

**IMPLEMENTATION OF WELFARE SUPPORT AND FREE BASIC SERVICES AT
MAPUVE VILLAGE IN LIMPOPO PROVINCE**

BY

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DECLARATION

I declare that the mini-dissertation hereby submitted to the University of Limpopo, for the master's degree of Development has not previously been submitted by me for a master's degree at this or any other university; that it is my work in design and in execution, and that all material contained herein has been duly acknowledged.

RAMAIPADI MA



30 August 2010

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DEDICATION

This study is dedicated to the following:

To my dear father and mother: Mkwale and Thabitha Ramaipadi for instilling discipline in me my upbringing. Were it not for that, I would not have been disciplined enough to complete my studies. To My son Khotso and daughter Lerato for their unwavering support and sacrifice during the period of my studies. Lastly, my beloved grandson Thabo, for bringing happiness in my life.

ABSTRACT

The government poverty alleviation programme in the form of social welfare support grants and free basic services have been going on over the past decade. This prompted the research into the study which is aimed at the investigation of the implementation of the government social welfare support and free basic services in the Mapuve village, in Greater Giyani, Limpopo Province. The study was designed as a case study within a qualitative framework. The simple random method, which is a probability type of statistical sampling approach, was used in the selection of respondents. Closed and open-ended questions were used to solicit information from the participants in the study.

The study discovered that the implementation of government social welfare grant and free basic services in disadvantaged communities represented the realisation of their socio-economic rights as enshrined in the South African constitution. Mapuve village is one of the villages with a huge backlog of service delivery in Greater Giyani Municipality. The municipality 's inability to provide every applicant with an RDP house is the major contributing factor to the different views and perceptions that people held towards the allocation of RDP houses. The assessment of the key level of services in the dwelling of respondents painted a deplorable situation in the village. None of the respondents had free basic services; that is, water, sanitation and refuse removal in their dwellings and in the communities. Electricity as one of the free basic services is found in one portion of the village.

The perceptions of community members towards the government social welfare grant and free basic service at Mapuve Village point to frustration, anger and dissatisfaction towards the services of the government although to some extent, the social welfare support has contributed to poverty alleviation. In view of the absence of free basic services in the village the respondents complained that the social grants are inadequate in meeting their needs because they also use the grant buy paraffin/electricity and water which are supported to be free basic services. Therefore they called on the government to increase grants to people in areas where free basic services are inadequate.

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CHAPTER 1

INTRODUCTION

1.1 Background

In South Africa, poverty and social development continue to be the focus of government departments such as Local Government, Health and Social Development, Public Works, and Water and Forestry (Local Government Bulletin, 2005). This could be attributed to the high incidence of poverty inherited from the post-apartheid government. The widening income gap between the rich and the poor is being addressed through growth and development strategies, such as Growth, Employment and Reconstruction (GEAR) strategy. The introduction of the comprehensive social welfare system and provision of free basic services to the poor in rural, peri-urban and informal settlements is in recognition of the state of poverty and under-development in the country. The target group for the welfare support and free basic services includes the unemployed, children, orphans, the elderly and disabled people (Social Assistance Act, No. 13 of 2004).

The government welfare support programmes include the child support grant, disability grant, foster care grant, grant in-aid, veterans, elderly grant and social relief of distress. The free basic services include free housing, water, electricity and sanitation. In addition to these categories of welfare support, support for individuals and families in need of food, shelter, clothes and other necessities of daily life, including free access to public services such as health and education, are a common practice in South Africa. A case in point is the Strategic Framework for Water Services which was approved by the National Cabinet in 2003, one of

its seven goals is to ensure that all the people living in South Africa have access to an appropriate and acceptable, safe and affordable basic water supply and sanitation services (Local Government Bulletin, 2003). It is for this reason that all municipalities are supposed to have an indigence policy and a register of all community members who, due to a number of factors are unable to make a monetary contribution towards basic services, no matter how small the amount would be (The Municipal Systems Act, No. 32, 2000).

The challenges facing the provision of welfare support grants and free basic services range from complaints about poor services, to protest and the destruction of municipal property by community members. The experience and perceptions of the community towards the level of services indicate dissatisfaction with the services. This could be due to a default in the design and implementation of the welfare support grant and free basic services. Hence, it is hypothesised that the poor implementation of welfare support and free basic services could be the underlying factor towards community agitation and confrontation between municipalities and communities.

Over the years, knowledge about social inequality and income for the already affluent social groups resulting from growth processes, has increased, and the gap between the two continues to prompt researchers and governments to pay more attention to poverty in developing countries (Martinuseen, 1997). Firstly, attention is paid to the whole process of interaction between, on the one hand, income and resources distribution and, on the other, the patterns of economic growth and transformation. Secondly, there has been an increased call for the incorporation of poverty assessment in the analysis of poverty alleviation in the

development strategies by the International Labour Organization (ILO) and World Bank (1990). Without playing any role in the developing process, the poor were initially perceived as invisible and later as passive citizens, before finally being recognized as visible and as living human beings, who mostly take care of themselves without external support (Martinuseen, 1997). Thirdly, at both the local and global scale, poverty seems to be deepening despite the number of declarations to eradicate poverty as indicated in the Millennium Development Goals (Mtapuri, 2008).

Against the above background, the ILO, as cited by Martinuseen (1997), holds the view that growth processes did not lead to substantial expansion of employment opportunities and increased income for the poor, and that comprehensive measures targeted at the poor and the unemployed were required – measures that involve a diffusion of capital and other resources. Hence the basic needs strategy shot to prominence emphasizing different approaches and priorities in the poverty alleviation strategies, to complement the development process. According to Hunt (1998), it was possible therefore, to point to the core of the basic needs approach as an attempt to provide opportunities for the full physical, mental and social development of the human personality. Consequently, three types of basic needs tend to recur in most of the formulations and practices. There is general consensus that basic needs include firstly, the individual human being and the family's need for food, shelter, clothes and other daily life necessities. Secondly, they also involve access to free basic services such as drinking water, sanitation, health and education; and thirdly, access to participate in, and exert influence on, decision making, both in local communities and government policies.

The underlying reasoning for the basic needs approach is that genuine economic development should include persistent and social improvement for the poor, not limited to income but addressing all aspects of the poverty complex. This concern gave rise to social development targeting a whole range of symptoms associated with poverty, and the call for special arrangements to be made for and in cooperation with the target group, namely the impoverished communities, if it is to break out of poverty and exclusion and achieve decisive improvements (Local Government Bulletin, 2003).

1.1.1 Legislative Instruments

The Constitution of the Republic of South, 1996 (Act No. 108 of 1996) section 27.1(c) states that “everyone has the right to have access to: health care services including reproductive health care, sufficient food and water, and social security, including if they are unable to support themselves and their dependants, appropriate social assistance”.

In the Constitution, the provision of services to meet the community is a recurring theme. The Municipal Systems Act No. 32, in spelling out the duties of municipalities, recognises that municipalities are bound by the socio-economic obligations imposed by the Bill of Rights (Local Government Bulletin, 2003).

The Social Assistance Act, 2004 (Act No. 13 of 2004) provides for the rendering of social assistance to persons; the mechanism for the rendering of such assistance; the establishment of an inspectorate of social assistance; and for matters connected therewith. In a nutshell,

according to the World Bank, the central point in poverty and social development consists of three main elements, firstly, the productive use of the poor's most abundant asset, that is labour, through the introduction of labour intensive technologies for creating better employment, 'secondly, improved access to basic social strategies, including primary health care, family planning, nutrition and primary education, and thirdly, direct assistance to those worst off, who cannot be reached by the ordinary government programmes (World Bank, 1990).

In the context of poverty and social development, a study that attempts to investigate the welfare support and free basic services to poor communities, similar to the basic needs approach, is significant for the following reasons: firstly, it will attempt to uncover the implementation of the welfare and basic services support to the poor. Secondly, it will profile the average beneficiary of the welfare system and basic services. Thirdly, it will give an indication of whether the poor succeed in breaking the cycle of poverty through government funded poverty alleviation programmes.

1.2 Problem Statement

The causes of underdevelopment, marginalization of poor communities and measures to eliminate these have become the main goal of the social welfare support grant, free basic services and local economic development in all municipalities in the Limpopo Province. Consequently, government continues to provide huge financial support for poverty alleviation programmes as well as legislation, policies and strategic frameworks to guide the

implementers. While poverty alleviation programmes in the form of social welfare support grants and free basic services have been going on over the past decade, in recent months some communities have registered their dissatisfaction through rioting, public violence and destruction of municipal property while others have been mute about these services. As a result of this contradiction, the researcher intends to investigate the implementation of social welfare grants and free basic services and the level of satisfaction with government's social welfare grants and free basic services among communities in an attempt to establish whether they have contributed to improving the quality of life of the people of Mapuve village, which have over the years benefited from social grants and free basic services from government due to high levels of poverty in the village.

1.3 Motivation for the study

The researcher was a councillor for the Greater Giyani Municipality. During her term she witnessed a large number of community members registering dissatisfaction about the services that the municipality and the government were rendering. These usually took the form of marches, demonstrations and destruction of municipal property. The municipality is rural and comprises of many villages, including Mapuve. The municipality and Provincial Government have implemented the free basic services policy and the majority of the households depend on social welfare support grants from the Department of Social Development. The community of Mapuve is characterised by a high rate of illiteracy and unemployment. Although the community members receive services and grants from government, their lives do not seem to be improving. It is against this background that the researcher aimed at investigating the implementation of social welfare support grants and

free basic services in an attempt to uncover some of the challenges facing the implementation of the programmes and to seek solutions.

1.4 Aim of the study

The aim of the study was to investigate the implementation of the government social welfare support grants and free basic services in the Mapuve village, in order to accomplish the objectives of the study.

1.5 Objectives of the study

The objectives that directed this study were:

- (a) To investigate the implementation of the government social welfare support grants and free basic services to alleviate poverty at Mapuve village.
- (b) To identify the demographic profile of recipients and non-recipients of social welfare grants and free basic services.
- (c) To identify the experience that the recipients and non-recipients of RDP houses encounter during the application and processes leading to the allocation of RDP houses.
- (d) To identify the level of services in households of RDP recipients and non-recipients.
- (e) To identify the use of social grants.

- (f) To verify the challenges facing recipients of welfare grants and free basic services recipients.
- (g) To make suggestions for aligning welfare support and free basic services towards assisting the poor to improve their welfare.

1.6 Research Questions

To accomplish the study the researcher pursued the following questions:

- (a) How are the government social welfare support grants and free basic services implemented to alleviate poverty at Mapuve village?
- (b) What is the demographic profile of recipients and non-recipients of social welfare grants and free basic services?
- (c) What experiences do recipients and non-recipients of RDP houses encounter during the application and processes leading to the allocation of RDP houses?
- (h) What is the level of services in households of RDP recipients and non-recipients?
- (i) How do recipients of government social welfare grants use the grants?
- (j) What challenges face recipients of welfare grants and free basic services?

(k) What suggestions can be made to align welfare support grant and free basic services towards the needs of the poor to improve their welfare?

1.7 Significance of the Study

The information from the study could be used for future planning by municipalities, policy makers and government to enhance the implementation of social welfare grants and free basic services in rural areas. The findings of this study are meant to provide information to government and municipalities to assess and evaluate whether budgets for the provision of free basic services and social welfare programmes serve their purpose of alleviating poverty and also improve the lives of the poor. It will also assist in reducing the demonstrations or riots that impact negatively on the country. The report will be used by academics because its results will add to the existing literature on poverty alleviation in relation to the poor communities.

1.8 Operational definitions

The definition of concepts is of great importance for the study because it focuses on the clarification of concepts that are important to the study. The study looked at the implementation of welfare support and free basic services programme. The key concepts are poverty, indigent, social grant, and free basic services. For the purposes of the study, concepts were operationalised as follows:

Poverty

Poverty can be classified according to the level of the disadvantage experienced, i.e., absolute and relative poverty. Swanepoel describes absolute poverty as a situation where the income is so low that even a minimum standard of nutrition, shelter and personal necessities cannot be maintained. The concept of relative poverty refers to a situation where in people's basic needs are met, but who in terms of their social environment, skill experience some disadvantages (Swanepoel, 1995:3). Relative poverty is a condition where people judge their level of poverty by comparing themselves with what other people have. Todaro (1995:676) defines absolute poverty as a situation in which a population or section of a population is able to meet only its bare subsistence essentials of food, clothing and shelter to maintain a minimum level of living.

The study defines poverty as multi-dimensional facets of indicators which include: unemployment and not having any basic income or a situation where one lacks a socially acceptable amount of money or material possessions. In rural areas, poverty is said to exist when people lack the means to satisfy their basic needs. In this context, according to the Local Government Bulletin (2003), municipalities are constitutionally obligated to address poverty in their communities through the promotion of social and economic development and the provision of services in a sustainable manner.

Free Basic Services

The Municipal Systems Act No. 32 defines a basic municipal service as a municipal service that is necessary to endure an acceptable and reasonable quality of life and, if not provided, will endanger public health or safety or the environment. Furthermore, it assigns and reinforces the responsibility that a municipality must give effect to the provision of the Constitution and must give priority to the basic needs of the local community to ensure that all its members have access to at least a minimum level of free basic services which include water, electricity, sanitation, RDP houses.

The Systems Act, in spelling out the duties of municipalities, recognises that municipalities are bound by the socio-economic obligations imposed by the Bill of Rights. Socio-economic rights are a central concern in municipal planning. In line with Systems Act and Bulletin the study looked at free basic services as water and sanitation, electricity and refuse removal.

Social Grant

In addition, to overcome poverty, the Department of Social Development provides welfare support grants to reduce poverty. These include grants for the elderly, child support, disability, care dependence and foster care.

Local Government Bulletin 2003, Vol. 5 No. 1:3 40 indicates that municipality must undertake developmentally – orientated planning so as to ensure that it together with other organs of state contributes to the progressive realisation of the fundamental rights.

Government policy on the free basic services further indicates that the aim of the policy is to ensure that there is at least a basic level of municipal services to all households. In an involving the policy, the government classified water and electricity as free basic services. The Department of Water Affairs and Forestry adopted the policy principle that six kilolitres per household per month should be provided free from 1 July 2001. From 1 July 2003, free basic electricity/energy of 5kWh/50kWh per household per month should be provided, prioritising poor households. Next in line in terms of free basic services will be sanitation and refuse removal. Source: Local Government Bulletin 2002, Vol. 4 No.1:340.

Indigent

Indigent is defined as people who, due to a number of factors, are unable to make a monetary contribution towards basic services, no matter how small the amount seems to be (Department of Provincial Government and Housing, 2001).

It is in the context described above that the study operationalised poverty, indigent, social grants and free basic services that are provided to the poor. The ultimate aim of the study was to investigate the implementation of social welfare support grants and free basic services.

The Systems Act 2000 section 73(1) requires that municipalities adopt a by-law to give effect to the implementation and enforcement of their tariff policy. Municipal tariff policies must ensure that poor households have access to at least a basic level of municipal services. Given that one of the major impediments to the receipt of services is affordability tariffs that apply equally to all users will exclude the indigent.

1.9 Outline of the study

This mini dissertation is divided into five chapters which have been outlined as follows:

Chapter 2 provides a literature review.

Chapter 3 presents the research methodology of this study. It starts off by presenting an introductory part of the chapter, and then gives the research design, the area of study, the population, the sampling method, data collection, analysis, and summary of the chapter.

Chapter 4 analyses the data, using statistical methods of analysis.

Chapter 5 presents a summary of the whole study, by presenting a summary of the findings of the study and giving the policy recommendations, implications and issues for further research.

1.10 Conclusion

This chapter provided background of the study, starting off by giving how poverty and social development continue to be the focus of various departments in South Africa, and that poverty is an outcome of the apartheid government. Various types of social welfare support programmes and free basic services that the current government offers to the poor were outlined.

The legislative frameworks that govern the provision of welfare support grants and free basic services as well as the challenges that the government encounters in the implementation of the two programmes were also outlined. This challenges that led to protest and destruction of government properties by community members.

The researcher further presented the problem statement, motivation, aim, objectives, research question, its significance and operational definitions. All these supported the researcher to investigate the implementation of the government social grants and free basic services with the intention of availing the information of the study for future planning by policy makers. Government can also use this study to assess whether budgets for the provision of social welfare and free basic services serve the purpose of alleviating poverty. The last part of this chapter presented the outline of the study that divided the mini-dissertation into five chapters.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

The Millennium Development Goals (MDGs) agreed upon by world leaders at the Millennium Summit in September 2000, continue to give impetus to water provision, sanitation, housing, and primary education in developing countries. It has changed the development agenda of many developing countries as they strive to meet the goals and target dates in ensuring that significant improvement occurs in the quality of life of its citizens. For researchers and academics, the crucial area of analysis in these events is the relationship between service delivery, and poverty and quality of life. It might appear as if the two are virtually opposite, but surely service delivery is about providing access to resources required by the poor to come out of poverty and to maintain a decent standard of living. Seemingly, in practice it appears that service delivery is occurring at a faster rate, but in some areas it has proved quite possible for service delivery to occur without alleviating poverty and improving the quality of life of the people. This calls into question the design, implementation and challenges facing service delivery programmes in developing countries.

This chapter deals with existing literature on the implementation of social welfare support and the provision of free basic services. It consists of four sections. The first section commences with competing theoretical views on the design of development strategies. The second section tries to engage the reasons why social inequality has persisted for such a long time before gaining the attention of development practitioners and government. In section three, international experience

of countries that have embarked upon social protection, provision of basic services towards poverty and improving the quality of life of the people will be undertaken. The fourth section covers the provision of social welfare grants and free basic services in South Africa.

2.2 The design of anti-poverty strategies

According to Habibov and Fan (1997:51), “assessing poverty reduction is usually sensitive to a number of analytic choices”. To Mbuangizi (2008:174) “historical responses to poverty can be traced through examining the socio-political mechanisms or policies put in place at any particular time. Welfare policies provide evidence of past attempts to take care of the diverse needs of vulnerable populations”. The World Bank conceptualization of, and response to, poverty – defines poverty in terms of income and consumption levels. In this context, according to Paulo Freire (in Burkey, 1993:30), poverty is said to be reduced or eliminated when people have achieved a minimum standard of living. Under such circumstances, Wuyts, Mackintosh and Hewitt (1992) view that an “image of poverty” based on income indices pays attention to measureable indicators, thereby ignoring non-measurable poverty indicators in which power relations and control over resources feature prominently. It stands to reason that the analytical choice for the design of strategies and elimination of poverty is multidimensional, but emphasis may differ with the socio-political circumstances and availability of resources.

A case in point is Sen’s (1999) human capability perspective, which throws light on the nature and causes of deprivation by shifting attention away from means, such as income, to ends which give people freedom to satisfy their needs through the exercise of their capabilities. From the

structural point of view, Sen's approaches are based on the hypothesis that poverty is inherent in the deprivation of basic human capabilities which contribute to low income levels.

Altman (2003), on the other hand, pays attention to the instrumental relations between low income and low capability that are unequally distributed across and among communities and individuals in the same communities. Further to this, Alcock (2006) contrasts the importance of social circumstances and social forces which influence people's ability to pursue acceptable livelihoods. In addition to this, Alcock (2006:35) draws attention to the promotion of "economic growth, labour market opportunities, educational provision and social security systems that provide a crucial social environment within which livelihood standards and social relations can be created and recreated".

International organisations such as CARE International, OXFAM and the United Nations Development Programme (UNDP), pay attention to the connection between poverty and the absence of fundamental human rights. Their approach highlights the need to pay attention to human capabilities and freedom, to peoples' strengths and assets needed to move out of poverty rather than on attacking the structural or root causes of poverty.

An understanding of why people stay poor for a long time has also prompted attention to underlying structural dimensions that undermine people's attempts to escape from poverty (Mubangizi, 2008). Mubangizi has shown that the structural perspective on poverty has resulted in an expansion of the definition of poverty to include non-material dimensions of living

standards, such as human rights. Poverty, as a concept, now embraces issues relating to vulnerability and risk as well as powerlessness or lack of political voice.

In many developing countries development per se does not result in this concept of improved quality of life. There are several reasons for this state of affairs including the fact that most people do not have access to services in order to achieve anything approaching “a state of complete physical, mental and social well-being” (Allen & Thomas, 2000) probably because development action has not been construed to address this state of affairs. With in mind, the subsequent section gives the reasons why some development actions have failed to eradicate social inequality.

2.3 Economic growth, social inequality and changing perceptions towards the poor

The term “development” implicitly means that some countries and regions in the world are poor, whereas other countries are very prosperous (D’Hease and Kirsten, 2006:3). The quest to catch up with the rich countries brings into play an important dimension of development, thus is economic growth. Economic “growth” is defined as the increase of a country’s GNP, and gives an idea of the quantitative expansion in the economic variables and indentifies relationships between the variables. According to Martinussen (1997:296), while pursuing pro-growth strategies, the process disregards inequality as a decisive issue for the course and pattern of economic growth and transformation, in the same way as the social implication of the growth process are also ignored as a central issue. Later, when these issues come to the fore, according to Martinussen, they prompted many development researchers to pay attention to inequality

issues, the underlying causes of poverty in developing countries; the entire processes of development and the interaction on the one hand, and income and resource distribution on the other; as well as the patterns of economic growth and transformation. For the first time international organisations such as the ILO, the World Bank and many others began to incorporate poverty assessment initiatives that investigated the smouldering effects of economic growth strategies, their implications for the poor and strategies to address them.

According to Martinussen (1997:298), the implication for poverty alleviation means the following:

Firstly, changing perceptions towards the poor: “...international organisations tend to look at the poor as passive target groups who with assistance from the external development agents such as the state, the donor organisations and others should be helped out of their economic misery...” With the passage of time, there has been a growing understanding “that the poor were also independent actors, who possessed a tremendous potential for helping themselves and the societies in which they live...” Secondly, the poor were almost invisible in statistics as well as in theory formation. They then became visible as a passive category of clients that had to be assisted by others. Finally, in the third stage, they appeared as visible and as living active human beings, who mostly took care of themselves without external support.

As perceptions shifted, so did a shift in formulations of strategies take place, from macro-economic growth strategies with no attention to poor target groups; to socially diversified development strategies which also measured poverty alleviation, to “combinations where only

the poorest are seen as passive receivers of aid, while the majority of them are supported as producers who make a net contribution to aggregate growth”.

Following these changes there was a shift from the one-dimensional income measure of poverty and development towards composite sets of indicators for welfare, quality of life and others that accompany the basic needs strategies.

2.4 Poverty and Basic Needs Strategy

The strategy known today as the basic needs strategy was first formulated by the ILO, the United Nation’s International Labour Organisation, in the mid 1970s (ILO, 1976). It was prompted by the realisation that “economic growth” apparently did not lead to substantial expansion of employment opportunities and increased incomes for the poor; secondly, by the fact that progress and improvement concern not only incomes, but all aspects of the poverty complex. In this connection it emphasised that being poor in a developing country is not just synonymous with inferior purchasing power, but a whole range of other symptoms associated with poverty as illustrated by Martinussen, (1997:298). He describes these symptoms thus: as being under- and malnourished, living in miserable housing conditions and having bad sanitary and unhygienic conditions, which make them very susceptible to diseases. The general health is also worse than that of the rest of the population. In addition, the poor lack even the most elementary education. As result of bad health conditions and inadequate education, the poor are generally less productive than the rest of the population. For these reasons they are poorly paid when employed and unable to exploit the opportunities available through self-employment. Thus they continue to have small incomes and, consequently, their

purchasing power remains highly inadequate. They are, in other words, screwed down in poverty and conditions where their basic needs are not satisfied.

The whole process is repeated continuously and the situation of the poor can be characterised as a vicious cycle – a poverty circle, as illustrated below:

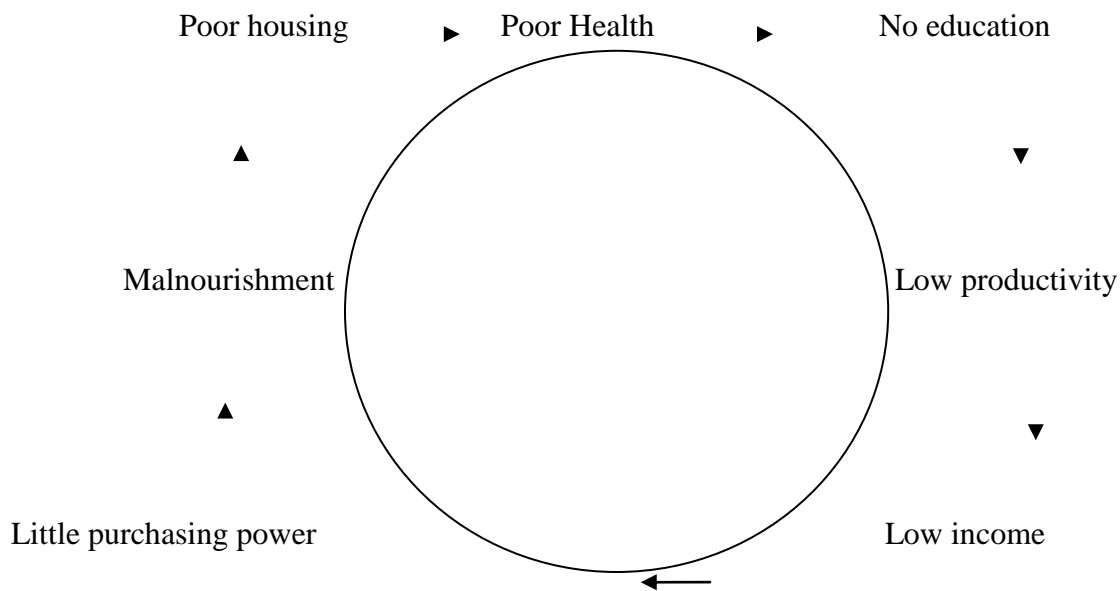


Figure 1: The vicious circles of economic poverty (Source: Martinussen, 1997:299)

The use of the poverty circle as a framework for studies is based on the assumption that to design a better policy, it is essential to understand the complex reality facing the poor. The definition, perspectives and approaches to poverty have moved from the uni-linear framework to a multi-dimensional perspective, coupled with a call for the inclusion of socially diversified development strategies with built in poverty alleviation measures, towards combinations where the poorest are

not seen as passive receivers of aid, while the majority of them are supported as producers who make a net contribution to aggregate growth. According to Chambers (1983), the unravelling of the complexity and diversity of poverty, compared to poverty alleviation measures, has shown that neither policy makers nor professional staff has a proper understanding of rural poverty and the biases against contact with and learning from the poor people in the countryside. Again, these insights to poverty also led to sharp criticism towards economic growth strategies and development theories as failing to give attention to social inequality, and social implications of the growth processes as a central issue, hence challenging the credibility of the World Bank and International Labour Organisation's anti-poverty measures.

This initiated the call for comprehensive measures targeted at the poor and unemployed – measures that involved a diffusion of capital and other resources, instead of the concentration to which mainstream economic theories had given priority (ILO, 1970). In this context, the core point of the basic needs approach as an attempt to provide opportunities for the full physical, mental and social development of the human personality continues to receive attention in development agenda. Hence, the three types of basic needs that tend to occur in line with the basic needs strategy formulations include:

Firstly, the individual human beings' and families' need for food, shelter, clothes, and other necessities of daily life; secondly, access to public services such as drinking water, sanitation, health, and education; and thirdly, access to participate in, and exert influence on, decision making both in the local community and in national politics (Martinussen, 1997). For the first time, what is considered the service delivery for the poor in recent years started to emerged but has been pursued under the concept of poverty alleviation. Considering the multi-dimension

perspective of poverty, the core framework of the basic needs approach is that it is a special development strategy designed to assist specific target groups to break out of poverty.

2.5 Poverty alleviation towards the 1980s

Towards the end of the 1980s, attention to poverty reappeared on the international agenda after the detrimental effects of the structural adjustment programmes were uncovered by studies conducted by UNICEF and UNDP. The same studies also prompted the World Bank to revise its poverty programmes to three main elements: (a) productive use of the poor's most abundant asset, that is labour, through the introduction of more labour intensive technologies and other strategies for creating better opportunities for employment; (b) improved access to basic social services, including primary health care, family planning, nutrition and primary education; and (c) direct assistance to those worst off, who cannot be reached through other programme elements (World Bank, 1990).

2.5.1 World Summit for Sustainable Development

The international debate on poverty was further resuscitated by the World Summit for Social Development held in Copenhagen in 1995. The highlights of the programmes adopted at the meeting made reference to both economic and political aspects of poverty, reinforcing the fact that the eradication of poverty requires universal access to economic opportunities, which will promote sustainable livelihoods and basic social services as well as special efforts to facilitate access to opportunities and services for the disadvantaged. However, it further stresses the

importance of involving the poor themselves in the elaborations of detailed strategies that should be built on their own experiences, livelihood systems and survival strategies.

2.6 Poverty Alleviation – Ideas of Michael Lipton and Simon Maxwell

In the literature of poverty alleviation, the ideas proposed by Michael Lipton and Simon Maxwell have also gained prominent attention. Based on Lipton's study of poverty, both Lipton and Maxwell emphasised three central elements in poverty alleviation strategies:

Firstly, a commitment to labour-intensive production aimed at increasing the assets, employment and income of the poor. The rationale of the argument is that a realization of the potential abilities and the potential entrepreneurship of the poor will often be the cheapest, fastest and most reliable path to growth. The second element consists of providing access to basic social services for as many poor people as possible, as a necessary precondition for releasing their potential. Thirdly, is the creation of a safety net for the poor, including food security and social security in general, as a guard against setbacks and to give these people security which is yet another precondition for releasing their creative potential (Lipton and Maxwell, 1992). From this analysis, it stands to reason that the provision of basic services is not new, but has been pursued with the aim of eradicating poverty and addressing social inequality.

2.7 International experience of social protection, provision of basic services towards poverty and inequality in developing countries

2.7.1 The case of Azerbaijan

Azerbaijan in the former Soviet Block is among the few countries that have introduced social protection programmes following the change from the centrally planned to a market-oriented economy. According to Habibov and Fan (2007:47), widespread poverty, sharp inequality and economic restructuring made social protection reforms an indispensable component of the development agenda during the transition to a market-oriented economy. Habibov and Fan (2007) explained that poverty in Azerbaijan was aggravated by the severe economic recession and the subsequent increase in informal employment opportunities, and tax evasion by many employed in this economy.

The failure to pay tax contributed to a reduction in tax revenues, which crippled sources of funds for the contribution to social assistance programmes, leading to the dwindling resources available for spending on social programmes. Hence Habibov and Fan distinguish between poverty before the transition and poverty after the transition, while Braithwaite (1995) indicates that poverty before the transition was homogenous demographically in character covering poor families with a large number of dependants, pensioners and mothers. This permitted the provision of social protection through categorical targeting based on easily observable demographic characteristics (e.g. number of children, age and marital status). Due to the

centrally planned economy where everyone worked for the government, verification was not difficult. During the transition and recession, poverty became more heterogeneous, and the demographic characteristics were no longer the key determinant for qualification for social grants (World Bank, 2003a).

Using a nationally representative survey, Habibov and Fan (2007) study examined the performance of social protection in Azerbaijan from the perspective of poverty reduction. The empirical evidence presented demonstrated that social protection programmes have an important impact on poverty reduction. On the contrary, it also came to light that the system had several limitations; firstly, a significant proportion of the poor population was not covered by the social protection, secondly; the poor typically received smaller share of the total benefits than the non-poor; and lastly, most social transfers were too small to lift households out of poverty. In conclusion, it was recommended that the current system needed to be strengthened by the introduction of a new system that would be specifically directed towards poverty alleviation.

2.7.2 Decentralization, politics and service delivery in Mexico

The work of Salazar (2007) in Mexico was based on the politics of the decentralisation process in Mexico, in which a number of authors examined the limitation of the process and the impact of the process on service delivery in three broad sectors: health, education and social infrastructure. The study was based on secondary materials. The major finding of the report was that decentralisation reshaped the political dynamics within the federal arrangement and, therefore, had a profound impact on the once-centralised federal system in Mexico. It introduced

a new funding system that was more transparent, more efficient and less discretionary. At the same time sub-national government became more responsible for the provision of most of the public services, although complete and effective service delivery and the equity objective are yet to be achieved. It believed that while decentralisation has shown progress in the country, the promise of greater efficiency and responsiveness can only be realized if Local Government can be held accountable, especially for low-income citizens.

2.7.3 The emergence social assistance in China

Leung (2006) article outlines and examines the development social assistance programmes in China. Hence the article focuses on the design and implementation trends to the highly prioritised establishment and institutionalisation of the programme. In a society that is becoming increasingly pluralist, designing a coherent and overarching social protection that covers retirement, medical care, unemployment, and poverty alleviation remains a challenge.

The outcome of the social assistance programme is administratively and community based. Even though it is designed as a right-based programme, local and neighbourhood governments have substantial discretion to determine eligibility and entitlements. The programmes cover a mixed group of low income people, including the unemployed, older people, the sick, and the disabled. Other complementary support includes housing, medical care, education, employment, and personnel social assistance which is largely underdeveloped, inadequate and not institutionalised.

In addition, the emergence of the social assistance programme in China was triggered off by the increasing inability of the employment-based social security system to meet challenges of long term unemployment and an ageing population. Compounding the situation is that urban poverty has been aggravated by the rising layoffs and costs of social services, including medical care, education and housing. It concluded that the development of the social assistance programme draw attention to the need to reform the largely inefficient and ineffective housing and medical care programmes for the low income population.

2.7.4 Rural population and social security in Brazil

The above study was the collaboration of three institutions: the National School of Statistics, the Brazilian Institute of Geography and Statistics (ENCE/IBGE), Brazil; the National University of Rio de Janeiro (UFRJ), Brazil and the Institute of Applied Economics and Social Research, (IPEA), Brazil was co-authored by Beltrao, Pincheiro and Barreto de Oliveira.

1923	Eloy Chaves law	Creates a pension and survivor benefit system for railroad workers (Decree 4682)
1945	Organic Law of Social Institutode Services (decree 7525	Create the Brazilian Social Service Institute (ISSB-services sociais do Brasil)
1955	Law 2613	Create the rural social service (SSR-Servico Social Rural)
1962	Delegated law No. 11 SSR	Integrated into the Department of Angrian Policy (SUPRA-Superintendence de politica Angraria)
1963	Law 4214 - Rural Workers Edict (Estatuto do trabalhador rural)	Creates the fund for social security and assistance of workers
1967	Decree Law 276	Reformulates theRrural Workers Edict
1969	Decree Law 564 (Plano-Basisco)	Creates the basic plan of the social security system Da Previdencia Social)
1971	Complementary Law 11 Assistance	Extinguishes the Basic Plan and Replaces it with the Programme for Rural Workers (Pro-Rural-Progama De Assistencia ao trabalhador Rural)
1972	Decree 71498	Pro-rural benefits extended to fishing workers.
1974	Law 6179	Social security benefits encompass people older than 70 years and permanently incapacitated for work with no other source of income
1974	Law 6195 Disability	Social security benefit eligibility widened to include insurance for rural workers.
1975	Decree 75208 Prospectors	Pro-Rural benefit extended to self-employed mineral prospectors.
1975	Law 6260 Rural	Rural employees included among beneficiaries of the fund and become eligible for following benefits: old-age and disability pension, survivors' benefit, funeral expenses, medical and social assistance and professional readapt.
1977	Law 6439 Social	Creates the national security and assistance system (Sinpal-sistema nacional de previdencia e assistencia)
1988	New Constitution	Set up new parameters for the rural population as well as in practice universalizing benefits for the entire rural population. Men and women were given equal access.
1991	Law 8213	Modifications introduced by the Constitution become totally binding

Figure 2: Rural population and social security in Brazil: An analysis with emphasis on constitutional changes. **Source:** International Social Security Review, Vol. 57, 4/2004

The article analysed the situation in the Brazilian rural population with respect to social insurance and social assistance. The report outlines rules with regard to the eligibility conditions and benefits values for the rural population as defined by the Constitution as Brazil created a

pension for rail road workers in 1923. In 1955 they created rural social service. In 1988 they practised universal benefits for the entire population whereby women and men were given the same equal access as illustrated in figure 2.

2.8 Implementation of government welfare grants and provision of basic services towards poverty alleviation in South Africa

Over the past number of years numerous studies have explored the extent and depth of poverty in South Africa. Such studies highlight the 1990s as a decade in which the new government had to operate in an economy marked by stagnant growth, high unemployment and widespread poverty since the turn of the century (National Spatial Development Perspective, 2006).

In South Africa, the provision of social grants and free basic services to the poor and most vulnerable in society over the past decade has become the central focus of the National and Local Government strategy towards poverty alleviation. Consequently, housing and free basic services in the form of access to water and sanitation, toilets, and electricity are measurement indicators of how well Local Government is meeting the basic needs of the poor. Altogether, provision of social grants, housing and free basic services construed under the banner of service delivery are policies designed at the national level (Mhone, 2003; Habib and Kotze, 2003), but decentralised to local municipalities' for implementation. These are in line with the mandate that municipalities derived from the Constitution of the Republic of South Africa, 1996 (Act No.108 of 1996) that provides as follows: Provision of democratic and accountable Local Government,

ensure provision of services to communities, provide a safe and healthy environment and encourage the involvement of communities.

All the four mandates are pursued through the Integrated Development Plan (IDP) of municipalities. Hence, IDP supersedes all other plans that guide development at the Local Government level. The IDP is regarded as a single, inclusive plan for the development of the municipality which links, integrates and coordinates plans and takes into account proposals or the development of the municipality; aligns the sources and capacity of the municipality with the implementation of the plan and forms the policy framework and general basis on which annual budgets must be based. Hence the IDP is the strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality.

However, the past few years have witnessed violent demonstrations by local communities in some municipalities over poor and non-delivery of services, hence exposing the capacity of some municipalities to the delivery of services in their constituencies. In contrast to these situations, the pessimistic argument in support of the IDP is that it will open up spaces not only for the empowerment of the poor but also for the consideration of the voices and interests of the more marginalised in the IDPs. In relation to this, questions of how the poor can influence decisions in the planning to ensure effective implementation of service delivery toward poverty alleviation, have now become central to improving the capacity of local municipalities. Poverty caused by the injustices of the apartheid regime and attempts to meet the target set by the millennium

development goals are the main driving force underlying service delivery in South Africa. This is not to indicate that there is consensus among all political parties on how poverty should be defined and addressed. Therefore, fighting poverty and inequality is directly dependent on competing ideological underlying poverty held by the different stakeholders. Hence, in South Africa, poverty is differently defined by: politicians, development practitioners, trade unions and non-governmental organisations, but the vulnerable and poor in the society are the common target of all poverty alleviation strategies. Despite the difference in perspectives, the restoration of the socio-economic rights for all South Africans is enshrined in the Bill of Rights that binds all organs of the state towards a common agenda in fighting poverty in all its forms. To arrive at this common goal the Constitution established a range of socio-economic rights for all South Africans. These include:

The right of access to adequate housing, health care services, including reproductive care services, the rights of access to sufficient food and water; and the right of access to social security, including appropriate social assistance (Constitution of the Republic of South Africa, 1996, Act No: 108 of 1996)

The overall thrust of these rights is primarily to assist the poor by protecting and advancing their social and economic interests (Steytler, 2003:4) in Local Government Bulletin, Vol.5 Issue 5, November 2003). These socio-economic rights are premised on the argument of distributive justice that all individuals should receive an equitable share of social resources (Pottie, 2004).

In order to facilitate the realisation of these rights a number of laws have been enacted including the following:

2.8.1 Integrated Development Plan

Together with the four mandates, municipalities are also compelled to pursue the development agenda of the local municipality through the Integrated Development Plan (IDP). The IDP is regarded as a single, inclusive plan for the development of the municipality which links, integrates and coordinates plans and takes into account proposals or the development of the municipality; aligns the sources and capacity of the municipality with the implementation of the plan and forms the policy framework and general basis on which annual budgets must be based. Hence the IDP is the strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality. Hence, the IDP supersedes all other plans that guide development at Local Government level.

According to the DBSA (2000:6) as quoted in Davids, et al (2009:144), this holistic perspective to develop an IDP entails the need for a municipality to have a vision on which its mission will be construed. Hence, the need for external and internal environmental scans of the municipality; which results in a status quo analysis or a current reality profile.

According to Harrison (2002:1), the main benefits derived from the IDP are:

“The establishment of linkages within municipal structures and among other stakeholders outside the municipality; the development of a more participatory form of municipal management; an appreciation for addressing the basic needs of communities; a greater appreciation for issues such as LED/PPP; gender and development; increased municipal ownership of the planning process; better-informed budgetary processes; strategic information gathering and analysis”

It is through this lengthy process that municipalities provide for the basic needs of the people – thus housing, water, sanitation, refuse and waste removal, electricity and energy. These four basic services are the mandate of Provincial and Local Government. DBSA (2000) cautioned that the IDP will fail if departmental plans do not link with the macro-plan as formulated by the IDP. In holistic planning, the parts are not bigger than the whole.

2.8.2 Defining Services Levels

The Department of Co-operative Governance and Traditional Affairs has identified three levels of services as follows: below the basic level commonly defined as backlogs, basic level of services and high level of services as illustrated in the table below:

Service	Category 1 Higher level of Service	Category 2 Basic level of service	Category 3 Below basic level (backlog)
Water supply	Piped water inside dwelling	Piped water inside yard Piped water within 200m	Piped water further than 200m Spring Rain water tanks Dam/pool/stagnant water Water vendors
Sanitation supply service	Flush toilet connected to sewerage system	Flush toilet with septic tank Pit latrine with ventilation	Chemical toilet Pit latrine without ventilation Bucket latrine No sanitation facility
Refuse removal	Removal at least once a week	Communal tap	Removal less often Communal refuse dump Own refuse dump No rubbish disposal
Electricity supply	Connected to the grid	Connected to the grid	Gas Paraffin Wood

Figure 3: Basic level of services. **Source:** Report of Basic Services 2009/10. Department of Co-operative Governance and Traditional Affairs (COGTA)

The least desirable level of services are those in category 3 which are below the basic level or backlogs. Unfortunately, these were the kinds of services the post-apartheid government inherited. Therefore, to ensure that the basic needs of communities are met, municipalities must graduate from category 3 (backlogs) to at least category 2(basic level of services).

2.8.3 Basic Municipal Service

In order to give effect to the constitutional mandate of meeting the basic needs of the community, development by Local Government entails, as a minimum, the provision of basic municipal services, which the Municipal Services Systems Act defines as: “municipal services that are necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger the public health or safety or the environment. This includes water, sanitation, local roads, storm-water drainage, refuse collection and electricity (Local Government Framework, 2007).

2.8.4 Government Policy on Free basic services

The democratic government of the Republic of South Africa introduced the free basic services policy when it came to power in 1994. The aim of the policy is to ensure that there is at least a basic level of municipal services to all households. Basic services, again, are defined as “the basic minimum amounts of services that are required in terms of health and environmental considerations”.

The policy classified water and electricity as free basic services. The Department of Water Affairs and Forestry then adopted a policy principle that at least six kiloliters per household per month should be provided free from 1 July 2001. In addition, from 1 July 2003, free basic electricity/energy of 5K Wh/50kWp per household per month should also be provided, prioritising poor households. Next in line in terms of the free basic services were sanitation and refuse removal.

2.8.5 Municipal policy on the indigent

Municipal policy on the indigent is another attempt by the national government to alleviate poverty by focusing on the delivery of municipal services and community facilities to poor households and areas. (Municipal Systems Act, No. 32 of 2000) reinforces this as a municipal obligation towards the realisation of the Constitutional obligation relating to the socio-economic rights of the people. The indigent policy mandates municipalities to prioritize the basic needs of the local community in ways that all its members have access to at least a minimum level of basic services. Accessibility in this context is about making services available, affordable and convenient to use. Hence the role of the policy was to ensure that the poorest members of society were not excluded from gaining access to basic household services. The responsibility is placed on the municipalities to set, monitor, measure and review their performance targets relating to the indigent policy.

There is no set policy for every municipality to adopt but the basic components relating to the policy is in the municipal system that municipalities must comply with. The Municipal Systems Act stipulates the municipal tariffs, the credit control and debt collection policies as key components of the indigent policy. Therefore, it requires every municipality to adopt a by-law to give effect to the implementation and enforcement of their tariffs policies. Given that, one major obstacle to access to services is affordability of tariffs that apply equally to all users, excluding the indigent. This call for the every municipality to develop differential tariffs to be implemented in addition to measures that will ensure that poor households are excluded from access to basic services. Reference is made to tariffs that cover operating and maintenance cost only; special

tariffs of lifeline tariffs for the low levels of use and consumption of services or for basic services; methods of cross-subsidisation (Greater Giyani IDP, 2008/2011).

The municipal credit control and debt management policy must also provide special rules for the indigent. In this respect, mechanisms should be provided to relieve people who are in arrears so as to ensure they are not denied services solely because they cannot pay. The credit control by-law must outline the qualification for debt relief by providing specific income indicators to define who qualifies as being an 'indigent'. It must also indicate the nature of relief available to individuals requesting relief.

The indigent policy includes firstly, the identification of the beneficiaries. Residence will formally apply and qualify for indigent relief according to criteria laid down by the Council. The laid down rules must be based upon the demographics profile of the population of the municipality. The decision as to who qualifies as indigent is generally based on the combined or joint gross income of the household; secondly, the responsibility rests on the municipality to define the type of services that will be regarded as basic as well as the level of services needed. Lastly, is the type and extent of relief that will be offered to those who cannot afford to pay for a basic level of municipal services. For instance, some municipalities offer free services, while others partially subsidise services through the reduction in tariffs rates. The municipal council has the overall responsibility for devising and approving an indigent policy, while its implementation and maintenance are the responsibility of the municipal manager.

2.8.6 The right to adequate housing and the Provision of RDP houses

As part of the socio-economic rights enshrined in the Constitution of South Africa, “everyone should have access to adequate housing’ and the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this rights (Constitution 1996a; S. 26(1)(2)). According to Pottie (2004:607), “in order to facilitate the realisation of these rights the ANC adopted an income based capital subsidy scheme as the basis of its approach to low-cost housing referred to as Reconstruction and Development Program (RDP) housing. Beginning with project linked subsidies that required applicants to be members of a housing project, followed by the introduction of individual subsidises, credit linked subsidises, and institutional subsidies to supporting co-operatives housing, the ANC’s housing policy has grown in complexity”.

In order to qualify for consideration the applicant should conform to the following criteria:

The applicant should be a South African resident, be married or cohabit habitually with another person, have the legal competent to contract and be able to acquire residential title to a residential property in the form of ownership, leasehold, or deed of grant.

The income bands, illustrated in the table below, defined the level of subsidy available to applicants:

Household income (Rand, monthly)	Subsidy amount (Rand)
<800	15 000
801 – 1 500	12 500
1 501 – 2 500	9 500
2 501 – 3 500	5 000

Figure 4: Income bands. **Source:** Department of Housing, Annual Report 1995 (RSA 1996b)

Since the inception of the housing subsidy, most the subsidies have been granted to project-linked applicants in the lowest income bracket. Over the years the subsidy scheme has undergone significant changes in terms of the qualifying income bands and increases in the subsidy. Currently, those earning less than R15 000 a month receive a subsidy of R23 100, those earning R1 501- R2 500 receive R14 200, and those in the top band of R2 501 – R3 500 band receive R7 800. In addition to the subsidy provision, the housing programme offers security of tenure to South Africa's poor in the hope of the building of property markets and equity among the poor. The majority of homes built through the capital subsidy have been developer driven, in addition to organised small-scale savings associations and self-building groups comprising primarily of women-headed households.

Since the launching of the housing programme in 1995, an estimated number of about seven million households have qualified for some form of housing assistance. According to Pottie, against the background of relative poverty, the government set the goal of building one million homes in the first five years of government, with the housing expenditure promising to rise by 5 per cent of the national budget and a model of 'people driven' development challenging the hold of the banks and private-sectors developers. This absolute goal of building one million houses had been met by the year 2000, although the housing backlog is estimated at three million, and continues to grow.

2.8.7 Social Security Grants in South Africa

The social security in South Africa is a right enshrined in the Constitution. The Bill of Rights (Chapter 2) indicates in section 27 that every person has the right of access to ... social security, including, if they are unable to support themselves and their obligation, appropriate social assistance, and ...the state must have taken reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights.

In addition to upholding the social security right of the people, the other main objectives of the government sponsored social security system were firstly, to immediately reduce poverty among groups who are expected to participate fully in the labour market, and are therefore, vulnerable to low incomes; the elderly, those with disabilities, and children. The second objective is to increase investment in health, education and nutrition, so as to increase economic growth and development.

Currently, there are five social security grants in South Africa: the State Old Age Pension, the Disability Grant, the Child Support Grant, the Foster Child Grant and the Care Dependence Grant. Eligibility of each grant is dependent on an income-based test. The grants are financed through general tax revenues, collected on a national basis. The amount paid has increased significantly over the years, while the coverage of the Child Support Grant has expanded, from all children below fourteen years. The grants are implemented and administered by a separate government agency, the South African Social Security Agency.

By 2003, approximately seven million South Africans, out of the total population of 45 million, received one of these grants. Total spending in 2004/05 amounted to ZAR41 billion (approximately US\$7 billion), which represented 10.2% of the total government spending, and 3.1% of GDP (Policy Brief, 2006).

Recently, government has reiterated the challenge posed by the social grant and has indicated although as anti-poverty measure, that it should be seen as a temporary measure to address basic needs and again the country cannot continue to have people depending on social grants since only people who are really in need should get them. Addressing delegates at the National Economic Development and Labour Council (Nedlac) annual summit in 2009, President Zuma indicated that about 13 million people currently receive social support grants in South Africa, a number he indicated the country should not be proud of.

2.9 Implementation of Social Support and Free Basic Programme

The above literature has shown how countries respond and have designed different systems to address poverty and other social problems in their countries. This attracted a number of debates and research in those countries as demonstrated under the section on the international experience. Similar experience exists in the literature of South Africa. Writing under the topic: “A better life for Service delivery and poverty alleviation”, Hemson and Owusu-Ampomah (2005:511), indicate that “service delivery in South Africa looms large in political discussions and evaluation of government’s achievement. In President’s speeches it has become the critical focus of human development and a measure of effective government”.

In the case of service delivery in South Africa, existing research and publications have been based on the following: achievement of service delivery over the past ten years. In this regard Hemson and Owusu-Ampomah (2005:513), point out that when compared to other developed countries, in South Africa, service delivery encompasses a broader definition and greater urgency. They indicate that it is associated with the direct provision of a service which meets the needs of individual older persons and/or caregivers. It includes not only the ability to provide users with services needed or demanded, but also a sense of redress, attempts to raise the standard of living of the majority and confirm their citizenship in the new South Africa. “In a society of growing inequality and uneven advances in education and training, service delivery is seen at times, as an instrument for leaping over the contradictions and ensuring a ‘social contract’ with the people”, their report added.

Thomspson and Nleya (2008:115) indicate that “service delivery in poor communities has become one of the central focus points of local governance strategies in South Africa, if not the central focus of addressing poverty in policy terms. Housing, water and sanitation and electricity remain the centre stage with regard to measuring how well Local Government is meeting the needs of the poor, even while the responsibility for designing these policies is usually at national level (Mhone, 2003; Habib and Kotze, 2003). In this context, Thomspson and Nleya’s (2008) article focuses on the linkages between the global policy on environment on poverty alleviation through services delivery. The research, with reference to one Khyayelitsha township in the Western Cape, concluded that although access to water and sanitation has improved over the last fourteen years, access to such basic services is in itself insufficient to substantially raise the

quality of life of poorer communities. There is a concern that water and sanitation cannot be seen in isolation from other services, including basic infrastructure, and housing.

Mubangizi (2008), in her article “responses to poverty in post-apartheid South Africa: have some reflections” that drew attention to other measures of poverty, which she indicated as expanded public works programmes and community-based pilot poverty alleviation. In alluding to this fact, Kwaw points to the challenges facing organised community projects to alleviate income poverty in the Limpopo Province.

Pillay (2007) sees poverty alleviation as an impetus of the social security system in South Africa. In terms of expenditure, he described the system as the largest anti-poverty instrument in the post-apartheid years. After having undertaken an excursion of the various types of grants i.e. old age pension, child support grant, the foster care grant, the disability grant and the care dependency grants, he is of the view the social security net complies with all the rights to a decent standard of living, food, housing, health, protection, education and hence these seek to impact on the living conditions and income levels of the recipients. However, the changing demographics largely as a result of falling fertility rates and migration, he sees the spread of HIV/AIDS as creating a gap in the social welfare system and health system. There is little recognition of households that are forced to care for the dependent of family members who have died of AIDS, but who are of an age that does not qualify for child support grant. In this regard the most serious concern are the gaps in the targeting, specifically the disadvantaged working age unemployed people who are excluded from any social assistance. In addition, many eligible children and households lose out on the grants as they do not have the time or resources (e.g. bar-

coded birth certificates) to apply for them. In a situation where less than half of South African children do not have birth certificates, it is virtually impossible for many poor families to provide all the documentation necessary to apply for grants. Hence he concludes that social grants do not embrace all the poor.

The current literature or research on social welfare grants and free basic services i.e. water and sanitation, electricity, housing and indigent support under the banner of service delivery have taken a separate components with little recognition that recipients or households are entitled or likely to get all benefits at a go, left gaps in the impact of the service delivery.

In this regard little is known about the implementation of the total package of the service delivery in communities where the entire households are recipients or beneficiaries, while some members in the same communities are also left out for unknown reasons. Therefore, by focusing on the implementation of social grants and free basic services at Mapuve village in the Greater Giyani Municipality, the study will investigate the implementation of the social grants and free basic services as a way of alleviating poverty. Mapuve is one of the poorest villages in the Greater Giyani Municipality and lacks all the socio-economic rights enshrined in the Constitution. Therefore, by investigating the implementation of the social grants and free basic services, the focus will be on exploring whether implementation alleviates poverty. In this study the total services under the banner of service delivery, thus, social grants and free basic services i.e. provision of water, sanitation, housing, electricity, and refuse removals contributes to poverty alleviation.

2.10 Detailed research questions

The overarching research question revolves around the fact that the implementations of welfare support and free basic services have the potential to alleviate poverty and reduce inequality. Concomitant to this are the issues that relate to their potential to improve livelihoods of communities and the extent to which they satisfy the basic needs of the poor, as enshrined in the Constitution. Therefore, the following questions can be posed: Can the current interventions uplift the community of Mapuve from below the basic level (also termed the backlog) to a basic level of service provisioning (commonly defined as RDP standard)? How can the participation of the community be translated into action in terms of the IDP? To what extent can best practices in other countries be implemented in the South African context? Finally, how can findings from this study be used for future planning by municipalities, policy makers and the government to enhance the implementation of the social welfare grants and free basic services in rural area?

2.11 Conclusion

This chapter presented the existing literature on the implementation of social welfare support and provision of free basic services. It outlined four sections of which the first commenced with the competing theoretical views on the design of development strategies. The second engaged the reasons why social inequality persisted for such a long time before gaining the attention of development architects.

The final section considered the view on the international experience of countries that have embarked upon social protection and provision of basic services. The focus was on countries such as Azerbaijan in the former Soviet Block; Mexico; China and Brazil. The fourth section presented the actual implementation of government welfare grants and provision of free basic services in South Africa. The focus in this section was on National and Local Government Strategy towards poverty alleviation. Consequently, provision of welfare grants and free basic services in the form of access to electricity, water and sanitation measure the indicators of how well Local Government meets the basic needs of the poor.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

The aim of this chapter is to present the methods used in this study. It started off by presenting the design of this research, the study area, population, sampling method used, data collection method and analysis. The last part of the chapter presents the ethical considerations.

3.2 Research design

The study was designed as a case study within a qualitative framework. Within this approach it is intended to understand a national problem but at a local level, where many of the impoverished people live. The design will include participants-observation research, which (Neuman, 1991) explains as a qualitative approach in which the researcher directly observes and participates at a small-scale.

According to Vaughan (1992), as quoted in Neuman (1991), case studies help researchers connect the micro level, or the actions of individual people to the macro level, or large scale social structures and processes. The logic of case study is to demonstrate a causal argument about how general social forces shape and produce results. The choice and rationale for the research design is that the effects of the government social welfare grants and free basic services are designed at national level and implemented at the local level. As poverty alleviation programmes it can be examined at the local level to show how they shape poor communities and improve the quality of their lives.

In this context the focus of the study was the provision of government social welfare grants and free basic services and how they have contributed to improve the lives of the poor. The units of analysis are the beneficiaries and non-beneficiaries of RDP houses, electricity, water and sanitation.

3.3 The Study Area

The research was undertaken at Mapuve village in the Greater Giyani Municipality (Appendix A) in the Limpopo Province (Appendix B). Mapuve village is about 28 kilometres from Giyani, the administrative capital of the municipality. Mapuve is a rural village with a population of about 2500. It exhibits a homestead settlement pattern, which previously was without free basic services such as electricity, water and sanitation.

Subsistence farming is the dominant activity in the village due to the high unemployment which is in excess of 80%. The average household income is unknown. These conditions justified the choice of the villages for the provision of social grants and free basic services. Currently, about 150 community members have been allocated RDP houses, while a significant number are still on the waiting list.

3.4 Population

The total population of the villages is estimated to be 2 500. Among the total population about 150 have been provided with RDP houses. The target population for this study will be the 150 community members comprising of beneficiaries and non beneficiaries of RDP houses, some of whom are recipients of social welfare grants and free basic services at Mapuve.

3.5 Sampling Method

The target population of 150 community members was the focus of the study and from that the number sample size of 54 members was drawn. The simple random method, which is a probability type of statistical sampling approach, was used in the selection of the 16 RDP households, 15 and 22 from traditional and planned houses respectively.

3.6 Data Collection Methods

The data collection began with the design of questions on issues relating to the: implementation of government social welfare support grants and free basic services; the demographic profile of recipients and non-recipients of social welfare grants and free basic services; the experiences that recipients and non-recipients of RDP houses encounter during the application and processes leading to the allocation of RDP houses; the level of services in households of RDP recipients and non-recipients; how recipients of government social welfare grants use the grants; and the challenges faced by recipients of welfare grants and free basic services.

Closed and open-ended questions were used to solicit information from the participants in the study. The questionnaire (Appendix C) was written in English but was translated and administered in XiTsonga, the local language in the village. The fieldworkers were trained in the interpretation of the questionnaire to ensure consistency in administering the questions. The researcher and fieldworkers who knew and understood XiTsonga language participated in the data collection. The researchers spend two days in the village conducting face-to-face interviews in the sample households. An observational technique was also used in the accumulation of data to supplement the information gathered using the structured questionnaire.

Secondary information was obtained from the Integrated Development Plan of the Giyani Local Municipality and the provincial and national government on the implementation of government social welfare grants and free basic services. The recipients of the services were provided with the opportunity to give their personnel account of their life experiences and to indicate the change they have witnessed in the improvement of their lives.

3.7 Data Analysis

The information gathered was captured and analyzed using the Statistical Package for Social Sciences (SPSS). The analysis of data using frequency tables and percentages were drawn. The descriptive analysis of the information contained in the table was undertaken in Chapter Four.

3.8 Ethical Considerations

In a social research, ethical issues are the concerns, dilemmas and conflict that arise about the proper way to conduct the research (Nueman, 1991). According to Mikkelson, a major ethical issue in conducting research using a survey is the invasion of privacy (Mikkelson, 1995). The researcher intrudes into a respondent's privacy by asking about intimate actions and personal beliefs, questions which go against the right to privacy. Another ethical issue considered was that of coercion. The respondents were allowed to participate willingly in the interviews, by so doing, giving informed consent.

Therefore, to conduct interviews in an ethical manner, questions have been posed in a way that preserves the dignity of the respondents, and that does not cause the respondents undue anxiety and discomfort. Above all, the respondents were assured of the confidentiality of data and their freedom to choose whether to participate or not. All these factors have been observed during the proposed study.

Finally, all limitations to the survey were reported, as such limitations affect the results and if not disclosed, may lead to policy decisions that eventually cause waste and unnecessary human hardship.

3.9 Conclusion

This chapter presented the method used in the study. It started off by presenting the design as a case study within a qualitative framework to assist the reader to understand the rationale for the research design, namely that the programmes for government social welfare grants and free basic services are designed at the National level and implemented at the Local level. It further gave the description of the area where the study was undertaken, its total population, as well as the target population for the study, which are community members who represent beneficiaries and non-beneficiaries of RDP houses, some of whom are recipients of social welfare grants and free basic services at Mapuve. The simple random method was used. The chapter also outlined data collection whereby various types of questions were designed on issues relating to the implementation of social welfare support grants and free basic services. The analysis of data

used frequency tables to indicate percentages. Lastly, ethical considerations were considered as it allowed interviews to be conducted in an ethical manner.

CHAPTER 4

PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

4.1 Introduction

The researcher's aim was to investigate the implementation of social welfare support grants and free basic services at Mapuve village, in an attempt to establish whether they contributed to improving in the quality of life of the people that was put to test. A sample size of fifty-four households out of one hundred and fifty was randomly selected. The questionnaire administered centred on the following key issues:

- (a) The demographic profile of recipients and non-recipients of social welfare grants and free basic services;
- (b) The implementation of the government social welfare grants and free basic services at Mapuve village;
- (c) The experiences that recipients and non-recipients of RDP houses encounter during the application and processes leading to the allocation of RDP houses;
- (d) The level of services in households of RDP recipients and non-recipients;
- (e) How recipients of government social welfare grants use the grants;
- (f) The challenges facing recipients of welfare grants and free basic services.

The objective of this chapter is to interpret the data gathered through face-to-face interviews with respondents in their households in an attempt to uncover the aggregate views and findings of the research. The data gathered was captured into the Statistical Package for Social Sciences (SPSS)

and analysed through frequency tables and graphs. The frequency, percentages and graphs of the aggregate data were construed as the findings and conclusion of the research. The report in this chapter is, therefore, aligned to the key issues covered in the questionnaire as outlined above, and consists of six sections.

4.2 The demographic profile of recipients and non-recipients of social welfare grant and free basic services

In South Africa, many hypotheses put unemployment as the major cause of poverty (Scott, 2002), and the most vulnerable people in this regard are women, and people with little or without any level of education. It also includes the children, aged and people with disabilities and women with dependents. The demographic profile (gender, age, education, income and employment) of these people are some of the indicators and targets of government social welfare grants and free basic services. A cross-tabulation of the sample size of the fifty-four households in Table 4.2.1 indicates that the respondents in the study cut across all categories of age groups at Mapuve: they include children, the youth, and adults in both male and female groups. Single families, divorcees and widows/widowers constituted about 59% the majority of the respondents.

Table 4.2.1: Gender, age group and marital status of respondents

Marital Status	Gender	Age Group (years)					Total
		10-21	22-33	34-45	46-57	Above 57	
Single	Male	3	2	0		1	6
	Female	4	5	3		1	13
	Total	7	7	3		2	19
Married	Male		3	4	1	3	11
	Female		2	4	1	4	11
	Total		5	8	2	7	22
Divorced	Female		1	2			3
	Total		1	2			3
Widower	Male			1	1	1	3
	Female			0	2	5	7
	Total			1	3	6	10

However, a cross-tabulation of the gender, age group and number of dependents of the respondents, as per Table 4.2.2, shows that respondents in the age group of 23–33 and 34–45 years have more dependents compared to those in the age category of 10-21 and 46 years above. Again, females have more dependents than males and this confirmed that females' role as care-givers of children and domestic activities in the households are common in rural areas.

4.3 The implementation of the government social welfare grants and free basic services at Mapuve village

The implementation of government social welfare grants and free basic services in disadvantaged communities represents the realisation of their socio-economic rights enshrined in the South African Constitution. According to Pottie (2004), this realisation is premised on the argument of distributive justice that all individuals are entitled to receive an equitable share of social resources. On the contrary, access to government social welfare grants is constrained by a number of factors: access to information, proof of identity, distance, time and cost of reaching offices where applications can be lodged, while free basic services depends on the capacity of the local municipality to provide those services.

Table 4.3.1 illustrates the number of political and development agents involved in the dissemination of information on government social grants and free basic services in the community. Community elected councillors and ward committee members represent the major source of information. This was not unexpected since councillors serve on different portfolio committees of the Municipality and they play critical roles in the development of integrated development plans of the municipality and have all the information required by their

constituencies. In addition, community development workers and traditional leaders also play an indispensable role as sources of information.

Table 4.3.1 Source of Information

Source of information	Frequency	Percent
Councilors	28	51.9
Ward committee members	7	13
Traditional leaders/Induna	4	7.4
Municipality	4	7.4
Community Development Workers	6	11.1
Relatives	5	9.3
Total	54	100

The role of all participating agents extended to assisting applicants to register an applicant, and to ensure that applicants have the right documents and meet the requirements to access the services in question.

In Table 4.3.2 attempts were made to identify the description of dwelling from which the respondents who do apply for government social welfare grants and free basic services were drawn. Considering the size of the village, a sizeable number representative of the different dwellings in the village participated in the study, although respondents from planned houses were larger than the others. Respondent dwellings represent another indicator for assessing the free basic services and government social grants in Mapuve.

Table 4.3.2 Description of Respondents' Dwelling

Description of dwelling	Frequency	Percent	Valid Percent	Cumulative Percent
RDP house	16	29.6	29.6	29.6
Traditional/Mud	15	27.8	27.8	57.4
Planned house	22	40.7	40.7	98.1
Other	1	1.9	1.9	100.0
Total	54	100.0	100.0	

4.4 The experiences that recipients and non-recipients of RDP houses encounter during the application and processes leading to the allocation of RDP houses

In this section attempts were made to assess the experiences that recipients and non-recipients of RDP houses encountered during the application and processes leading to the allocation of RDP houses during the implementation stage in the village. The assessment was based on three indicators that also represent common untested perceptions that some members of the community hold with regard to the RDP houses. These are whether the application and processes leading to the allocation of RDP houses are open and transparent, corrupt, or need to belong to the ruling political party and whether applicants are provided with adequate information to understand their rights and obligations. These responses were cross tabulated with the description of the dwellings of the respondents as follows:

Table 4.4.1 Respondents' dwellings and views on their encounter with the application process and allocation of RDP houses

Description of dwelling/ Respondents' views	Open and transparent			Total
	Agree	Disagree	Don't know	
RDP house	7	7	2	16
Traditional/Mud	5	6	4	15
Planned house	12	5	5	22
Other	1	0	0	1
Total	25	18	11	54
Percent	46.3	33.3	20.4	100

Table 4.4.1 demonstrates mixed opinions and views that the respondents from different households hold towards the application and allocation of RDP houses. About 46.3% of the total respondents held the view that the process was open and transparent compared to the 33.3% who disagreed. However, there was an equal split of opinions and views from respondents drawn from RDP houses with an equal number agreeing and disagreeing that the process was open and transparent.

Table 4.4.2 Respondents' dwelling and views on their encounter with the application process and allocation of RDP houses				
Description of dwelling	Corrupt			Total
	Agree	Disagree	Don't know	
RDP house	6	10	0	16
Traditional/Mud	3	7	3	13
Planned house	4	13	7	24
Other	0	1	0	1
Total	13	31	10	54
Percent	24.0	57.4	18.5	100

The responses as illustrated in Table 4.4.2 above, indicated that an overwhelming majority of 57.4% disagreed that their encounter with the application and process and allocation of RDP houses was corrupt. It could mean that no bribe was paid to any office bearers facilitating the process. Quite interesting were the views of respondents in planned dwellings, who contend that the process was not corrupt because they hardly had any encounter with the process.

Table 4.4.3 Respondents' dwelling and views on their encounter with the application process and allocation of RDP houses				
Description of dwelling	Need to belong to a political party			Total
	Agree	Disagree	Don't know	
RDP house	5	11	0	16
Traditional/Mud	4	7	4	14
Planned house	1	13	8	22
Other	0	1	0	1
Total	10	32	12	54
Percent	18.5	57.4	24.1	100

Again, as illustrated by Table 4.4.3 above, an the overwhelming majority of respondents, equal to 57.4%, disagreed that one needs to belong to a political party, that is, the African National Congress, to be allocated an RDP house. Even respondents who were beneficiaries of RDP houses also disagreed with this.

Table 4.4.4 Respondents' dwelling and views on their encounter with the application process and allocation of RDP houses				
Description of dwelling	Adequate information is provided to applicant			Total
	Agree	Disagree	Don't know	
RDP house	9	5	2	16
Traditional/Mud	2	9	4	15
Planned house	7	8	7	22
Other	0	1	0	1
Total	18	23	13	54
Percent	33.3	42.6	24.1	100

With regard to whether adequate information was provided to applicants during their encounter with the application and process and allocation of RDP houses, the respondents occupying RDP houses had different views and opinions. Although nine agreed that adequate information was provided, five disagreed. The latter opinion, was held by the majority of the respondents (about 42.6%), especially by non-recipients of RDP houses. Hence, it could be hypothesised that access to information could constrain residents' intent to apply for RDP houses. In addition to these views and opinions, councilors and ward committee members contend that not everybody who applies for an RDP house is allocated a house due to the limited resources at the disposal of the Municipality. The Municipality's inability to provide every applicant with an RDP house is the major contributing factor to different views and perceptions held towards the application process and allocation of RDP houses.

4.5 The level of services in households of RDP recipients and non-recipients

The Department of Co-operative Governance and Traditional Affairs identifies three levels of services as follows: below the basic level commonly defined as backlogs, basic level of services and high level of services as illustrated in the figure 4 below:

Service	Category 1 Higher level of Service	Category 2 Basic level of service	Category 3 Below basic level (backlog
Water supply	Piped water inside dwelling	Piped water inside yard Piped water within 200m	Piped water further than 200m Spring Rain water tanks Dam/pool/stagnant water Water vendors
Sanitation supply service	Flush toilet connected to sewage system	Flush toilet with septic tank Pit latrine with ventilation	Chemical toilet Pit latrine without ventilation Bucket latrine No sanitation facility
Refuse removal	Removal at least once a week	Communal tap	Removal less often Communal refuse dump Own refuse dump No rubbish disposal
Electricity supply	Connected to the grid	Connected to the grid	Gas Paraffin Wood

Source: Report of Basic Services 2009/10. Department of Co-operative Governance and Traditional Affairs

The least desirable levels of services are those in category 3 that are below the basic level or backlogs. These were the kinds of services that are common in many rural areas in the Giyani

Municipality, of which Mapuve is no exception. Therefore, the provision of free basic services is to ensure that the basic levels of communities are met, meaning, all communities must graduate from category 3 (backlogs) to at least category 2 (basic level of services).

Unfortunately, the assessment of the level of services in the dwelling of the respondents painted a deplorable situation in the village. None of the respondents had free basic services in their dwellings and in the communities. There was an absence of the following services: pipe water in the household, pipe water in the yard, pipe water greater or less than 200 meters away and VIP toilets, while refuse removal by the Municipality were completely non-existent in the village as illustrated Table 4.5.1.

Table 4.5.1 Types of dwelling and level of services in households				
Description of dwelling	Pipe water in the house			Total
	Yes	No	Not applicable	
RDP house	0	16	0	16
Traditional house	0	14	0	15
Planned house	0	22	0	22
Others	0	1	0	1
Total	0	54	0	53

Table 4.5.2 Types of dwelling and level of services in households				
Description of dwelling	Pipe water stand>200m			Total
	Yes	No	Not applicable	
RDP house	0	16	0	16
Traditional house	0	15	0	15
Planned house	0	22	0	22
Other	0	1	0	1
Total	0	54	0	53

Table 4.5.3 Types of dwelling and level of services in households				
Description of dwelling	Pipe water stand<200m			Total
	Yes	No	Not applicable	
RDP house	0	16	0	16
Traditional house	0	15	0	15
Planned house	0	22	0	22
Other	0	1	0	1
Total	0	54	0	54

Table 4.5.4 Types of dwelling and level of services in households				
Description of dwelling	VIP Toilet			Total
	Yes	No	Not applicable	
RDP house	7	8	1	16
Traditional house	0	6	7	13
Planned house	5	12	5	22
Other	0	1	0	1
Total	12	27	13	52

Table 4.5.5 Types of dwelling and level of services in households			
Description of dwelling	Refuse removal by the municipality		Total
	No	Not applicable	
RDP house	16	0	16
Traditional house	15	0	15
Planned house	22	0	22
Other	1	0	1
Total	54	0	54

Table 4.5.6 Types of dwelling and level of services in households				
Description of dwelling	Electricity			Total
	Yes	No	not applicable	
RDP house	13	3	0	16
Traditional house	6	9	0	15
Planned house	18	2	2	22
Other	1	0	0	1
Total	38	14	2	54

The service to which the highest number of households had access, was electricity, as illustrated in Table 4.5.5.

4.6 Rating of free basic services

The rating of services in the respondents' dwellings in this section was to provide an indication of the implementation of free basic services in the village. To start with, with the exception of electricity, none of the remaining free basic services had been implemented in the village hence making the rating irrelevant. All that the respondents indicated was that the services were either non-existent or not applicable as illustrated in Table.

Table 4.6.1 Respondents rating of free basic services in their dwelling : The case of electricity

Description of dwelling	Rating of electricity				Total
	Very good	Good	None	Not applicable	
RDP house	0	13	3	0	16
Traditional house	0	10	5	0	15
Planned house	1	19	2	0	22
Others	0	1	0	0	1
Total	1	43	10	0	54
Percent	1.9	79.6	18.5	0	100

Seemingly, the provision of electricity was the only free basic service at the disposal of the respondents in the community. About 79.6% rated the provision of electricity to be good. In spite of the good rating, electricity was non-existence in some dwellings.

Table 4.6.2 Respondents rating of free basic services in their dwelling: The case of Water

Description of dwelling	Rating of water			Total
	Good	None	not applicable	
RDP house	0	15	1	16
Traditional house	0	11	4	15
Planned house	0	21	1	22
Other	0	1	0	1
Total	0	48	6	54

Table 4.6.2 confirms the non-existence of water in the respondents' dwellings. About six of the respondents did not rate water provision as it was not applicable to their situation.

Table 4.6.3 Respondents rating of free basic services in their dwelling: the case of refuse removal

Description of dwelling	Rating of Refuse removal		Total
	None	Not applicable	
RDP house	16	0	16
Traditional house	15	0	15
Planned house	22	0	22
Other	1	0	1
Total	39	14	54

Table 4.6.3 shows no refusal removal service is provided in the community. This could indicate that the respondents have resorted to different means of disposing their refuse.

Table 4.6.4 Respondents rating of free basic services in their dwelling: the case of sanitation

Description of dwelling	Rating of Sanitation				Total
	Very good	Good	None	Not applicable	
RDP house	0	0	16	0	16
Traditional house	0	0	12	3	15
Planned house	0	0	20	2	22
Other	0	0	1	0	1
Total	0	0	49	5	54

Sanitation services were also non-existence in the community as indicated by the respondents in Table 4.6.4.

4.7 Perceptions towards provision of government social welfare grants and the free basic services

Face-to-face interviews with the respondents on their perceptions towards the government social welfare grants and free basic services at Mapuve pointed at the frustration and anger towards the Municipality. Firstly, the respondents' views demonstrated the limitations of the integrated development plan regarded as the super plan encompassing all the needs and interests of the resident in the municipality. The respondents can hardly come to terms with the reasons why some communities' enjoy free basic services but others do not. They pointed to cases of nepotism, tribalism and favoritism practices among top municipal officials one respondent lamented: 'some communities are on the top priority list, others are not'. A decade after democracy, some villages are yet to reap the full benefits of free basic services.

Others find the application for the social services complicated and cumbersome. They know some people do not have identity documents and the offices where one can apply for those documents are far away and require transport and money. Why do they come to register people for social welfare grants but fail to come along with officials processing identity documents, one respondent asked. The respondent also pointed to lack of information from government officials indicating that apart from child support grants and pension grants, there are other grants they do not know of and who qualify to apply. They referred to foster care grants and care dependency grants. In view of the absence of free basic services in the village they complained the grants were inadequate in meeting their needs because some of the money is used to buy electricity and water. Therefore, they called on government to increase grant to people in areas where free basic services are inaccessible.

Table 4.7.1 Provision of Government Social Welfare grants

No of person(s) per/household	Child Support grant	Pension Grant	Disability Grant	Care Dependency Grant	Foster Care Grant	Not receiving any social grant
None in the household	19	30	49	51	52	37
1 person	15	23	4	1	1	17
2 persons	10	1	1	2	1	0
3 persons	9	0	0	0	0	0
More than 4	1	0	0	0	0	0
Total	54	54	54	54	54	54

The government social welfare grant was the most widely publicized programme and also enjoyed comprehensive coverage compared to other free basic services in the Giyani Municipality as it attempts to reduce poverty among persons who are not expected to participate fully in the labour market. As illustrated in Table 4.7.1, the child support grant and pension grant are the most common social welfare grants enjoyed by the respondents and their households. An average of one to three persons, mainly children in a household receive child support grants, while one person in a household gets a pension grant.

However, in spite of the comprehensive publicity given to the social welfare grants, seventeen persons were identified in the respondents' dwellings or households who were not getting any of the five major welfare grants. The main reason underlying this problem was traced mainly to lack of identity documents. It was also uncovered that there are persons who by physical appearance are unable to work but do not qualify because they are under the age of 60 years. It could be hypothesized that the lack of identity documents was the major obstacle preventing persons from receiving government social welfare grants at Mapuve village.

Table 4.7.2 Uses of Government Social Welfare Grants

Uses	Frequency	Percent
Buy clothes	10	18
Buy electricity	15	28
Buy food	8	15
School uniform	4	7
Buy water	12	22
Pay funeral society	1	2
Pay transport	3	6
Buy paraffin	1	2
Total	54	100

Table 4.7.2 provides a comprehensive coverage and diversity of how the respondents' households receiving government social welfare grants use the grants. Topping the list of the range of uses in the recipients' household are electricity, water, clothes and food. This illustrates that the greater proportion of household social grants is spent on electricity and water, due to the absence of free basic services (thus water and electricity) in the village, minimizing other uses that the grant could have been used for. Again, this empirical evidence also shows that government social welfare grants contribute to alleviate household income poverty but the absence of free basic services limits the maximum use of the grant.

4.8 Conclusion

The presentation of the analysis of the findings of this study provided empirical results on the objectives of this research, starting with the analysis of survey results of demographic data representing beneficiaries of the welfare support programme. The information collected from the field survey was used in analysing the age of respondents, their gender and levels of schooling.

The presentation went on to analyse the implementation of the government social welfare grants and free basic services at Mapuve village. The chapter proceeded with the analysis of the experiences of the recipients and non-recipients of RDP houses during the process of application up to the allocation of RDP houses. The chapter also analysed the level of provision of free basic services in households of RDP recipients and non-recipients. The rating of services in the respondents' dwelling provided an indication of the level of implementation of free basic services in the village. The last part of the chapter presented perceptions that respondents have towards provision of government social welfare grants and the provision of free basic services.

CHAPTER 5

CONCLUSION, RECOMMENDATIONS AND IMPLICATIONS

5.1 Conclusion

The demographic profile of recipients and non-recipients of social welfare grants and free basic services indicated that the beneficiaries cut across all categories of age groups: they included children, the youth, and adults in both of male and female groups. Single families, divorcees and widows/widowers constituted the majority of the recipients. Females were found to have more dependents than males, which confirmed that female roles as care-givers of children and domestic activities in the households are still common in rural areas.

In terms of education, a significant number of the rural population have attained primary, secondary and tertiary education.

The implementation of government social welfare grants and free basic services in disadvantaged communities represented the realization of their socio-economic rights as enshrined in the South African constitution. For this reason a number of political and development agents are involved in the dissemination of information on government social grants and free basic services in rural communities. Community elected councillors and ward committee members represent the major source of information. This was not unexpected since councillors serve on different portfolio committees of the municipality and they played critical roles in the development of the integrated development plan of the municipality and had all the

information required by their constituencies. In addition, community development workers and traditional leader also played an indispensable role as sources of information.

The role of all participating agents extended to assisting applicants to register, and to ensure that the applicants had the rights documents and met the requirements to access the services in question.

The experience that recipients and non-recipients of RDP houses encountered during the application and processes leading to the allocation of RDP houses indicated there were mixed opinions and views that the respondents from different households held towards the application and allocation of RDP houses. Some respondents held the view that the process was open and transparent although some disagreed. However, there was an equal split of opinions and views from the respondents drawn from the RDP houses with an equal number agreeing and disagreeing that the process was open and transparent. .

An overwhelming majority of the respondents disagreed that their encounter with the application, process and allocation of RDP houses was corrupt. It could mean that no bribe was paid to any office bearers facilitating the process. One did not to belong to a political party, thus the ruling African National Party, to be allocated an RDP house. But access to information constrained resident intent to apply for RDP houses.

In addition to the above views and opinions, councilors and ward committee members contended that not everybody who applies for an RDP house was allocated a house due to limited resources

at the disposal of the municipality. The municipality's inability to provide every applicant with an RDP house was the major contributing factor to different views and perceptions that people held towards the application process and allocation of RDP houses.

The Department of Cooperative Governance and Traditional Affairs (COGTA) identified three levels of services as follows: below the basic level commonly defined as backlogs, basic level of services and high level of services. Most Giyani Municipality villages receive below basic level services of which Mapuve is no exception. Therefore, the provision of free basic services is to ensure that basic levels of communities are met, meaning, all communities must have at least piped water inside the yard, piped water within 200m from their yards, pit latrines with ventilations and electricity connected to the grid.

Unfortunately, the assessment of the level of services in the dwellings of the respondents showed deplorable situation in the village. None of the respondents had free basic services in their dwellings and in the communities. The following services: pipe water in the household, pipe in the yard, pipe water less than 200 meters and pipe water more than 200 metres, VIP toilet, refuse removal by the municipality were completely non-existent in the village. The most prevalent service in the village was electricity to which 73.1 % of the community had access.

With the exception of electricity, none of the remaining free basic services have been implemented in the village, hence making the rating irrelevant. No refuse removal service was provided in the community. This indicated that the respondents had different means of disposing their refuse. Sanitation service was also non-existence in the community.

The government social welfare grant was the most widely publicized programme and also enjoyed comprehensive coverage compared to other free basic services in the Giyani municipality, as it attempted to reduce poverty among persons who are not expected to participate fully in the labour market. The child support grant and pension grant were the most common social welfare grants enjoyed by the respondents and their households. An average of one to three persons mainly children in a household were receiving child support grants, while one person in a household was getting an old age grant.

However, in spite of the comprehensive publicity given to the social welfare grants, some community members had no access to any of the five major welfare grants. The reasons underlying the problem of lack of access to social grants were mainly the lack of identity documents. It was also uncovered that there are persons who by physical appearance are unable to work but do not qualify because they were under the age of 60 years. It could be hypothesized that a lack of identity documents were the major obstacle preventing persons from receiving government social welfare grants at Mapuve village.

It was discovered that people getting social welfare grants use it for different purposes. Topping the list of range of uses in recipients' households are electricity, water, clothes, and food. This illustrates that the greater proportion of household social grants was spent on electricity and water, due to the absence of free basic services (thus water and electricity) in the village, minimizing other uses that the grants could be used for. At times this is being used to buy free basic services such as water and electricity. Again, this empirical evidence also showed that

government social welfare grants contributed to alleviate household income poverty but the absence of free basic services limited the maximum use of the grant.

The perceptions of community members towards the government social welfare grants and free basic services at Mapuve point to frustration, anger, and dissatisfaction with the services of the government. First, respondents' views demonstrated the limitations of the integrated development plan regarded as the super plan encompassing all the needs and interests of residents in the municipality. The respondents could hardly come to terms with the reasons why some communities' enjoyed free basic services but others not. They pointed to cases of nepotism, tribalism and favoritism among top municipal officials. One respondent lamented that, some communities are on top priority list others are not. A decade after democracy, some villages were yet to reap the full benefits of free basic services.

Others find the application for the social services complicated and cumbersome. They know some people do not have identity documents and the offices where one can apply for those documents are far away and require transport and money. "Why do they come to register people for social welfare grants but fail to come along with officials who are supposed to process identity document?", one respondent asked. Respondent also pointed to the lack of information from government officials indicating that apart from child support grants and pension grants, there are other grants they do not know about and how to benefit from them. They referred to foster care grants and care dependency grants.

In view of the absence of free basic services in the village they complained that the grants are inadequate in meeting their needs because some of the money is used to buy electricity and water

which are free basic services. Therefore, they called on government to increase grants to people in areas where free basic services are inaccessible.

5.2 Recommendations

The following recommendations are hereby presented:

- (a) The Department of Education should facilitate the provision of lessons for Adult Basic Education and Training (ABET) in order to reduce level illiteracy at Mapuve village.
- (b) The Department of Home Affairs should provide awareness of the intended purpose of the Child Support Grant to young mothers who misuse the grant.
- (c) The Department of Water Affairs and the Mopani District Municipality should provide a source of water to Mapuve Village.
- (d) The Greater Giyani Municipality in consultation with ESKOM should fast-track provision of electricity at new extensions of Mapuve Village.
- (e) Department of Local Government and Housing as well as Mopani District Municipality should facilitate the provision of houses and VIP toilets to the Mapuve village.
- (f) The Greater Giyani Municipality should establish a Multi-Purpose-Centre where services could easily be accessible.

5.3 Implications

Although access to welfare support grants and free basic service had improved over the past sixteen years, the communities of Mapuve still do not have access to free basic services such as water, electricity, housing and sanitary facilities. This implies that there is no significant improvement in the quality of the lives of the people. The absence of free basic services as outline in this study may lead to dissatisfaction by some members of the community at Mapuve and resultantly there could be protest and damage of government properties.

5.4 Further study

The following recommendations for further study are hereby made:

- (a) Further investigation of the implementation of social grants and free basic services in the entire rural villages of Greater Giyani Municipality.
- (b) Investigation of the role of social grants in the rural villages.
- (c) To investigate the lack of access to free basic services by the needy people.
- (d) To investigate the reason why some members of the community do not get social grants.

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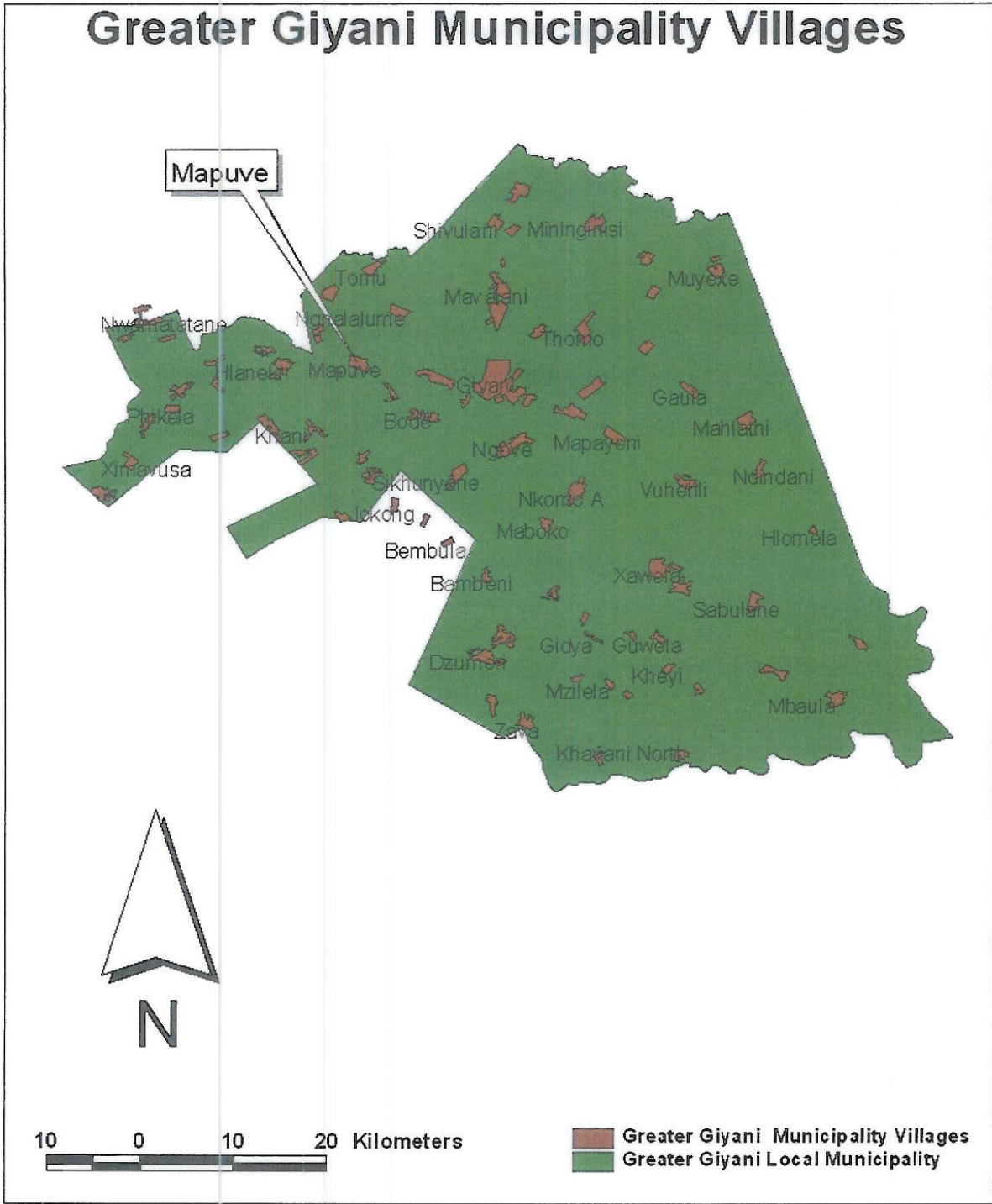
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APPENDIX A: GREATER GYANI MUNICIPALITY MAP

APPENDIX B: LIMPOPO PROVINCIAL LOCAL MUNICIPALITIES MAP

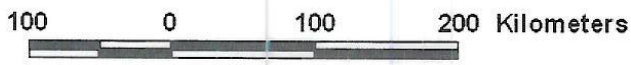
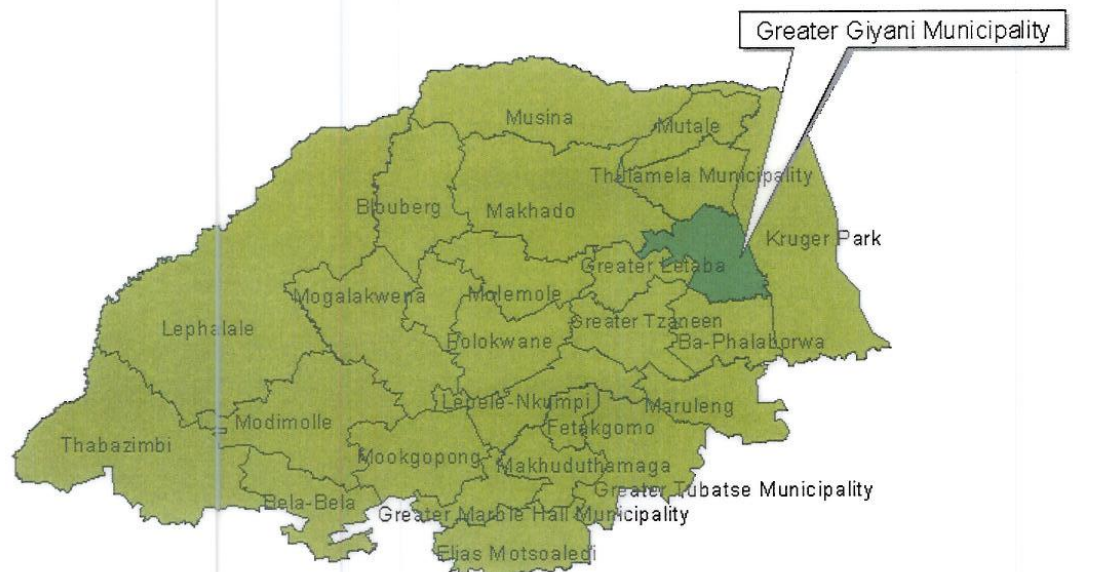
Appendix A

Greater Giyani Municipality Villages



Appendix B

Limpopo Province Local Municipalities



Greater Giyani Local Municipality
Limpopo Local Municipalities

APPENDIX C: QUESTIONNAIRE

**Implementation of Social Welfare Grants and free basic Services at Mapuve Village in the
Greater Giyani Municipality in Limpopo Province**

INTERVIEW SCHEDULE

✓ Put a tick in the space that is appropriate to your response

SECTION A: Demographic Profile of Respondent

1. Gender

1	Male	
2	Female	

2. Age Group

1	10 - 21	
2	22-33	
3	34 –45	
4	46- 57	
5	Above 60	

3. Marital Status

1	Single	
2	Married	
3	Divorced	
4	Widow/er	
5	Co-habitation	

4. Highest level of education

1	No schooling
2	Primary
3	Secondary
4	High
5	Tertiary

5. Employment status

1	Unemployed
2	Employed
3	Self-employed

6. Income Level

1	0- 300
2	3001 -600
3	601 -900
4	901 – 1200
5	>1201

7. No of dependents including own children

1	None
2	1 -3
3	4-6
4	7- 10
5	>10

8. How would you describe your current dwelling?

1	RDP house
2	Traditional house
3	Planned house

9. How long has the respondent occupied the dwelling?

(Specify in years only) _____

SECTION B. Implementation of free basic services.

Which of the under-listed statement(s) best describe your experience during the application processes and allocation of RDP houses?

10.	Open and transparent	1. Agree	2. Disagree
11.	Corrupt	1. Agree	2. Disagree
12.	Need to belong to a political party	1. Agree	2. Disagree
13.	Lack information	1. Agree	2. Disagree

Which services do you have in the household?

14.	Pipe water in the house	1. Yes	2. No
15.	Pipe water stand >200 m	1. Yes	2. No
16.	Pipe water stand <200 m	1. Yes	2. No
17.	VIP Toilet	1. Yes	2. No
18.	Refuse removal by	1. Yes	2. No

	municipality		
19.	Electricity	1. Yes	2. No

How do you rate the following free basic services in the village?

20.	Electricity	1. Very good	2. Good	3. Poor
21.	Water	1. Very good	2. Good	3. Poor
22.	Refuse removal	1. Very good	2. Good	3. Poor
23.	Sanitation	1. Very good	2. Good	3. Poor

24. Did you ever participate in a meeting where the free basic services were discussed?

1	Yes
2	No

25. How long did you have to wait/or been waiting for an RDP house? Specify years and months

26. What was your source of information about how to apply for RDP house? Specify _____

27. List challenges you face with provision of the following Free Basic Services in the village?

27.1 RDP house and VIP toilet _____

27.2 Water _____

27.3 Electricity _____

28 Do you say the provision of social welfare grant and free basic services have improved the quality of life of people in the household?

1	Yes
2	No

29 If no, What do you think should be improved in the provision of free basic services?

SECTION C. Implementation of Social Welfare Grant.

How many people in the household do receive the following social welfare grants?

30 Child support grant	31 Old age grant	32 disability grant	33 Care dependency grant	34 Foster care grant	35 None

36 Are there people in the household who qualify for social grants but do not get it?

1. Yes	2. No
--------	-------

37 If yes, what could be reason?

38 List 2 major uses of the grants in the household.

38.1 _____

38.2 _____

39 List challenges you face with provision of the following Free Basic Services in the village?

39.1 RDP house and VIP toilet _____

39.2 Water _____

39.3 Electricity _____

40 List 2 challenges you are facing in the provision of social grants?

40.1 _____

40.2 _____

41 If No, What would you like to improve on the provision social welfare grant and of free basic services?

THANK YOU FOR PARTICIPATING