefficient and ineffective. Only two respondents stated that they do their best however these services were not effective and cited this being as a result of a lack of infrastructure, staff and skill.

The two strongest expressed views in terms of civil society participation, was that it mainly happened at national level. The second affirming view was that there was some consultation and participation at the provincial level in terms of training in special areas of budgeting and monitoring. Two respondents expressed the view that there is no evidence of consultation or participation or that if there was participation it was not incorporated in policy formulation.

There were an equal number of respondents who affirmed that service providers were consulted more especially at a national level and not at a provincial level. A further view expressed was that if inputs were made by service providers there were always budgetary constraints for policy implementation. It does appear as though that while there may be consultation with service providers in policy formulation in some instances the impact of these initiatives was not effective.

There were an equal number of responses affirming that there was accountability and those that said that there was no accountability. In terms of the affirming responses the expressed view was that there was accountability from civil society and ngos through their annual general meetings. The other form of accountability was cited by saps through the monitoring of individual cases. Within the state sector there was the submission of statistics in the form of non-financial data which accounted for services to the provincial sphere of government. It was cited further that the disclosure of statistics was done at the national government level.

6.3.6 Challenges facing stakeholders in the roll out of an intersectoral coordinated strategy to address the problem of child abuse

Table 6.51 Challenges in the rollout of an intersectoral coordinated strategy

Factors identified	Rating
Difficulties with intersectoral collaboration.	3
Ownership of a strategy.	1
Professionals are territorial.	1
Confusion about who should be the lead stakeholder.	1
Lack of understanding of each other's roles and responsibilities.	1
Lack of trained personnel.	3
Lack of resources like proper infrastructure, buildings, consulting rooms, space and privacy.	1
There are a few NGOS delivering specialized services to children.	1

Lack of intermediary services.	1
Need programs to address children as offenders/perpetrators.	1
Numerous, some services are not offered after hours when most needed.	1
Trained and experienced staff are often applying for promotional posts as salaries are not competitive.	1
Lack of monitoring and evaluation mechanisms.	1
Lack of accountability and transparency.	1
Lack of funding.	1
Lack of human resource.	1
Lack of coordination.	1
Lack of a transparent strategy that informs communities on how to respond to child abuse for example which structures they need to contact. We have communities most often complaining about not getting assistance of the police. Childline does this through its school program whereby communities are informed of our crisis line.	1
Poor delivery at both leadership and service delivery level.	1
Poor communication between different levels of government.	1
Inappropriate use of resources.	1
Inadequate use of resources.	1
Corruption and the failure to address this issue.	1
Not enough awareness programmes for children in the community and schools.	1
SAPS reluctance to arrest the perpetrator when there is a lack of evidence.	1
No forum that meets to discuss achievements and challenges. Child protection forum is present but tend to fizzle out due to the absence of some roleplayers.	1
SAPS investigations are poorly conducted therefore conviction rate is still very low.	1

Discussion

The challenges posed were several. The strongest expressed challenge was that there were difficulties experienced with intersectoral collaboration and an equally felt

challenge was the lack of trained personnel. The factors identified with a rating of one will be discussed under themes in the next chapter..

6.3.6.1 Identify turnaround strategies for these challenges

Table 6.52 Turnaround strategies proposed

Factors Identified	Rating
There should be more Tuthuzela Centres with adequate human resource who are appropriately trained. Adequate infrastructure, equipment for medico-legal processes, space and management support.	2
Local KZN VEP structures have been set up. Challenges can be addressed and resolved at that level.	1
Dedicated budgets for child protection services.	1
It is a fruitless exercise to implement such strategies without the required budget as it is bound to be ineffectual.	1
Employment of trained and experienced staff. The necessary support structures should also be in place. Incentives should be afforded for service excellence. There should be stringent disciplinary steps for breaches.	1
Establishment of an effective one-stop centre which adopts a multi-disciplinary approach to the holistic management of the child, family and the perpetrator.	2
There must be turnaround times of not more than 48 hours for any child abuse matter reported to a sector.	1
Ensure all personnel are adequately trained.	1
Reintroduction of the Child Protection Unit with dedicated staff.	1
To provide roleplayers with a clear definition of their roles, responsibilities and functions.	1
Community awareness to be intensified.	1
Fire those involved in corruption.	1
Bring in good leadership. People who are brave enough to 'rattle the cage'.	1
Select personnel with care.	1
Monitor carefully the use of resources in every sector.	1
Develop and implement effective Monitoring and Evaluation and act on the outcomes of the Monitoring and Evaluation processes.	1

Discussion

Most of the factors identified had a rating of one. The one factor with a higher rating was the need to render services from a one-stop centre utilizing the multi-disciplinary team approach, so that there is the holistic management of a child who is a victim of abuse. The other trend noted is that some of the factors identified by the respondents are similar to those identified in annexures A and B. These will be discussed under themes in the next chapter.

6.3.7Section D: Models of service delivery identified by the provincial child protection committee members

Table 6.53 Proposed models of good governance in service delivery in child abuse

Factors Identified	Rating
The Thuthuzela Child Care Model which is based on current legislative mandates, such as the constitution, patients right charter, victims charter, Batho Pele.	1
A separate budget for child protection services. A local sectoral team to be identified. A local intersectoral team to be established. Roles and responsibilities of each team member be identified. All members have to be trained and attain a minimum standard in delivering the required service.	1
Regular meetings are to be held with all stakeholders.	1
There should be a one-stop center dealing with such matters. There should be defined timeframes to finalize the service. Monitoring and evaluation must be continuous and effective. When policy is implemented it must be accompanied by a budget and all supporting aspects should be present so that the poicy can be sustained and effective.	2
There should be preventative programmes which should form part of the management of this service. There must be guidelines for the management of child abuse. There must be school based support. There must be an effective referral system. There should be valuable partnerships.	1 1
The model should be community based instead of being centralized. The various service providers such as the police, doctor, social worker must be committed to a specific response time. There must be specific persons identified by name on a roster to undertake the service delivery of that particular sector on a 24 hour basis aligned to the police time schedule. Currently it is only the police that functions on a 24/7 basis. The fact that social workers are only available during office hours does hamper effective service delivery.	1
Select people for their skills, knowledge and motivation to do the job. Continue to build their skills.	1

<p>Demand accountability at every level.</p> <p>Manage and monitor every response at every level with care.</p> <p>Have a strong and effective governing document and develop clear organizational and personnel policies from here.</p> <p>Reward good work-not necessarily financially when resources are scarce but with praise and skill.</p> <p>Select good leaders who lead from the front by example and don't push from behind.</p> <p>Treat every child with equal care and respect.</p> <p>Ensure that the staff are debriefed.</p> <p>Count every cent but spend resources well.</p> <p>Monitor your budget and expenditure.</p> <p>Learn from your mistakes as well as those of your colleagues, acknowledging that we all fail from time to time.</p> <p>Try not to take on more than can be managed given existing resources.</p>	
<p>Provision of a document that would spell out the roles and responsibilities of each role player.</p> <p>To promote the confidence of service users and providers in the system.</p> <p>To ensure holistic management of the child by addressing his physical, mental, social and safety needs.</p> <p>Identification of safe houses with trained community members to assist children who have been abused.</p>	1
<p>Services should also be provided to caregivers as the focus is on the protection of the child and the need for services to the care giver is often overlooked.</p>	1

Discussion

It is clear that while the KwaZulu-Natal Provincial Child Protection Committee is an overall monitoring structure for governance in service delivery in child abuse in the Province of KwaZulu-Natal, this structure has become non-functional. The various sectors admit to sectoral fragmentation and a lack of a coordinated implementation strategy in practice. There is the strong view expressed that there is no monitoring of child protection policy implementation, one of the referred to policies is the KwaZulu-

Natal Multi-disciplinary Protocol on Child Abuse and Neglect. Currently the closest best practice model with a multidisciplinary approach is the Thuthuzela Care Centre which is led by the Department of Justice. It is evident that while the Department of Social Development is mandated by legislation to ensure that effective services is delivered to children who are victims of abuse by the multi-sectoral stakeholders, this sector seems to have lost its leadership role in directing good governance practices in service delivery in child abuse.

6.4 Conclusion

A quantitative analysis of the number of cases dealt with was undertaken to illustrate the magnitude of this social ill of child abuse in the local areas of the eThekweni Municipal District. There was also an analysis of the profile of the affected children and the source of referral of the cases of child abuse. These trends were presented to enable further insights into the more vulnerable child and the sectors that were more actively directing children for services to the responsible service providers. A detailed analysis of this in the form of tables and figures was undertaken and presented.

The major part of the analysis of the qualitative data was obtained through the focus group questionnaire (Appendix A), the questionnaire for social work managers (Appendix B) and the questionnaire to members of the provincial child protection committee (Appendix C).

There was a discussion of factors identified which either hindered or promoted good governance in service delivery. This was done in the form of a narrative report followed by a brief discussion. This presentation of the narrative report and discussion that followed included twelve important themes in line with good governance principles in service delivery. The six objectives set for the study were successfully explored. Both the themes and the objectives around which this study was formulated will be discussed further under the recommendations and conclusions for the study in the next chapter.

CHAPTER SEVEN

CONCLUSION AND RECOMMENDATIONS

7.1 Introduction

The main objective of this chapter is to present the conclusions and recommendations of this research study. It firstly presents a synopsis of chapters, a synthesis of the objectives linked to the research data discussed under the research themes on which this study is based, identifies future research imperatives, it thereafter presents the recommendations, and lastly the conclusion of this research study.

7.2 Objectives of the study

The objectives set out for this study were all met. They are discussed below:

- a. The first objective set was to obtain quantitative data which it was envisaged would assist in obtaining a profile of the child abuse cases attended to by the respondents in the category of social work programme manager. The researcher hoped to highlight the more vulnerable groups of children who are at risk of being abused. This data was seen as complementary to data obtained through the qualitative method which is the primary research method of this study. This objective was quite adequately met and the results have been illustrated. There were significant trends that emerged in relation to the type of abuse, the ages of children who were affected, the gender of the children and the source of referral of the cases of child abuse.
- b. The second objective set was to establish if legislative and policy mandates informing good governance in child protection services were complied with by intersectoral stakeholders. This objective was explored and is discussed further in the discussion under themes in this chapter.

- c. The third objective was to identify factors that hampered and factors that promoted good governance practices in child protection services. These impeding and promoting practices were explored in some depth and are discussed in greater detail under the discussion of themes.
- d. The fourth objective was to identify gaps in service delivery to children who were abused based on the tenets of good governance. This objective was also adequately met. These are discussed further under the themes. They will be deliberated on in the discussion of a proposed model of good governance the purpose of which is to bridge the gaps to promote good governance in service delivery in child abuse.
- e. The fifth objective was to contribute to policy review in order to achieve a more effective, efficient and economic governance process in the delivery of child protection services. The research study was able to present limitations and advantages of the present policy review process. This area will be further discussed under the section on research themes.
- f. The sixth objective was to ascertain if services in child abuse was able to achieve sustainability for the customer population. This aspect has also been explored and will be discussed under themes in the latter part of the chapter.

All the abovementioned objectives form the parameters for discussion in the conclusions and recommendations of this study.

7.3 Summary of Chapters

Chapter One

The background for this study was presented. The aim and objectives for this study were discussed. It was established that the focus of this research study was to explore factors

impacting on good governance in service delivery in child abuse by utilizing the case study research design. The phenomenon of governance in service delivery in child abuse was investigated through the multiple case study approach. The framework of the chapters and an overview of the research methodology were presented. The key research themes which formed the fundamentals of this research study were also discussed. The main conceptual framework for the study was presented as the Public Management Approach of Schwella et.al.(1996). It was indicated that the research study was guided and directed by the tenets of the ethical governance theory, the normative theory, the sustainable governance theory, the neo-keynesian theory of democratic governance and the strategic governance theory.

Chapter Two

The range of definitions discussed in this chapter reinforces the notion that governance in service delivery is all inclusive .Governance is presented as a concept that is dynamic and resilient within the different and changing contexts in which it operates. While the situation of good governance and that of bad governance exists, for this study, the attributes, characteristics, objectives and outcomes of good governance were explored in greater detail in the literature review. Good governance it was realized operates within a systems paradigm and a normative and ethical theoretical framework with an emphasis on equality and human rights. It was established that the style of governance that operates within a country does influence the extent to which service delivery is effective, efficient and appropriate. Based on this tenet the African governance system was given some focus in this discussion due to its relevance to the context of this research study. In undertaking this research investigation the elements of ‘bad’ governance that were practised were revealed in the empirical investigation.

Chapter Three

The first part of the chapter presented the central needs of society. It was established that, meeting of these needs was the primary objective of governance in society. There

was also a discussion on the formal structures responsible for governance in service delivery. The chapter thereafter presented some service delivery strategies that are utilized in the governance process in contemporary society. An attempt was further made to present in some depth models of governance in service delivery. The advantages and limitations of some of the models were discussed as well. Examples of service delivery models with contrasting governance styles were presented to illustrate good governance and bad governance contexts and processes. It was clearly illustrated that each model had a different outcome for governance in its attempt to provide services. The chapter concludes with a presentation of other related strategies that are also important in governance to ensure effective , efficient, economic and sustainable service delivery.

Chapter Four

This chapter presented child abuse as a social phenomenon experienced internationally and nationally. Child abuse was discussed in relation to poverty and HIV/AIDS due to these conditions being closely associated with one another in South Africa as had been presented in the literature review. The various international commitments and national policies and legislation informing the responsibility of governance by all stakeholders to children who are abused, were presented in some detail. The major social phenomenon of poverty was also discussed within the national, provincial and the local context of the eThekweni Municipal Area. There was some discussion on the budget allocation for service delivery from the national to the provincial and to the local spheres of government. Failures of the spheres of government to effectively manage the allocated budgets were given some prominence. The specific context of the research study was presented. Aspects of the social, political, economic, environmental and cultural dimensions of the South African population and, especially that of the citizens of KwaZulu- Natal, were discussed. Challenges with the implementation of child protection policies from documented sources were presented.

Chapter Five

The research design and methodology was discussed in detail. This research study followed the case study design. Qualitative methodology was utilized in exploring all the other aspects of the study which related to developing an understanding of the factors that promoted and factors that hindered good governance practices in service delivery in child abuse. The aim, objective, significance and limitations of the research study were identified. The focus group sessions and the interview method was used to elicit data from respondents. The questionnaire was also used as a research instrument. There was a schedule to facilitate the focus group discussions and two different questionnaires administered to the target groups of the social work programme manager and the KZN Provincial Multi-disciplinary Child Protection Committee members. The identified research themes were linked to the formulated questions on all three different questionnaires which were identified as annexures A, B and C.

Chapter Six

This chapter presented the results of the research study after the responses from respondents were analyzed and interpreted. The phenomenological methodology was utilized to analyze and interpret the results. The researcher attempted to understand each expressed view of all respondents, in the presentation of the final interpretation of the results. Results were presented in tables and graphically as well, where ever possible. Each presentation was followed by a brief discussion of the factors identified with a higher rating and therefore considered to be more commonly experienced by respondents in the research study. This format prevailed in order to facilitate a better understanding of the experience of respondents in relation to the identified factors.

7.4 Discussion of the results within the context of the themes

The data that has been obtained from all three groups of respondents are grouped according to the research themes wherever possible. The results of the analysis is presented under the respective themes in the discussion that follows.

7.4.1 Extent of the social problem of child abuse and the profile of the victims

While the total number of children who received services for either physical, sexual or emotional abuse for the period April 2006-March 2008, stood at 5756, the total number of cases that indicated the gender of the child stood at 3485 which is 60.5 % of the total. The rest of the responses did not indicate the gender and age of the child. The 60.5% of responses is a significant representation of the total of 5756 and therefore adequate to arrive at some conclusions based on the results, for this research study.

The number of cases that indicated the age of the child stood at 3232. The large majority of the children identified fell into the pre-school and early primary school age range, and the total stood at 1615. It made up 49.9% of the total number of children whose ages were disclosed in the study. The fact that this is an important developmental stage in a child's life, and a stage which sets the foundation for the future sustainable development of the child, renders this age group of children then, an important factor to be given priority attention to in planning for services, in the eThekweni Municipal District, the location of this study.

The highest number of referrals for intervention in cases were received from the community. This was followed by the health sector. The justice and police sectors made the lowest number of referrals. This could be explained in that the police and justice sectors were only aware of the cases when a criminal charge was opened. It is a significant factor revealed that the community was the highest referral agent of child abuse cases for services. This then renders this resource as being an important participant in the governance process of service delivery in child abuse. It does appear however, that

the community is a resource that is under utilized in the governance process in the delivery of child abuse services.

7.4.2 Child abuse a human rights issue

The protection of children from abuse as has been established, is a constitutional right of children. There are several legislative provisions which promote this provision. The quantitative research findings reveal that a large number of children are still being exposed to different forms of abuse. This revelation was supported by the views expressed by respondents under several qualitative questions posed to them. Responses such as ‘there is still a high rate of child abuse’, ‘services are not good enough, problems exist and continue’, ‘increasing number of cases reported make it difficult to reach the goal of good governance’, ‘there are no easy resources in rural areas therefore families keep quiet and do not report’ and ‘in deep rural areas there is no service delivery to children who are sexually abused’.

The prevailing trend that rears its head in this study is that child abuse still occurs at an alarmingly high rate in the eThekweni Municipal District. Furthermore, that children in rural areas experience greater challenges in accessing appropriate services when their human rights have been violated through abuse. Many children especially in rural areas have no recourse for any help, and therefore just live with the problem. This being the situation then, one can assume, that, there are many more incidents of child abuse that occur and are not reported to any service provider.

7.4.3 Good governance

There were some good governance practices prevalent in practice. Cooperative governance did prevail in the delivery of services to children who were abused in some local areas. This was done by means of a sharing of tasks by stakeholders. There was also consultation and networking prevalent. There were however many more factors identified that hindered good governance practices. These were that, each sector was not looking at

the needs of the child holistically. Civil society organizations appeared to be at loggerheads with state institutions. The discontinuation of the specialized Child Protection Unit (CPU) of SAPS, adversely affected good governance practices. There were no set commissioners for child welfare. In several local areas, the magistrate was involved in civil court matters and was therefore often unavailable to attend to child abuse cases. There was long delays in the judicial system. At times SAPS did not give child abuse matters priority. It was described as, 'there was a lack of communication', 'no support from the police at times'.

There were several issues that were identified as gaps based on mandated practices in service delivery. These ranged from the non-ethical practices of the sectors in service delivery to there being insufficient resources. It was said that the police took bribes to destroy records so as to hamper criminal investigations. The lack of resources in several forms also contributed to gaps in governance. The absence of specialization in service delivery in some sectors such as welfare, resulted in poorly trained and skilled staff. It also resulted in social workers and personnel of other sectors like the police, carrying too many different categories of cases. There was insufficient time to enable engagement in any form of in-depth work in cases of child abuse. A poor relationship among stakeholders at times, was another gap identified.

Furthermore, It was said that government departments use the threat of withholding subsidy payments to NGOS. This was viewed as an authoritarian approach that did create a gap in good governance prevailing. The lack of an adequate budget, fragmented service delivery and poor communication patterns among stakeholders were also viewed as gaps in good governance practices. Factors such as rural communities being without resources, children travelling long distances for services, the absence of urgent reporting of child abuse in rural areas as there was a lack of transport, people were poverty stricken and without finances, there was a lack of satellite police stations, there was a lack of professional counselling available to children living in rural areas, and that people were not fully educated about child abuse more especially in the rural areas, were all viewed as gaps in good governance in service delivery in child abuse.

Further factors were that the Department of Health always ran out of ARV's for children who were sexually abused, too many personnel were involved, as a result of which the child had to move from one resource to the next, there was a lack of empathy for the child's trauma, the multi-disciplinary team approach was necessary but it was not offered to most children as it was not available in most local areas.

7.4.4 Sustainable development

There were an equal number of responses that supported the prevalence of sustainable development and those that did not support the prevalence of sustainable development in service delivery. The views that were supportive stated that follow-up services were provided for children and the perpetrator, and that children and their families received counselling services. While both these views had the highest rating which supported the prevalence of sustainable development through service delivery, the first view also stated that services were prematurely terminated and the latter indicated that while counselling to parents and children were provided it was not regular.

The factors that did not affirm the existence of sustainable development were based on the view that services were not effective. Furthermore, that there were inadequate resources and programmes to meet the need for services. This was in terms of the number of social workers in practice, the non-provision of poverty alleviation programs and the non-provision for education and pre-schools for children.

Rural areas and informal settlements were exposed to the external risk of being neglected due to the problem of inaccessibility of services and a lack of resources such as a twenty four hour crisis centre that was accessible to communities day and night, in all local areas. There was not enough community work undertaken at a preventative level to address the problem of abuse. The absence of a specialist team worked against sustainable development being achieved.

The suggested views for implementing sustainable development in governance were that there should be developmental work carried out in communities, more awareness campaigns and preventative programs should be conducted. Teachers and community members should be trained as child abuse counsellors. It should be compulsory for all in the multi-disciplinary team to attend child protection meetings. There should be multi-agency working together to ensure the safety of children. Preventative work should be undertaken through outreach programs.

7.4.5 Decentralization and networking

The common view expressed was that there was decentralization of services, as services were now taken to decentralized service points. In some built-up areas that were more densely populated like Chatsworth, it was felt that having one centralized office in the locality was adequate for the communities living in the residential dwellings as well as in the surrounding informal settlements. There was the common view expressed that rural areas were neglected and did not have easy access to services because of poor roads and transport that made it difficult to get to decentralized points of service delivery. Another example cited was that while there was decentralized services, the private welfare sector did not operate in rural areas. The state sectors were the only sectors serving most rural communities and they were logistically far away from a large majority of people in rural areas. This resulted in the populace not reporting cases of abuse within the required time frame. This did mitigate against successful convictions of alleged perpetrators.

The built-up local areas, while having decentralized services experienced delays in service delivery due to there being staff without appropriate skills. In some areas decentralized structures were sometimes in place but they lacked resources such as telephones and transport which were important due to the extensive areas that had to be serviced. It was expressed that decentralization could be facilitated through the use of NGO's.

A further view expressed was that there was a greater satisfaction level with governance by local structures than by provincial structures. A quicker response rate was cited as a major reason for the higher satisfaction rate with local government. The use of NGO's was proposed as a strategy to facilitate decentralization. The utilization of volunteer networks of persons who lived in the community, was viewed as a strategy that would enable timeous reporting of incidents of abuse to the relevant authority.

Local government is said to be strategically placed to link up with other local structures and in this way would be in a position to strengthen the network of stakeholders involved in service delivery. The view expressed was that there was a need for more cooperation of all responsible parties in child protection. Local government could link up with other local structures to strengthen the network system. Local government was an influential resource. It was easily accessible to all levels of roleplayers responsible for service delivery and could in this way generate effective and immediate responses in service delivery. It is the sector that was cited as being directly involved in serving the needs of people. Local government could work together with other sectors in preventing children from being exposed to abuse. Local government was strategically positioned to facilitate communication between government and the NGO sector. The Durban Metro was cited as having a greater role to play in ensuring a crime free environment. This local structure should be actively involved at a preventative level by ensuring that the environment was safe for children. It was proposed that there should be a task team in every local area to ensure that there were safe paths for children to walk to school, there was provision of after school centres and day care facilities for children, every local area had a safe play area for children and that recreational activities were supported and developed.

The business sector was seen as having a crucial role to play in governance. They were seen as being able employ social workers to run employee assistance programs (EAP) for their employees. They could help fund and purchase resources like vehicles for SAPS, NGO's or pay a specialist for services. Businesses were seen as an integral part of the community. They were directly involved with the human resource component. They could provide funding for NGO's to run life skills, awareness and holiday programs,

victim support centers and safe houses if government fell short of providing such resources..

It is significant that there were 51 of 54 responses supporting the role of the traditional authority in governance in service delivery. The traditional authority were seen as especially significant in rural areas because people sometimes resided far away from resources. The chiefs (representative of the traditional authority) were said, could hold the perpetrator in custody until the local authorities arrived at the scene. In semi-rural areas there were said to be persons who were also representatives of the traditional authority who played a role as community watchman and who did report incidence of social problems. The reasons cited for the support of the traditional authority was that they were at grassroots and therefore in touch with people. Due to the importance of the traditional authority in some communities, his/her silence often enabled the abuse to go on. The expressed view of the traditional authority was considered to be important as the community saw this figure head as a role model in the community. They were also seen as playing a supportive role by assisting professionals and lay counsellors with intervention services. They could also formulate traditional laws to advocate for children. In South Africa the majority of the population are Black people. The culture was to respect the traditional authority. Traditional leaders could be part of information giving. They needed to be the 'eyes' and 'ears' of the community. Child abuse could not be seen in isolation from the whole social system. Societal values and norms had to be incorporated into the management strategy and this would therefore include the traditional authority in local areas wherein the community still practiced traditional law, together with their proactive engagement with service providers. There should also be a reinforcement of the concept of ubuntu and moral regeneration in the management strategy of child abuse, and therefore the involvement of the cultural and religious sector in governance processes in service delivery.

7.4.6 Strategic governance

There was an indication that respondents were not clear on whether there was a strategy that informed governance in service delivery in child abuse. This deduction had been made by the researcher due to the fact that in responding to this focus area all respondents referred to policies and practice processes as strategy. Implying that there was an absence of participative governance in the formulation of a strategy for policy implementation. It was proposed that there should be a selection of good leaders who could lead from the front by example and not push from behind. Strategic governance was lacking to any significant degree, given that strategic planning for service delivery in child abuse was non-existent in most sectors and which then resulted in poor resource provision for service delivery. The health sector identified the need for more support from hospital managers. There was no ownership of an overall strategy by any one sector. There did appear to be some confusion on the ground as to who was the lead sector. This is perhaps as a result of a weakness or lack of strategic leadership in governance processes in service delivery in child abuse. Each sector directed and led service delivery in its own sector on a day to day basis.

Monitoring of standards of service delivery appeared to be non-existent at a strategic level. It did exist at an operational level in individual cases. Responses to various questions indicated that the monitoring and oversight role of any one authority was poor or non-functional. This then was another indication that there was a poor or unfelt presence of any overall strategy of governance which was directing service delivery in child abuse.

7.4.7 Democratic governance

There was a stronger response indicating that citizens did not participate in policy making that informed governance processes in service delivery in child abuse. Those that cared did participate by campaigning against certain improper professional and other practices in child abuse. There was also the expressed view that citizens sometimes were given the

opportunity to comment on child abuse policy formulation and implementation but their inputs were not always incorporated in the policy formulation. The strongest response in terms of citizen participation was that of being uncertain as to whether citizens were given an opportunity to participate in policy formulation or not.

Civil society participation and involvement was minimal. It existed to the point of giving inputs to policy formulation at the level of the national governance structures. Further to this, civil society organizations were invited on an adhoc basis to training sessions facilitated by the national sectoral departments. Civil society organizations appeared not to have a say in any decision making in regard to strategic planning for governance processes informing service delivery in child abuse.

7.4.8 Transformation of the Public Service

A synopsis of responses on some of the important principles informing transformation in public service delivery are presented.

7.4.8.1 Equal access to resources

There was an indication that access to services in general had improved through the processes of decentralization in service delivery. This meant that services were taken to service delivery points. It was also clear that services in certain local areas had the relevant resources and that all children within the local area were offered an equal standard of service across all racial, ethnic and cultural groups.

It was however very emphatically expressed that infrastructure in rural areas are lacking. Furthermore, in rural areas there was a shortage of service providers such as Childline. This is a major organization responsible for therapeutic services to the child, the family and the victim. This organization did not operate in all rural areas. In addition, rural areas, did not have the necessary roads, transport and tele communication systems. This

contributed further to the inaccessibility of necessary services in child abuse to communities living in rural areas.

It had been expressed that the phenomenon of HIV and AIDS in rural areas did predispose children in communities to the risk of abuse. The issue of crime did contribute to inequity in services as well, for example staff at mobile clinics were hijacked and harmed. This then resulted in the mobile services in rural localities not functioning on a twenty four hour basis.

7.4.8.2 Cooperative governance

Cooperative governance was said to prevail to some extent. Significant trends alluding to this were that there was sharing of tasks with other stakeholders. Consultation did occur through teamwork and forums such as the child protection forums. The multi-disciplinary team approach was another form of cooperative governance that prevailed in some local areas. Provisions such as the crisisline of Childline Family Centre, resources such as the district surgeon based at provincial hospitals, care facilities such as the places of safety and the role of SAPS, promoted cooperative governance. Instances of efficient and speedy responses to a report of child abuse, the existence of good communication between some sectors and a good referral system that prevailed in some local areas such as Inanda and Kwa Mashu, were also seen as contributing to cooperative governance prevailing in service delivery. Cooperative governance was said to be more strongly felt in some communities that had intersectoral committees on child protection. Structures such as the Thutuzela Care Centre did promote cooperative governance.

Despite the above mentioned favourable conditions being prevalent, there were factors indicative of non-cooperative governance that prevailed. These were that there was fragmentation and working in isolation of service providers. Sometimes departments did not see it as their responsibility to render services to an abused child as they were not social workers. There was also the view expressed that sometimes there were those service providers who did not want to work cooperatively. There were bad or poor

relationships among stakeholders in some local areas. There sometimes was a misunderstanding of roles. The lack of overall coordination of child abuse matters went against a favorable rating of good governance. It was said that a child had to go from one service provider to the next and repeat the same information while all service providers dealt with the same case at about the same time. This illustrated that communication among service providers was at a minimal.

It is clearly evident that strategies need to be implemented to improve the cooperation among various stakeholders involved in the governance processes for service delivery in child abuse. Every role-player was seen as important and should therefore be acknowledged in order to reduce the element of competition that seemed to prevail amongst them.

7.4.8.3 Openness and transparency

There was a significantly high response rate supporting the existence of transparency with reference to legislation, policies, and procedures that were known to service providers. Furthermore, role-players were invited to give inputs into the policy formulation phase. Despite this situation prevailing, it was very apparent that the strategy informing service delivery was not transparent. The opposing view was that role-players were not requested to give inputs and were instead instructed to implement newly formulated policy. It was also stated that there was a top-down approach in policy formulation and implementation. This scenario does indicate that respondents experienced the principle of transparency and openness differently in different local areas.

7.4.8.4 Deliberation and consultation

There was said to have been some degree of consultation however this was considered not to have been enough. The adverse response to the prevalence of positive consultation far outweighed the affirming response. There was an indication from the responses that

citizens were in the main not consulted for their inputs on a service delivery improvement plan. People in the rural areas were said not to have been at all consulted for their inputs on a service delivery improvement plan.

There was an indication from the responses that service providers were consulted to a greater extent than citizens, in policy formulation and implementation. Government departments, churches, NGO's and CBO's were consulted. These consultations were said to have taken place at meetings. Furthermore, it was cited that some role-players were consulted more regularly than others. Deliberation and consultation appeared to be prevalent at an operational level in some local areas, more than in others. However deliberation and consultation appeared to be sadly lacking at a strategic level with provincial sectoral departments such as the Department of Social Development as well as other public service departments at a provincial level. The KwaZulu-Natal Multi-disciplinary Provincial Child Protection Committee has become inactive as a result of this virtually dormant provincial governance structure.

7.4.8.5 Efficiency and effectiveness

There was a significantly larger number of respondents who were of the view that there was efficient and effective service delivery. There was a strong view expressed that child abuse cases were given priority attention and that there was a specific response time for intervention in these cases. Furthermore, that the human resource attempt to do their best, however, the heavy workloads carried by significant role-players was a hampering factor in child abuse cases receiving optimal efficiency and that the level of efficiency and effectiveness varied from service provider to service provider.

In the group of responses expressing that efficiency and effectiveness in service delivery was not of standard there was a significant number of respondents who expressed that a lack of staff and overworked staff made efficiency and effectiveness impossible to reach. The non-existence of the Child Protection Units in the police sector, the lack of communication and in other instances the poor communication patterns among sectors

were cited as impeding factors. The lack of resources was identified as a single biggest factor adversely affecting efficiency and effectiveness being achieved in service delivery.

7.4.8.6 Accountability

There was a significantly higher response affirming the knowledge of there being an authority that was accountable for service delivery in child abuse. Service providers at an operational level were identified as the responsible authority to ensure service delivery. These were the Department of Welfare, Department of Health, South African Police Services, Child Welfare Society and Childline. These organizations were therefore seen as the responsible authority of accountability for service delivery in child abuse.

There was a significantly higher response indicating that there was an absence or a lack of information sharing, on the status of service delivery in child abuse by the responsible authority, on at least an annual basis. It is quite clear from the responses that organizations had their own internal system of maintaining records to enable them to monitor their services as an individual organization. There was no regular and visible way of receiving such information from any one source who was mandated to effect this responsibility. The non-government organizations maintained statistics in their annual reports. There was some information sharing at annual evaluation meetings and at training forums. It was expressed that there was an absence of accountability for governance in service delivery in any meaningful way by a mandated authority or sector.

7.4.9 Monitoring

There was almost an equal number of responses affirming that there was monitoring of standards of services and those that disagreed that there was monitoring of standards of services, in service delivery in child abuse. The mechanisms identified that monitored services were social workers, the police and the medical officers all of whom were said to have monitored their individual cases within timeframes. Further to that, there were the regional office of the Department of Social Development, the KZN Provincial

Multidisciplinary child protection team, the Department of Health and SAPS, that were other structures identified as the mandated authority for the monitoring of standards of service delivery. It was also stated that in addition, relevant departments had their own monitoring systems in place.

The non-affirming responses expressed the view that they were unaware of a monitoring authority. Furthermore, that there was not enough monitoring although the Department of Social Development did undertake monitoring at intervals.

It is apparent from the responses that monitoring of cases did take place on an individual basis by some service providers at an operational level, however not by all. Monitoring at a strategic level was virtually non-existent.

7.4.10 Policy formulation, implementation and review

The view expressed by the majority of respondents was that policies informing service delivery in child abuse could contribute to quality governance in this focus area. However several issues were cited as problematic in terms of policy implementation. These were that not all role-players were aware of what policy and procedures existed. This then resulted in social workers sometimes not being aware of the services they needed to offer to children who were abused. Furthermore, policies and mandates were sometimes confusing. The child abuse protocol was said to be a good policy informing governance in service delivery but it was the implementation of the policy that was problematic.

In terms of policy formulation the view expressed was that some service providers were consulted at the time of policy formulation. Other service providers were informed of the prevalent policies through training workshops. While this may be so, there was also the expressed view that some role-players were excluded in the process of policy formulation. Citizens were said not to have been consulted, especially those people living in rural areas. Children too, who were of an understanding age, were not involved in policy making. Policy formulation in the main was said to follow a top-down approach. A

further view experienced was that often service providers were told to implement policies that they had no knowledge of.

7.4.11 Challenges experienced by social work professionals

Several challenges were identified by social work programme managers who made up the majority in the respondent population. Here again they ranged from the lack of resources to there being poor inter-relations among stakeholders and the risk placed on the safety of social work personnel in investigating cases of child abuse. Poor attendance of stakeholder meetings at times meant that there was an under-involvement of the multi-disciplinary stakeholders in some local areas.

A high turnover of staff impacted negatively on continuity and quality of services. The lack of awareness in the community meant that their support was minimal in the early identification and prevention of child abuse.

The lack of good parenting skills reflect that parents contributed to exacerbating the problem of child abuse, and, so did the presence of drug addiction and substance abuse in the home and the community. The experience of social workers were that people were scared to report cases of child abuse. This fact meant that there was limited support received from families and significant others. This situation contributed to there often being no timeous referring of cases of child abuse for effective intervention. The local area of Hammersdale experienced this phenomenon as was revealed in the focus group data. Childline's decentralized services were available once a week in some areas. This was considered insufficient as the community was without therapeutic services for the greater part of the week and there were long delays in securing appointments. More resources were needed as those that were available were overworked and resulted in time delays to the child receiving services. No proper investigations were conducted by relevant people like the police in several instances, due to the sectors own work overload.

The issue of safety for social workers serving rural communities did pose a challenge in that there was fear in social workers who were mainly female, to travel on rural roads to attend to a report of child abuse. There was no trauma centre for abused children residing in rural areas. This placed a greater responsibility on the social worker who then was without the professional support of the multi-sectoral team members in rendering a holistic service to the child. The lack of adequate training for social work professionals while on the job, was a strongly expressed concern. The heavy workloads carried by most social workers made it impossible to render an effective service to all parties affected by the abuse of a child.

7.4.12 Professional ethics

There was a strongly expressed view that some ethical practices were maintained. The common ethical practices referred to were that confidentiality was maintained to a great extent by professional service providers. The multi-disciplinary team managed cases within the norm and standard of professional ethics. Dockets were forwarded within 7 days of arrest of the perpetrator in some instances. Legislation and policies such as the Child Care Act, Child Abuse Protocol and Children's Rights mandates were adhered to, to an extent by some service providers.

There was also unethical professional practice that prevailed in some cases. These were that there was always so much red tape to adhere to. This caused further trauma to the victim. Confidentiality was being breached by a few service providers which was difficult to address. Some police officers were cited as accepting bribes in order to protect alleged perpetrators. There was also the perception that some service providers were reluctant to take responsibility for service delivery to a child who had been abused in respect of the criminal processes. Instead, they would rather pass on this responsibility to other service providers such as social workers.

7.5 Conclusions

The conclusions drawn from the analysis of the empirical findings are presented below under the respective research themes.

7.5.1 The extent of the problem of child abuse in the *eThekweni* Municipal District

The abuse of children in the *eThekweni* Municipal District of the KwaZulu-Natal Province was evidently high for the two year period under study (4090 children). The junior primary age group was reported to have the highest incidence of children who were abused and stood at a total of 942, this was followed by the pre-primary age group, which stood at a total of 673 cases. Female children presented with almost double the incidence of abuse as compared to male children. It was established that the community was the highest referral source of child abuse victims for assistance to service providers. It cannot be denied that child abuse in the *eThekweni* Municipal District is alarmingly high. This does indicate that the current system of governance was not having the desired outcome of being able to effectively manage the problem of child abuse in this Municipal District.

7.5.2 The level of compliance to policy mandates informing service delivery in child abuse by stakeholders

The most pertinent policy mandates and legislation referred to in the literature review of this study is the the international mandates such as the UN Convention on the Rights of the Child, and in particular, section 19 which requires states to take all necessary steps to ensure that a child is protected against physical, mental and sexual abuse and that there should be procedures in place for the undertaking of support programmes for children as well as for those persons caring for children. The African charter on the Rights and Welfare of the child is another such policy. Article 16 of this charter, in addition to replicating the above mentioned tenet, includes the provision that the protective measures should include the establishing of special monitoring units for the child and for those who

care for the child. National mandates such as the Bill of Rights of The Constitution of the Republic of South Africa, 1996, provides for the protection of all children from abuse and exploitation. The White Paper for Social Welfare (1997) refers to the need for a national plan which should provide for the following (South Africa 1997b:44-45):

- Facilitation of appropriate research to be undertaken to determine the needs of various categories of abused children.
- The development of an intersectoral strategy to conduct programs.
- The expansion and upgrading of services.
- The abolishing of corporal punishment in state run and subsidized services and facilities.
- Setting up of monitoring mechanisms.
- The development of management protocols for the provision of services.
- The reform of the legal system to create a child-friendly service.
- The development of support systems for child victims.
- The protection of the child witness.
- The development of bail and sentencing procedures that will be more effective in protecting the interests of children.
- The launch of public awareness campaigns and advocacy strategies to promote children's rights.

It has been established that stakeholders are not able to comply with the above mandate in so far as protecting all children from being abused. Children's constitutional right of being protected from abuse is being violated. Governance structures and stakeholders are failing dismally to meet with this mandate in the eThekweni Municipal District. The research findings of this study allude to there being some support programmes in place which a select number of abused children and families benefit from. This was dependant on their residential location. There was also some individual case monitoring by some service providers such as social workers and the police. However the quality of both the support programmes and the individual case monitoring were not holistic and intensive

enough to ensure the rehabilitation of the child. This lack was attributed to the heavy workloads of service providers such as social workers, police and medical personnel.

In regard to the provisions of the White Paper for Social Welfare (1997), there has been significant progress in the abolishing of corporal punishment to a child. In terms of the further provisions mentioned above, there has been very little to no progress noted. There was no research commissioned by governance structures to determine the needs of various categories of abused children. There was no effective monitoring mechanism in place. It has been established by the research findings that the Child Protection Register which was to serve this purpose was not well managed and was therefore not able to meet serve the function of being an efficient monitoring mechanism. There was no provision for the protection of the child witness. In actual fact this was an expressed concern of social work respondents who were faced with having to deal with the fear of child victims and their families when facing the perpetrator in court and in the community. There was no known strategy in place enforcing the need to develop support systems for the child victim. This however did occur in some cases and was dependent on the expertise of the individual social work practitioner. This could only occur in a minority of cases due to the lack of skills and training of practitioners which were cited as concerns of respondents. There has been significant developments in the reform of the legal system with the development of the Sexual Offences Act (2007) which includes the concept of restorative justice in the management of child offenders.

The attempt of developing an intersectoral strategy to manage programs such as the KwaZulu-Natal Provincial Multi-disciplinary Protocol on the Management of Child Abuse and Neglect was successful, however its implementation was not effected by all roleplayers and at the time of this research study, was not being implemented in several local areas. An intersectoral strategy to conduct programmes currently exists in the name of the Thuthuzela Care Centre which is led by the National Prosecuting Authority and which is financed through international donor funding. However this programme runs in the Inanda, KwaMashu and Phoenix local areas and there is another such centre in the Umlazi local area. Only a select number of communities benefitted from its provision as

these programmes are hospital based. Public awareness campaigns were conducted on an adhoc basis and often each sector conducted its own awareness programme.

A definitive concluding point to note on this outcome is that compliance to existing mandates on child abuse services differs in local areas. Service delivery in child abuse at local level was not being directed by the national, provincial and local governance structures mandated to do so, but instead by individual sectors who obtained international funding to meet with the particular sectoral priority and in this instance it was to increase the conviction rate of perpetrators. Older best practice policies such as the KZN Provincial Multi-disciplinary Protocol on Child Abuse and Neglect which was also developed through international funding, was not being utilized to direct service delivery. As a result of these changes service providers on the ground were unclear on what policies were the relevant policies for implementation. Furthermore, there was a huge lack of uniformity in practice as a result, and a confusion of roles of key roleplayers at the grassroots level.

7.5.3 Factors promoting and factors hindering the implementation of good governance principles and practices by service providers

- Cooperative governance existed to a very limited extent where an intersectoral working structure existed such as in the Inanda, Phoenix and Kwa Mashu areas which were serviced by the Thuthuzela Care Centre located at the Mahatma Gandhi Hospital. It was clear that the different sectors responsible for service delivery were in the main working in isolation from one another on a day to day basis. Not all stakeholders were made aware of the existing policies informing coordinated service delivery such as the KZN Multi-disciplinary Protocol on Child Abuse and Neglect. Some local areas which were well resourced experienced a territorial attitude by roleplayers and a lack of intersectoral teamwork. Service providers in these situations reverted to working in silos.

- Equity in access and equity in resource provision have an impact on each other. It is clear that equity in access to service delivery in child abuse and resource provision, does not exist. Inaccessibility to services in child abuse to communities residing in rural areas is because of a major structural problem due to there being no proper infrastructure such as no roads, poor public transport, no electricity, no telephone connections and extreme poverty, all of which made it difficult for children and families to seek immediate help. The experience is that often these cases go unreported. Service providers experience these local areas as unsafe and therefore offer very limited services to communities residing in such areas. A concluding point on this good governance principal is that there has been no significant changes to the system that operated prior 1994 in that the marginalized rural communities continue to be disadvantaged. The lack of appropriate infrastructural development in rural communities hamper the implementation of good governance practices in service delivery in child abuse to affected children and their families.
- Openness, transparency, deliberation and consultation can be discussed jointly. All four concepts do not prevail in the governance processes directing services in child abuse, as is intended in the Batho Pele Policy document. Citizens are not informed of the status quo of service delivery by all governance structures. This is perhaps because governance structures are themselves not fully aware of the intensity of the phenomenon of child abuse due to there being no effective overall monitoring system in place. Deliberation and consultation happens to a limited extent by national governance structures with stakeholders at the provincial and local level, as it relates to obtaining inputs for policy development. All four good governance practices do operate to some extent at a local level in terms of individual case management and at the intersectoral forum level where ever it operates. It has been noted that the provincial structures of governance has been non-facilitative to the principles of transparency , openness, deliberation and

consultation in regard to promoting good governance in child abuse service delivery.

- Citizen participation in service delivery was limited to communities reporting cases of abuse to service providers at the community level. Citizens were invited to awareness campaigns at a local level. Beyond this citizens were not involved in governance processes in child abuse. It is clear that this is a resource that has been under-utilized. Participative governance was lacking in the governance process in child abuse service delivery. One can conclude that the lack of citizen participation in governance processes in child abuse hindered good governance prevailing in service delivery.
- Efficiency and effectiveness in service delivery in child abuse did not prevail. There has been gross inefficiency and ineffectiveness cited in the strategic planning process for service delivery in child abuse, and which then impacts in the poor overall standard of service delivery. There is no known overall cooperative strategy that prevails and that is well known to stakeholders. There was no evidence of a strategic planning process that was in place on which resources could be planned for and accessed. These factors impacted negatively on the efficiency and effectiveness of service delivery. The current governance constitutional ruling is that service delivery in child abuse by the three major sectors of health, welfare and education is a national and provincial core responsibility, while infrastructural development in terms of local areas is a local government core responsibility. It is very evident that the core provision for service delivery in child abuse of all three spheres of government are not aligned in a way to facilitate accessibility of services to rural communities. Local government does not appear to be involved in the governance processes in child abuse service delivery. The concept of decentralization while being practiced to a degree in the eThekweni Municipal District, is not reaping the benefits associated

with increasing efficiency and effectiveness as most communities residing in rural areas cannot access services timeously due to infrastructural challenges encountered as a result of under-development. The conclusion to make on this governance principle is that the governance processes informing service delivery in child abuse is ineffective and inefficient due to anomalies of governance structural planning for child abuse service delivery at the community level.

- Accountability prevails in so far as individual case management is concerned. There is no organ of state in governance, who is taking responsibility for accountability to the community for the standard and quality of service delivery across the sectors. One can conclude that the accountability for governance in service delivery in child abuse is irregular, inadequate and inefficient and when it happens on an adhoc basis, it is done not with the purpose of improving governance in service delivery, but to be able to obtain information for accountability to treasury to justify the budget allocations.
- Ethical standards are practiced by some service providers. However ethical standards are sometimes compromised due to a lack of proper office space and heavy workloads. The working in silos may be contributing to secondary abuse of child victims as they have to repeat details of the incident to different service providers due to the separate working arrangements of sectors in most local areas. There is also the situation of deliberate unethical practice by some service providers who accept bribes from perpetrators to destroy case records. The conclusion on this principal is that ethical standards are maintained as much as possible by individual service providers however there is a handful of service providers especially some police officers who have conducted deliberate unethical practices which can be considered to be corrupt behavior. Secondary abuse of beneficiaries of service occur due to a lack of strategic coordinating processes being in place and the resultant lack of coordinated planning for service delivery.

- Sustainable Development was not achieved in service delivery. The client system in most instances could not be completely rehabilitated to the point of empowering them for independent living. A major factor contributing to this status quo was the extreme lack of resources both human and other, and the lack of specialization on the part of socialworkers both of which impacted upon appropriate skills development.

7.5.4 The mandated areas of service delivery that are neglected by service providers

The areas of neglect identified by service providers were several. While there were areas of neglect common to all sectors there were those that were sector specific. A common trend in all sectors was that ethical and normative practises were often compromised due to a lack of resources both personnel and support equipment. It is a core function of the management and strategic structures of governance to ensure the provision of the required resources. Social work respondents affirmed that while in most cases a social worker performs her best, the standard and quality of service is not adequate to ensure the sustainable development of the child, the family and the perpetrator. Socialworkers at NGOS and state departments carried caseloads that were generic. Furthermore, the number of cases allocated to an individual social worker was well beyond manageable numbers. There was work overload. A socialworker was not able to render intensive services that were required in the treatment of victims of child abuse. There was a lack of human resources at some offices more so than others. With the lack of transport in the face of crises, timeous services could not be rendered at all times. The lack of accessibility of resources such as medical personnel, in local areas that were a distance away from hospitals, also impacted on a social worker meeting the mandated target of ensuring that all children who were abused were examined by a district surgeon. The lack of specialization in the field of child abuse impacted on the skills acquired by social workers. The high turnover of experienced staff and the recruitment of newly qualified graduates further contributed to the skills deficit in practitioners. Accessibility to affected children and their

families in rural areas was a huge challenge due to under-developed infrastructure. Holistic services were lacking in areas where no multi-disciplinary team operated. Preventative support programmes at a community level were lacking due to work overload and other priority areas in child protection services requiring attention, such as, kinship care and fostercare that social workers undertook in the field of child protection.

The police services area of neglect was the unavailability of intersectoral team members especially doctors and socialworkers, when intervention was made on a child abuse case after office hours. There were long delays cited to access services of district surgeons for a child. It was not known how to access social service after hours as there was no provision made for this.

The lack of equipment and ARV treatment available at all times was a huge challenge to a district surgeon. Often a child who required such management could not be given the required treatment. The support from the management in hospital settings to promote service delivery in child abuse was lacking. The absence of information management systems, negatively impacted on planning for improvements in service delivery. Skills in forensic examinations was lacking especially in nursing staff. The forensic lab facilities were virtually inaccessible to medical officers.

7.5.5 The extent to which the current policy mandates facilitate the promotion of good governance practices

The policy mandates of the KwaZulu-Natal Multi-disciplinary Protocol for Child Abuse and Neglect and the protocol for the Thuthuzela Care Centres-KwaZulu Natal, were both cited as being the policies that best promoted good governance practices in child abuse. The reasons given for the citing of both these policies were that they were based on an

intersectoral team approach. These policies therefore fostered a multi-disciplinary team approach in the management of child abuse victims. These policies if implemented in accordance with the policy guidelines, were proposed would ensure holistic services to children who were abused. The current service delivery practices in the majority of cases of child abuse did not receive the full benefit of these policy guidelines due to the absence of a comprehensive strategy informing service delivery. The major challenges were that these policies were not uniformly practised in all areas. Not all service providers were aware of the tenets of these policy documents. Managements at child protection organizations were not fully aware of these policies. Due to the absence of strategic planning around the policies, the required resources were not made available at service delivery points. A major shortcoming with the Thuthuzela Care Centre was that it was hospital based and therefore was not accessible to communities living a distance away from the respective hospitals.

7.5.6 The public management challenges experienced by stakeholders mandated with the function of service delivery in child abuse

It has been established that there is very insignificant strategic leadership displayed by governance structures in child abuse and therefore the lack of available budgets for programmes. The strategic planning for service delivery in the field of child abuse is problematic. Strategic leadership and provision for child abuse services is a core function of the national and provincial spheres of government. The present arrangement is that service delivery in child abuse is a national and provincial responsibility under the umbrella of child care and protection services. The Public Works Department is according to this structure responsible for infrastructure development for these sectors at the local level. The study has revealed that the biggest challenge to accessibility of services in rural areas is the lack of basic infrastructure of roads, electricity, telephones and safe environments, the provision of which is the core responsibility of local government.

In the absence of a comprehensive intergrated strategy that is acceptable to all sectors, the different sectors at a local level which are Health, Education, Welfare, Justice and the South African Police Services, have all developed sectoral policies on child abuse service delivery for implementation at a local level. As has been realized through this study, governance in service delivery at a local community level is fragmented and lacking in many respects contributing to challenges faced by stakeholders in service delivery. The biggest contributing factors cited for this status quo were deemed to be infrastructural inadequacies, a serious absence of an exclusive budget for child abuse services, lack of skilled personnel on a 24 hour basis, poor coordination of holistic services, no particular sector taking ownership and leadership of an intersectoral strategy and the territorial mindset among intersectoral personnel.

While the responsibility for strategic planning for service delivery in child abuse is that of the national and provincial spheres of government, service delivery is undertaken at the local district municipality level. One also needs to take note that provision of child care facilities such as early childhood centers and other local infrastructure development is the mandate of local government. This arrangement is based on the acceptance that local government is logistically best placed and has a better understanding of the needs of local communities.

Constitutionally local government is removed from the provision for service delivery in child abuse. Planning for such services does not even feature in the IDP's of local government. It does also mean that the major partners of local government that being, business, traditional authority and other major stakeholders are left out of the planning for implementation of services for children who are abused in municipal districts. It is then left to the personnel of these provincial sectors at the local level to implement policies in the focus area of child abuse in the different local areas with no buy-in of significant local government structures. It is as if the relevant personnel from these different sectors are left to do the best they can under this very un-coordinated situation, and minus the required resources and support of local government structures. resulting in entrenched

fragmentation and territorialism in service delivery, as has been revealed in this research study.

7.6 Recommendations

The formulation of recommendations for this study has considered data obtained from all three groups of respondents who formed the study sample. The recommendations fall into two different categories. There are the strategic functionalities and the operational functionalities. Recommendations for this study are presented within these two core functional areas.

The recommendations are as follows:

7.6.1 Strategic re-engineering

- The dictatorship approach on many levels from the upper echelons still prevail and hence the failure of a participative democratic approach in policy implementation at the local community level. The researcher proposes a review of this top-down approach in policy development and implementation and a conscious move towards adopting the governance model in policy formulation, implementation and strategic planning that is democratic and participative.
- Strategic planning should be done from local government upwards to the provincial and national government spheres. The planning for infrastructure that are deemed barriers to accessibility to services to rural communities, must be included in municipal IDP's through an intersectoral strategic planning process facilitated jointly by the sectors of welfare, health, police services and education together with the local municipal structures with the core focus being, increasing the provision of accessible services to children who are abused.

- Inter-sectoral one-stop trauma centers should be implemented and should operate on a 24 hour basis 7 days a week. It should be run utilizing the best practices of the model of the Thutuzela Care Centre and the KwaZulu-Natal Provincial Multi-disciplinary Child Abuse Protocol. This facility must be run as a project based on project management skills, headed by a project manager who is the point of accountability for the project, and therefore responsible for overall coordination and leadership. This strategy will address the issue of fragmentation of services, it will provide an integrated model of service delivery removing the bad governance practices of working in silos, sectors adopting a territorial approach in the delivery of services, time delays in the rendering of services to victims as well as subjecting the child to secondary abuse in the process of being interviewed separately by different service providers as is currently practised.
- This one-stop trauma centre would serve the essential function of intergrating services for the beneficiary of service, at the one service point. It is also proposed that the local intersectoral strategic governance structure could take responsibility for strategic leadership for all of the one stop trauma centres within that particular municipal district with the objective of intergrated planning and alignment.
- Resource determination and allocation needs should be based on the Public Management Approach to facilitate the process of achieving equity in service delivery in urban and rural areas. It should consider the social, cultural, economic, political and geographic context of the community it is to serve. There must be a one-stop trauma centre within a ten kilometer radius in all communities. Where ever there are fixed structures run on a 24 hour basis such as hospitals, clinics and multi-purpose centres, the one stop trauma centre should be located there. Structures such as police stations could be modified to have a wing attached, which could serve as a one -stop trauma center in local areas where there was no hospital or clinic.
- The risk of the external environment needs to be assessed. The strategic planning should take into account external risks in the environment of the

community which, in the eThekweni Municipal District has revealed to be mainly crime, poverty and hiv and aids. A statement of intent in the managing of external risks should be included in the strategic management plan. This should be stated and managed based on an operation plan.

- The socio-cultural environment should dictate the inclusion of certain sectors on the intersectoral team operating at the one-stop trauma centre. Rural areas should include representation by the tribal authority which is in essence the induna or tribal leader in the district. Municipal wards should include the ward councillor. Business and other local government partners should be included on the project team.
- There must be clear budgets for service delivery in child abuse. There should be the provision of adequate resources to support the implementation of intersectoral policies and mandates in child abuse. This is critical to the process of ensuring effective governance in service delivery. Local government should strive for the provision of equity in service provision while accessing budgets for service provision from the relevant sectoral roleplayers at the provincial and national spheres of government for infrastructural development aligned to the strategic and operational plan of the project. Forensic laboratories need to be provincially based to facilitate swift access.
- Rural communities need access to the same quality and standard of service in accordance with the provisions of mandates such as the KwaZulu-Natal Provincial Multi-disciplinary Protocol on Child Abuse and Neglect. One should strive towards reaching equity in service provision in all areas especially the rural areas that are quite clearly grossly neglected.
- The governance model of democratic governance should operate to facilitate participative governance which includes civil society and citizen participation in policy formulation, implementation and oversight. There must be community representation on the monitoring and oversight structure at the provincial sphere of governance. This monitoring and oversight authority needs to be more active and visible.

- There must be a two-way feedback system operating between communities, the project team and the strategic governance structure to assist with policy and operational review processes. Feedback must be provided on a regular basis at a minimum, on a six monthly basis. Information management systems must inform and guide service delivery and the strategic planning processes as well.
- The governance structure at the provincial level should have a heavily entrenched evaluation and monitoring role. This component would in this way be able to support and influence the funding and strategic direction and leadership at the local governance level. Electronic information management system should feed information to the strategic planning components as well as be able to disseminate information to the grassroots level to create greater awareness of trends in child abuse and facilitate the involvement of communities. It should also be feeding information to service providers to influence program planning.
- The staff due to the expertise acquired through experience, should be included in planning and inputting on a service delivery improvement program. The organizational capability approach of Bhatta(2003), should be fully implemented.
- Budgets should be program based instead of sector based to enhance accessibility of the required resources. Budgets should be managed by the project manager. Global governance initiatives of funding and support must be aligned to the local contextual need of the comprehensive intersectoral strategy. Individual sectors should be prohibited from accessing international funding that is not going to contribute to advancing the interests of the one-stop trauma centre concept, and that will not be aligned to the comprehensive intersectoral strategic plans directing local governance processes.

7.6.2 Operational re-engineering

- Change management skills with a focus on participative management should be adopted.
- At an operational level the one-stop trauma centre must be headed by a project manager to whom the multi-disciplinary treatment team is accountable. There should be a financial manager who is accountable for the procurement and utilization of the budgets of the one-stop trauma centre. The budget for child abuse services must be separate from the overall budget for child care and protection which has not been the case in the past in sectors such as state and private welfare, health, police services and justice, and has resulted in very little funds being available exclusively for child abuse service delivery.
- Human resource management is critical. Incentives should be provided in order to attract staff with the required skills. The intersectoral staff who are to render child abuse services at the one-stop trauma centre, must be carefully selected on the basis of the required skill and those who have a passion for the job. Retention strategies should be put in place to minimize a high staff turnover. Ongoing training in the required areas of expertise should be provided for, through a human resource development plan that is monitored and evaluated. The training plan should include areas for development for other roleplayers such as the traditional authority, local stakeholders and volunteers. There should be a continuous education on clarifying roles of different role-players in the management of cases of child abuse so that there would be a quicker response time to service delivery.
- There is a critical need to include the traditional authority in the multi-disciplinary treatment team, especially in local areas where the traditional authority plays a significant role in the social lives of the people. There is also a need to increase the human resource allocation. There is a need for the use of trained volunteers who can be an immediate source of contact to a child who is abused in the community, and to the service provider at the one- stop trauma centre.

- There should be a beefed up judicial system that responds to the need of the client population. Strategies such as night courts need to operate to make the judicial system more accessible to cases of child abuse that need to be heard. In this way the backlog would be minimized. A larger number of confirmed cases of child abuse need to be referred for criminal proceedings to act as a deterrent to would be perpetrators. It should be the intention of all role-players to ensure that child abuse cases that get lost in the system are minimized.
- Monitoring mechanisms and structures should continue and be strengthened at an operational level to ensure accountability, as well as to ensure that standards are met in the delivery of services and progressively improved.
- There should be education and awareness programs at all levels. The medium of schools and ECD centers should be used. There must be a preventative emphasis. ECD centers, primary schools, secondary schools and parents or caregivers should be a target. The package of programs should be integrated with hiv and aids and crime prevention at districts. The traditional authority, schools, ECD centers and staff at these centers should take responsibility for education and awareness raising to parents and caregivers. Where necessary beneficiaries of services should be linked to poverty alleviation through skills development initiatives. This will include a sustainability component to the management regime.
- The business sector in addition to encouraging greater awareness and sensitivity to the phenomenon of child abuse through the employee assistance program, should also engage in greater social investment in providing sponsorships for much needed resources in communities. There should be more meaningful networking among stakeholders. This should be facilitated by local government who would be the main roleplayer.
- Transparency and openness had to be practiced more widely. Information in terms of statistics has to be more readily available to relevant role-players and the public at specified intervals. Sectors involved in monitoring, policy formulation, implementation and review need to be more visible to the public.

- Social workers need protection when having contact with the alleged perpetrator. There is a need for the social worker to be accompanied by a dedicated police officer.
- Volunteers who have undergone training should also be included on the management team. They should be representing the community by sharing with service providers the living experience of communities, and increasing accessibility of services to the child, family and perpetrator.
- The police are to effect provisions of the Children's Act of 2005 which provides for the removal of the alleged perpetrator from the community even while the case is being heard. The provisions of this Act should be used to provide children living on the streets, refugee children and children used in child labour and prostitution with equal quality and access to services.
- Preserve the self dignity and self respect of children. There should be a child protection team approach whereby all sectors could hear the version of the child at one sitting instead of the child having to repeat the same information on the incident to the various service providers separately.
- Civil society organizations needed to move away from adverse attitudes that developed through their past working relationships with state departments.
- Utilization of a two way mirror is proposed to create a non-threatening environment for the child in the identification of the perpetrator. Utilization of the technique of video conferencing when interviewing the child so as to minimize secondary abuse of the child victim by the different roleplayers involved in the case.
- Existing resources should be utilized optimally by multi-disciplinary service providers in order to provide accessible services. Funding should be provided for setting up of one-stop trauma centers by government funding, through a cooperative governance process by all spheres of government, business and international donors.

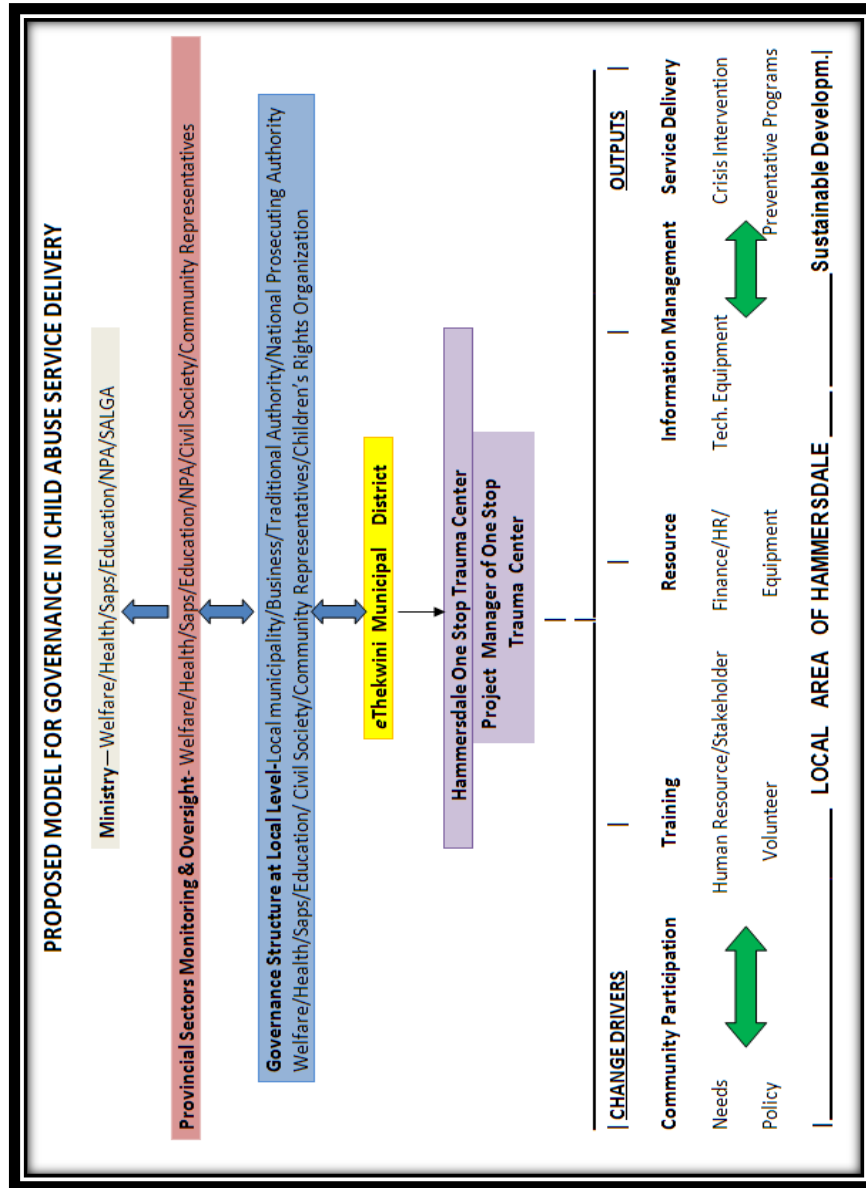
7.7 Future research imperatives

Further research in relation to assessing the factors impacting on good governance in service delivery to children who have been abused should explore the following:

- There is a need to research in greater depth the role of local governance structures in service delivery in child abuse.
- It is necessary to research the views of traditional leaders on the role they perceive for themselves in protection services in the community so that they could be utilized optimally to improve the quality of governance in child abuse service delivery.
- To ascertain the views of children who have been abused on their experience of the quality of governance in the delivery of services they had received.
- The views of parents of children who have been abused on their experience of the quality of governance in the delivery of services they had received.
- The views of perpetrators of abuse on their experience of the quality of governance in the delivery of services they had received.
- The views of community members on their experience of the quality of governance in the delivery of services in child abuse.

7.8 A Proposed Model of Good Governance in Service Delivery in Child Abuse in the eThekweni Municipal District

Figure 7.1 Proposed model for governance in child abuse



7.9 Conclusion

The transformation in policies to address the social problem of child abuse in South Africa has been unanimously perceived as promoting good governance. It however has become evident that the intended services within good governance parameters to affected child victims of abuse and their family's is not accessible to all communities at all times. While there are pockets of good governance practices currently which is based on the Thuthuzela Care Centre Model that is being piloted in the Phoenix and Umlazi local areas, it is communities to whom this service is accessible that experience a holistic integrative treatment regime. Good governance in this focus area of child abuse is in the main impeded by the ineffectual manner in which policy and legislation are implemented, the absence of an all inclusive strategic planning process that leads and directs the implementation processes at service delivery level, and the absence of an exclusive budget for all government sectors and the private welfare organizations to enable them to roll out effective supportive programmes. The decentralization initiative of the different spheres of government has but only entrenched fragmentation and a territorial mentality by service providers, in the absence of an integrative coordinated strategy informing service delivery at a local community level.

It was illustrated that the provincial governance structures played an ineffectual role in enhancing good governance practices in service delivery in child abuse.

The study highlights the need for structural changes whereby services are planned for and delivered at a local government level through an intersectoral multidisciplinary team operating from a one-stop trauma centre headed by a project manager to whom the multidisciplinary team is accountable. This governance arrangement is proposed will remove the barriers to good governance practices that currently operate, firstly from the business processes of the provincial governance structures in the public service to the local governance structures, and secondly, the silo mentality of work

amongst sectors at a local level which has created sectoral territorialism. There should be such a one-stop trauma centre within a ten kilometer radius of every community. The infrastructural responsibility should be managed by local government and be part of their IDP development in each municipal cluster through intersectoral participation and strategic leadership. The governance model of public administration should replace the current public administration model which entrenches fragmentation caused by bureaucratic control of governance processes. There should be an investment in preventative services through awareness raising of children, parents and caregivers through the structures of early childhood education centers, primary schools and religious or cultural organizations in the local municipal districts. The sectors of the local government, business and the traditional authority at the local district level should be included in the management of these programs with the multi-disciplinary treatment teams. Participative democratic governance should prevail with the inclusion of selected members of the community on information giving, and decision making structures. There should be a strong monitoring and oversight function by the strategic sphere of governance at a provincial and national level.

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