



UNIVERSITY
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VENTURE IN COMMUNITY DEVELOPMENT:
A REPORT ON THE SUNDUMBILI COMMUNITY
DEVELOPMENT ASSOCIATION
AFTER THE FIRST YEAR

ZITHULELE CHRISTOPHER MZONELI
CO-ORDINATOR

DOCUMENT AND MEMORANDUM SERIES

Centre for Applied Social Sciences

Sentrum vir Toegepaste Maatskaplike Wetenskappe

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APRIL 1976

Institute for Social Research
University of Natal
Durban

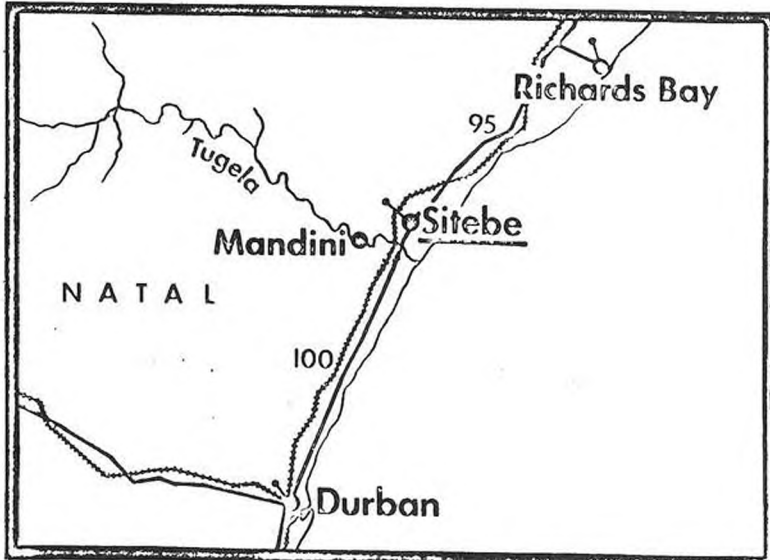
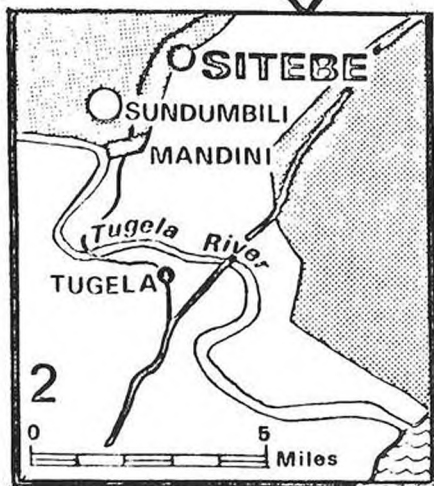
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Sitebe

+ Map



PREFACE

Professor L. Schlemmer
Director
Centre for Applied Social Sciences
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University of Natal
Durban

When Reverend Chris Mzoneli first asked me whether we would be prepared to assist the S.C.D.A. in the production of their first progress report, I agreed without hesitation for more than one reason. Among these was the fact that so very little written material on ongoing local community development projects is available for study. Another consideration was the desire to assist a venture which richly deserves support and encouragement.

Somewhat more than one year has passed since the S.C.D.A. commenced its operations. As you will note from the report which follows, this period has been marked by much devoted activity. One does not expect much in the way of concrete achievements in the early stages of a development project, and therefore the work accomplished by the S.C.D.A. is noteworthy.

Perhaps the most significant contributions to the local community thus far have been in building a basic social infrastructure for communication between community leaders, the authorities and representatives of local industry, and in providing community leaders with opportunities for focusing their interests and integrating them with those of others. As an exercise in organization development, therefore, the S.C.D.A. has undoubtedly made an impact.

Less striking, though, is the degree of success achieved in involving the ordinary inhabitants in activities which reflect their aspirations and which could begin to serve their day to day needs. This is a break-through which is admittedly very difficult to make. The "community self-survey" suggested by the co-ordinator may provide the opportunity to discover needs and motivations among residents out of which grass-roots participation could emerge. Apart from this approach, however, opportunities must be sought to discover ongoing activities, however humble, which can be assisted and co-ordinated.

Reverend Mzoneli, the co-ordinator, has carried a very heavy burden thus far, and hopefully when a Community Development Officer is appointed an expansion of activities along these lines will be possible.

I wish the S.C.D.A. every success in meeting the challenges which exist.

FOREWORD

The author of this document is the Co-ordinator of Sundumbili Community Development Association.* He is a Minister of Religion in the Lutheran Church. His interest in community work began at college. He was active in students' organisation, worked in the Missiological Institute (an institute for research on Mission of the Lutheran Theological College, Mapumulo), and his focus of interest in theology was around the area of practical theology (ethics and pastoral care).

After completing study he was posted to Sundumbili Township for roughly 2 years.

He was then offered a scholarship by the American Lutheran Church through the Church Council of the local Lutheran Church (E.L.L. South Eastern Diocese) for study in the United States of America. **

He registered at the Lutheran Theological Seminary in the United States of America for a Bachelor of Divinity degree. This included work at three institutions: Capital University (an undergraduate school) where he studied Cultural Anthropology, Riverside Methodist Hospital, Columbus, Ohio, where he did clinical pastoral education, and Ohio State University where he worked on an independent study in community development; the culminating point of which has been the current Sundumbili Project.

This career has been due in large measure to the help and stimulation of certain people. In particular he wishes to express his gratitude to the Bishop and Church Council of his church for nominating him for the scholarship. He remains deeply indebted to the American Lutheran Church for providing the scholarship.

He also expresses sincere gratitude to the President and Staff at the Lutheran Theological Seminary for whetting his academic appetite and for the warmth of the Christian community at the Seminary and in Columbus generally.

His deepest appreciation goes to Mayvis (his wife) and children for their love and sacrifice during the period of his study.

* Abbreviated - S.C.D.A.

** Evangelical Lutheran Church in South Africa, South Eastern Diocese.

ACKNOWLEDGEMENTS ON BEHALF OF THE SUNDUMBILI
COMMUNITY DEVELOPMENT PROJECT.

It is impossible to thank all the people who have encouraged us. However, we wish to acknowledge with gratitude those who have given us active support.

The support we have enjoyed from the Bishop and Church Council deserves mention here. I recall that in the last year my name appeared in the Church Council minutes more than three times in connection with this project. Thank you. Dean K.J. Msomi has been very helpful and we wish to acknowledge this with gratitude.

Apart from our friends in the Lutheran Church, this project would not have commenced successfully without the support of many more friends within the ranks of government officials, the Ecumenical Church, and the industrial world. A few names deserve mention here. The Chief Executive Councillor of the KwaZulu Government, Chief M.G. Buthelezi afforded us much encouragement. We would also like to mention the Executive Councillor for Community Affairs, Councillor W. Khanye, the Magistrate of Inkanyezi, Mr. C.J. Purvis, Acting Chief Mathonsi, residents of Sundumbili, members of the Steering Committee, and other members who have given us special encouragement, like the Director of the Bantu Investment Corporation, Sithebe Township, the Manager, and especially, personnel officials in industry, in the persons of Mr. T. Moulton and L.J. Wilson at S.A.P.P.I., the superintendents of Sundumbili Township in the persons of Messrs. Claassen and Gartrell and all church leaders in the township.

Our special acknowledgement goes to Professor Arthur Becker who was visiting Professor of Ethics and Pastoral Care at Umpumulo Theological College during his 1970/71 sabbatical year. It was through him that I ultimately studied at the Lutheran Theological Seminary of Columbus, Ohio, where I benefited greatly from stimulation from Professor W. Bouman and Dr. Bailey.

A special word of appreciation to Professor Dr. Milton Rosner under whose supervision this study was undertaken, both for his insights and for the challenge that he has been to us.

As a welfare association we are affiliated to Helwel (the Zululand Churches Health and Welfare Association). Of importance here are friends like my spiritual father, the former Bishop of Zululand, Dr. A.H. Zulu, Messrs. Mac September, L. Gilley and other staff members of Helwel. It is through the assistance of Helwel that we have been able to open a banking account in our name and raise funds in the name of our association.

In conclusion, our acknowledgement must also go to individuals like Mr. P.G. Kemp, the Principal of the Sithebe Industrial School, Mr. Perry of G.E.C. Machines (Pty) Ltd., Sithebe Round Table, the Manager of F.A. Poole Isithebe (Pty) Ltd., Werda Printers and many more.

We have received a number of donations in both kind and cash. We wish to thank our first donors - E.L.C. S.A. and Messrs. S.J. Kajee of Stanger for donations in cash, and Mandini Trading for aiding us in fund-raising.

* S.A.P.P.I. - Tugela Mills of the South African Paper and Pulp Industries, Mandini Plants.

INTRODUCTION

The Sundumbili Community Development Association is a community development association for the promotion of an aided self-help programme addressed to the needs and problems of the area surrounding the industrial growth point at Sithebe.

The Steering Committee of the association is aware of the fact that there is some development and community organization in the township and the adjacent Mathonsi Tribal Authority Area, and consequently it had adopted an open approach to community development. We have consulted with local people such as local businessmen, teachers, community leaders, and members of the general population, as well as with local industry, the local authority and local churches.

The Steering Committee makes no claims to be the representative of the residents of Sundumbili township. The only claim we dare uphold is that of being in a sense the mouthpiece of the residents in regard to development needs. In pursuance of our goals we have attempted to act as a catalyst for development in Sundumbili in organizing, sensitising and conscientising residents. We have attempted to draw attention to developmental issues, provide an avenue for the expression of opinions regarding these issues, provide means of communication of sound approaches to development planning for the township through contact with the various departments concerned with plans for the development of the area.

As a community organization the S.C.D.A. favours no special religious faith or political party. The association acknowledges Christian ideals and participates in politics in the broad sense in so far as man is *ipso facto* a political being; the S.C.D.A. does not shun politics.

The association holds a comprehensive concept of development in the sense that community development is seen as a dynamic process of change, a succession of 'action episodes' that form a process of movement, continuity and evolution for the promotion of human and social betterment. The implementation of this approach within S.C.D.A. takes the form of guided change in the spheres of economic, social and political development of the residents of Sundumbili township.

With this concern, S.C.D.A. has set itself the task of operating on

an open front. It works with local authorities and a range of other organizations as far as this does not jeopardise its identity, the residents' interests, and the Black cause in general. Therefore, it co-operates with the local authority, the ecumenical church and religious groups of all faiths, and with both public and private industry for the upliftment of the people of Sundumbili.

S.C.D.A. makes no claims of having a blueprint for the ultimate development of Sundumbili. In this regard the association aims at consultation with all concerned with local development in finding a viable plan of action. The S.C.D.A. upholds the following principles¹⁾:

The basic assumption underlying the course of action has been that of planning and working with the local people, so that the programme could be commenced on the basis of local peoples' 'felt needs'. What follows is to fit external resources to local conditions and needs, and to integrate available technical services with the needs of the total community. The S.C.D.A. is always mindful that change is a process rather than imposed administrative fiat, and upholds the notion that leadership can be trained to work, plan and implement programmes in relation to peoples' needs and capacities.

All these principles are refelected in this paper under Part II. Part I comprises the background that preceded the S.C.D.A. and Part III is the conclusion to this document.

1) Adapted from Dr. Milton Rosners' *Field Notes* - the first reference paper used in the course at Ohio State University.

PART IA. THE SETTING AND THE PROGRAMME(i) The Locale

Our area of operation comprises three distinct areas. First the core area (Sundumbili Black African township), the squatter area which extends to the west and north of the township and thirdly, the adjacent Mathonisi rural African reserves.

All these areas in full or part form the labour reservoir for SAPPI (the South African Pulp and Paper Industries - Tugela Mills) and the industries of the industrial growth point of Isithebe, both of which are adjacent to the township.

S.C.D.A. operates mainly within the core area viz., Sundumbili township. However, one needs to stress that the three areas are inter-related and more often than not residents do not draw strict lines of demarcation between the different communities.

The township is about 100 kilometers north of Durban and 70 kilometers south of Eshowe. It is exactly 6 kilometers west of the national road number 2 that links Durban with Empangeni, Richards Bay and Northern Zululand. To the east is Mandeni Railway Station and SAPPI, to the south and southwest is the Tugela River (the largest river in Natal). West of the township lies the densely populated squatter area made up of tin shanties and wood and daub structures. Roughly northeast is the Isithebe growth point.

According to the 1970 census Sundumbili housed 5 746 people, including children, in 864 houses. Included among these houses mentioned is a single quarters residence comprising a number of two-room structures, and about three or four privately-owned houses. As the present superintendent acknowledges these figures need updating. There are probably no less than 10 000 people in the township and immediately surrounding areas at the moment.

The area is ideally situated for development with an abundance of water from the Tugela River, and a large pool of labour in the township and adjacent reserve. Its climate is characterised by mild winters and hot and humid summers. Sundumbili is only 10 kilometers from the Indian Ocean.

(ii) The Human Picture

Prior to the early 1950s when SAPPI was first established in the area, Nonyeke¹⁾ was a quiet place. In appearance it was a form of bushveld punctuated by traditional African homesteads, each with a garden, fields and cattle. The main activity was stock-farming.

The Congregational Church was the first to practice mission work in the area; this being during the last century. The Anglicans followed soon and their mission lies to the north of the township. Christianity came to this area rather early by South African standards.

The first schools were erected in the latter part of the last century. However, not many of the inhabitants were able to make use of this opportunity and the literacy rate in the area is fairly low.

SAPPI was the first industry to be established in the area. At present SAPPI employs roughly 2 300 Black Africans. Most of the male inhabitants of the area in fact work there. Quite a few residents of Sundumbili refer to the township as being the SAPPI township. Recently I gave a lift to a man who asked to be dropped at "SAPPI Township" and as we drove past the township shopping centre he shouted "Right here, right here!" This was a local man.

Relatively speaking, Sundumbili residents enjoy the advantage of ready employment opportunity. They are able to choose between SAPPI and the growing number of industries in the Isithebe growth point. Even before industrial development, the early inhabitants enjoyed relative prosperity from their stock-farming and the rich black soil of Nonyeke.²⁾

When the present township was built in 1963 it was welcomed by the inhabitants, especially by those who were employed but did not have a home in the area. Four-roomed blocks were allocated even to unmarried males because of the availability of houses at the time.

The first batch of houses were relatively roomy but that was short-lived. Subsequent buildings have gradually become less solid and smaller in

1) Nonyeke is the traditional name of the area which is only part of Mathonsi Reserve.

2) Isithebe is Zulu for platter - the area is flat with rich, black soil.

size. The sites allocated to each homestead are also very small. One supposes this is due to financial reasons. The housing situation has not improved in recent times. No new houses have been built recently, even though the employment situation has changed rather dramatically. SAPPI has grown and so has its labour force, and Isithebe now has ten firms in full production.

The township has street lights, running water and sanitation. It has an elementary school, a higher primary and a secondary school. Two general dealers' shops, a bottle store, butchery, tea room and one vegetable market structure comprise the commercial development. Roads are untarred and dusty.

Chief A. Mathonsi has political jurisdiction over the township but administratively it is under the Chief Magistrate of Inkanyezi.¹⁾ There is a superintendent at the township whose administrative powers are focused on township affairs. He refers important matters to the magistrate at Eshowe - which is 70 kilometers away.

The township has no advisory board - no local authority. Formally it has only two appointed local inhabitants as consultants and representatives of the people. These two men were nominated by the late chief and appointed by the KwaZulu Government, as legal representatives of the residents.²⁾

The following churches have erected church buildings at the township: Swedish Holiness, Dutch Reformed, Anglican, Roman Catholic and Lutheran. A number of the other Christian denominations use these existing church buildings whereas others use schools and the Richard's Hall for worship.

Dealing with wear and tear of the houses is the responsibility of the local Department of Works, under the supervision of a Superintendent of Works stationed at the township. His staff handles all repairs and renovations required except those on privately-owned property and structures. In the latter only water and sewerage is provided.

-
- 1) Inkanyezi is the name of the regional authority of the Eshowe Magisterial region.
 - 2) This is a very complex arrangement. One of these men does not reside within the township at all. The men are supposed to interpret the rules of occupation to the residents and make recommendations for improvement. When a person is allocated a house only the superintendent and his clerks are present. Mr. Mathoba, one of the consultants has, however, tried to help the residents in times of crisis.

There is a fairly well-equipped clinic that has recently been placed under a comprehensive health service scheme.¹⁾

Recreational facilities are limited to three or four small stadia (football grounds) and one tennis court.

Due to the area being ear-marked for industrial development, the population has grown at such a high rate that there is a dire housing shortage. The squatter community reflects the shortage - there is, for example, a family living in the superintendent's garage for that was the only shelter available for this family.

The crime rate is escalating rather rapidly even though it remains unnoticed as yet by some people.

(iii) The Task

It is within these circumstances that the S.C.D.A. was born. The project is a five year programme as projected by the co-ordinator. It is a tentative concept for community development using the aided self-help approach. The scheme, at present, is nothing but a skeleton of how the needs and problems of the residents might ultimately be tackled through community development.

The scheme is scheduled as follows²⁾:

First Year 1974-1975

- orientation and discussion of the proposed pilot scheme
- formation of area development and overall community development association.
- survey of community needs and problems
- secondment of additional staff
- initial demonstration project

-
- 1) The comprehensive health scheme is a decentralization of the Department of Health with a view towards local administration of the essential health services - it is in community development terms a preventive major. It aims at establishing public health clinics that are attached to a neighbouring hospital, for prevention of disease in order to minimise the erection of hospitals especially within the newly formed townships and the rural African areas generally.
 - 2) Adopted from Dr. Rosner's adaptation of the co-ordinators original document. This is the sequence we are following.

1975-1976

- evaluation of work for the year
- study and deliberations on programme expansion
- further mobilisation of need resources following decisions on an expanded, priority based work programme
- movement into an expanded programme, concurrent with the formation of needed sub-committees (each working with technical specialist)

1976-1977

- evaluation of work of the year
- consolidation of staff requirements
- full operation of community services centre in relation to training and programmatic needs
- in-service training as part and permanent feature of the programme
- evaluation of resource needs for a permanent and viable programme

(iv) Further Delineation of the Process

Among many approaches to community development, two have been considered. The first is what is termed self-help. This is characterised by the fact that it is always an effort by local people to improve their lot mainly from their own incentives and aspirations. This method has been utilised by churches and by the United Nations in many developing countries.

In self-help programmes the programme is run at the pace of local people. The community worker simply helps them to "do their own thing". The emphasis is on local resources. External resources are indigenized and adapted to local needs.

The second approach builds on the first and is perhaps an improvement of it. It is called "aided-self-help". It acknowledges the importance of working with local people - in enabling them to realise their aspirations, but is more aggressive in thrust. It represents a mobilisation of all resources both local and external. It allows for limited imposition of programmes subject to the fact that these are thoroughly discussed by the local people and have their full backing. Aided-self-help, therefore, is an integration of local incentives with other resources brought in on an agency basis.

This is the approach we have used in our work at Sundumbili. The

process of implementation took place in two phases - the first phase marks the initial stages of the process characterised by the period between September to December 1974. During this stage we organized a series of small group meetings with residents, especially with community leaders. We conducted a few person to person contacts and in all these meetings the scheme was fully discussed.

The second phase occurred between January and March 1975. By January we had a group of residents working with us. They were an *ad hoc* interim board that became the forerunner of the present Steering Committee. At each of the meetings in Phase I we asked the residents to elect three representatives to work with us. That is how the group was formed.

We continued to organize group meetings. The co-ordinator had contacts with the local authority and the magistrate of the area. He contacted local industries (both secondary and retail).

The Constitution was a result of debate within the interim committee and the co-ordinator's research on enactments and laws that relate to friendly societies in the National Welfare Act. He also made contact with the Durban Bantu Child Welfare Society and with the Regional Board offices in Durban. On the 4th March 1975, at a general meeting this Constitution was read and approved. The meeting was well attended.

On the 8th April 1975, at another general meeting the Constitution was read the second time. This was really our inaugural meeting wherein the Steering Committee was approved, and as such marks the birth of S.C.D.A.

Here are some excerpts from the Constitution:

Aims and Objects

- to be a community organization for the promotion of social assistance in terms of the National Welfare Amendment Act. No.13 of 1971.
- to raise the social, economic and cultural levels of residents of Sundumbili and Mathonsi Reserve
- to involve residents in a systematic programme of community development
- to promote awareness of a healthy community
- to promote co-operation and joint efforts to confront problems of the area
- to assist in any disaster or civil emergency
- to co-operate with bodies having similar aims and objects

- to affiliate as a local association of the Zululand Health and Welfare Association.

Duties and Powers of the Management Committee

- to raise funds in such a manner as may from time to time be decided by the management committee and to receive grants and donations
- to open a banking account in the name of the association to keep such books of account as shall accurately reflect the financial activities of the association and provide for audit
- to borrow money on such conditions as may be deemed desirable to occupy or take on lease, or hire, or purchase any movable or immovable property and to maintain or dispose of the same
- to hire or fire personnel, to determine their duties and remuneration from time to time
- and generally to perform such acts and duties as may be necessary for the attainment of the aims and objects of the association

Standing Committees

- standing committee on health and nutrition to form liaison between S.C.D.A. and local health services
- on crafts and small industry to provide communication between S.C.D.A. and local industry
- on education and literacy to encourage literacy and adult education and augment such educational activity as exists in the township.
- on agriculture to encourage gardening and such agricultural activity as may be desirable
- on physical improvements such as construction of roads, buildings, fencing, improved housing and construction of needed facilities
- for art and other cultural activities such as drama and music

The annual period of operation ends in March of each year.

B. ASSESSMENT

So far what has been presented is the S.C.D.A.'s conceptualisation of the process of community development. It is to a large extent theoretical. This is deliberate.

Community development is an academic discipline. But as has been shown above, the theory has been constantly tested for its practicability in community meetings. There has been constant dialogue with people concerned,

and there has also evolved a pattern of contact between the S.C.D.A. and the authorities.

We may regard our initial formal goal of establishing 'rapport' as having been met - the S.C.D.A. is no longer an idea nor a dream, but an emergent process which, hopefully, has ushered in a new era in the development of the area.

However, there remains much to be done in deepening the concept of community development in its application in Sundumbili. The concept allows and is founded on constant contact with all groups concerned in the scheme. This has not been possible in our dialogue. Communication is still a problem. The Steering Committee is kept informed of all developments but our contact with residents has not matched the constitutional developments.

We plan to open this year with a Newsletter published monthly in Zulu to maintain contact with them.

Our cause for joy is that the challenge continues and we feel motivated to rise to the challenge.

PART IITHE PROCESSA. AN ANALYTICAL REVIEW

From our operations to date there have evolved two distinct areas of operation.

The first marks the Steering Committee's* monthly meetings. This forms our caucus. It is an entirely Black meeting. Zulu is our medium and occasionally English. Here the Steering Committee plans and reviews its work programme, seeking more effective ways of communication and critically looking at its work. Appropriate steps are taken by way of improvement. Formally these are closed meetings, but quite often we bring in other Black persons who for some reasons are not in the Steering Committee and a few who have not joined S.C.D.A. Here we utilise our power to co-opt Blacks who are influential and who we believe would be of help to us. These may not necessarily be residents of Sundumbili.

The second level is when we meet with White co-opted members. This represents our quarterly meetings.** The characteristic feature of these meetings is that of the "melting pot". We invite prominent Blacks from outside Sundumbili, B.I.C. officials, officials from the Department of Works, and the Department of Community Affairs of the KwaZulu Government, SAPPI, the local Chief, the Magistrate and others.

Other than the levels mentioned above, the S.C.D.A., particularly through the Steering Committee, participates indirectly in many and varied good causes such as within the National Cultural Liberation Movement (Inkatha kaZulu), Y.W.C.A. programmes, Shaka's Day celebrations, etc.

(i) Dialogue I

Dialogue is central to the S.C.D.A.'s planning process. We present

* The Steering Committee is essentially the Management Committee - we refer to ourselves as Steering Committee because we are still in the first stage of development. This year we shall adopt proper Management Committee powers.

** A slight misnomer in that three meetings are held

a resume of the dialogue that occurs in the Steering Committee's monthly meetings.

During the first half of 1975 the co-ordinator tended to dominate the scene. However, dialogue existed in that the Steering Committee was attentive and watchful all the time, providing feedback.

The Steering Committee consists of mature men and women. They vary in background from ordinary labourers at SAPPI to Ministers and Principals of schools. There are two graduates, apart from the co-ordinator, one with an Honours Degree in Sociology and another with a degree in Social Work.

An interesting feature of these meetings is the openness of the group; there is constructive dialogue and challenge from all the members of the Committee.

Out of this dialogue emerged the formation of the Standing Committees*. The first of these was the Standing Committee on gardening. Mrs. Ndlovu (an elementary school teacher) sent letters through the churches inviting people with interests in gardening to congregate at her school. She also spoke to a few church women to make sure that announcements were made at different venues. She asked the co-ordinator to be present at the meeting. Together with a fellow teacher, she drew up a tentative agenda that was expanded by the meeting and approved. At this meeting they elected a six member executive committee, including their own treasurer. Twenty-one new members were added to the S.C.D.A. that day. The members present also decided on the formation of a "start-up" fund for this work. They bought seed from the fund. There is now a fully fledged demonstration garden. This is grass roots development in action.

Another Standing Committee is that on cultural activities. They too organized themselves. This committee consists of a large group with ten executive members. They too invited the co-ordinator to their initial meeting. They have a Chairman and a Secretary. They are very active. *Inter*

* The formation of the Standing Committees occurred as follows:
 (a) the Steering Committee at its first quarterly meeting appointed from its members six Standing Committee Chairpersons; two of whom are females.
 (b) They had to arrange and form their Committees as they pleased.
 (c) The Co-ordinator was there for help where needed.

alia, they have alerted the Station Master to the problems of the residents in regard to waiting room facilities; they have written to the Magistrate on the problem of crime and are currently investigating the possibility of a community guard for the township. In liaison with the Shaka's Day Celebrations Committee they made the day a tremendous success. They organized the initial inaugural meeting of the National Cultural Liberation Movement branch at the township, and were responsible for the formation of Mandini Youth Club.

The other Standing Committees have not commenced activities as yet. However, even here there has been some movement. The Chairperson of the Standing Committee on health and nutrition has had the company of Nestlé's to deliver a lecture and show a film on nutrition and child care. She participated in the Mandini health day organized by a local health educator. The other Chairmen have begun initial moves but have been delayed by the pressures of the type of work they are doing.

(ii) Dialogue II

Here are some of the highlights of the Steering Committee procedures:

Apart from the fact that we are affiliated to the Zululand Health and Welfare Association, we sought to register independently as a welfare organization. This matter was discussed on the 10th June at length. The co-ordinator outlined the registration process. The matter was approved, we then started this process. We completed the necessary forms and these were submitted to the Regional Welfare Office. The matter is receiving attention. The question of registration has since become a secondary issue: our relationship to HELWEL affords us the security and the formal status we were looking for.

Last July Dr. Milton Rosner paid us a visit. Our itinerary with him began with a visit to SAPPI and then to the Isithebe industrial area. Later, after an hour's audience and dialogue with the Steering Committee, and an appraisal of our Minutes and working documents, he gave us the following assessment:

- (i) that contact had been made and ground for suitable initial community development programmes initiated;
- (ii) that the Steering Committee needs to move from general goals to special objectives (he suggested a community self-survey for this);

- (iii) he stressed the need for a full-time worker;
- (iv) he recommended that S.C.D.A., in consultation with accountants from local industry, work out and establish a budget.

As a follow-up to the abovementioned meeting the Steering Committee at its next meeting authorised the co-ordinator to arrange a meeting with Professor L. Schlemmer, to discuss the possibility of the Institute for Social Research assisting us on the pending survey. Further, the Steering Committee decided that a deputation be sent to the University of Zululand to explore the possibility of that organization running the survey with us.

Rev. L. Bhengu and the co-ordinator visited the University of Zululand. Professor du Plessis of the Department of Sociology showed keen interest in the matter and promised to explore possibilities. At the next Standing Committee meeting it was decided that the survey be undertaken with that University. It was further recommended that Professor Schlemmer be consulted to alert the Steering Committee on the pitfalls in any survey.

In September, the Screening Committee of the S.C.D.A. met Professor Schlemmer and discussed the following with him:

- (i) pitfalls in running a survey;
- (ii) a budget for a community development officer (C.D.O.);
- (iii) the possibility of a progress report and what this entails.

Issuing from that the Steering Committee drew up a budget for C.D.O. and presented this to HELWEL.

All this marks the dialogue from within S.C.D.A., and gave a picture of what the Steering Committee does at its caucus meetings. We turn now to discuss in more detail the second level of operation.

In mid-April we had our first Management Committee meeting. We refer to the Steering Committee at its quarterly meetings as the Management Committee for the purpose of clarification. This was S.C.D.A.'s first meeting with co-opted members, and the attendance was very encouraging for an initial meeting. After tea, the Chairman opened the meeting and the co-ordinator briefed delegates on the community development process as envisaged by the S.C.D.A. Immediately following this, the meeting benefited from the

reaction of a co-opted member which was encouraging and supportive (see Appendix I). Since that meeting, SAPPI and the B.I.C. have continued to support us. The B.I.C. processes our Minutes while SAPPI does most of our printing and duplication.

The second Management Committee meeting was in June. This was for the purpose of formalising our relationship with White co-opted members (for further comment see Appendix I).

The last of the Management Committee meetings was in September. The whole meeting was given to Professor Dr. J.W. Kroeze, from The Netherlands. He spoke on urban community development and described it as a process involving dynamic change. He further outlined the process in three stages - first the beginning, comprising planning and consultation, followed by the second stage, which is the development stage in which the Community Development process ramifies and diversifies into program action and participation of residents with full utilization of internal resources and the tapping of external ones. In the final stage there is delineation of the process and the hiring of personnel using local resources. (For reactions of the delegates see Appendix I).

From the foregoing presentation a picture of the complexity of community development has been painted. From this it is clear that the S.C.D.A. has moved more in some areas than others. The two levels of operations outlined above show how slowly this process unfolds. Yet there are signs of evolution towards the betterment of living conditions in Sundumbili.

(iii) Activities Issuing From the Dialogue

The first signs of the concept bearing fruit is to be seen in the sacrifice of time through the Steering Committee's dedication to duty and through the dialogue between the Steering Committee and co-opted members. Concrete results here are seen in the donations that the Y.W.C.A. and Black business owners at the township have given S.C.D.A. - tea and lunch at our meetings are proof of it.

Quite apart from these somewhat invisible signs of action in S.C.D.A.'s involvement in community development, there are more specific activities.

At the Management Committee meeting on the 24th June 1975, the matter of a creche was discussed and Mr. R. Smith assured the meeting that he would look into the matter. Soon we received work that plans were under way for the erection of a creche at the township. The Department of Works will erect the building. We would furnish and run it. There is now a creche committee and two women are being trained to staff the creche by Mrs. Monica Norris, a trained nursery school teacher.

The co-ordinator has contacted local industry for financial help and one Black businessman has promised to pay a full salary to a qualified nursery school teacher. We expect to raise R335,00 through fees. We have also contacted the Natal University Rag Committee for further financial aid.

Another visible activity occurred over the Christmas season when the Steering Committee, in consultation with Mandini Trading Company, collected at the store, money for the Radio Bantu Christmas Fund on a rand for rand basis; we made R492.

At about this time the Steering Committee after consultation with the Sundumbili Bottle Store obtained a grant earmarked for toys for the pre-school children of the township squatter area and for a few from the surrounding reserve. The Steering Committee in consultation with the Y.W.C.A. and Black entrepreneurs organised refreshments. Our Committee on cultural activities hosted the celebrations which took place on the 21st December 1975.

The occasion began at 1.00 p.m. with refreshments and distribution of toys. At about 3.00 p.m. another celebration came in - the youth rally, comprising a welcome for those who had just returned from universities and high schools - words of encouragement and refreshments followed, and a discussion on the formation of a youth club for the township after which a Steering Committee for the formation of the youth club was elected.

There is now a youth club for Mandini - the Mandini Youth Club. The club organized a grand farewell party before leaving for school from its own resources with some help from local Black businessmen.

In the preceding descriptions one sees the process unfold. It can also be said that some awareness of a healthy community has been created within

a fairly short time. The dedication of the Steering Committee has born fruit.

Before moving to the assessment, here are some comments from members of the Steering Committee.

Mrs. G. Gedleka, Chairperson of the Standing Committee on Health and Nutrition, herself a public health nursing sister, writes: "Like a rising sun on the horizon and a rainbow after a storm is the picture presented to us at this stage of S.C.D.A. Though the health and nutrition sub-committee has not been formed, I look forward to a period when the health of the community will be in a secure state in times of emergency. This will be practicable once means of communication between the clinic, hospital and community are improved by an effective telephone service and a community ambulance. Through possible contact with nutrition centres like Kuphukani, Nestles, etc., as well as community education on budgeting and needs, ... common attacks of ill health due to low body resistance will be cleared off. ... When all the sub-committees are correlated they can aim at bringing before the community a complete and wholesome development programme."

Mrs. Ndlovu, Chairperson on Gardening, and an elementary school teacher writes: "After the appointment as Chairperson of this committee, we started introducing gardening to the people residing at the township. Those who were interested in gardening joined by giving their names. The Chairperson called the meeting with the aim of building up the committee, i.e., choosing the office-bearers. Then we started with the experimental garden but to start with, money was collected from members to meet gardening needs, viz., fertilizers and seeds. The actual work started in October. Because of the severe sun thereafter our effort was thwarted to some extent. We hope to start with more vigour this season. Through this garden we have gained both practically and theoretically - we are now able to do this at our homes too. We like to thank the co-ordinator helping us rebuild the community."¹⁾

There are a number of letters we have received from a wide spectrum: in concluding this "feedback" we wish to quote from one of these.

Mr. Sam Zondi, the business development officer of Barclays Bank,

1) We have, by and large, taken these letters as they were written, except where language needed some correction. We are grateful to those who have given us this feedback.

writes: "I have read through the various documents regarding the Sundumbili Community Development Association. Allow me to say how commendable your efforts are in this vital field. I was highly impressed with your meticulous detailing of the nature and scope of the mammoth project you have set yourselves to achieve. It must have taken a lot of time and thought to prepare the blue-print for the project, for which, I can only congratulate you.

My comments can be regarded as simplistic and naive, but since you have invited them, I give them unreservedly, hereunder:

- (i) Your Problem No.1 will be funding the projects on a long-term basis. Whereas you can produce sporadic donations here and there, finding a regular source of funds is likely to be a major obstacle. The Edendale Lay Ecumenical Centre, seems to be quite secure in its funding arrangements. You may have to get a cue from them.
- (ii) From a purely educational side, the objects of S.C.D.A. are going to go a long way in activating our people to fend for themselves. For this reason, S.C.D.A. deserves serious attention of our leaders in the fields.

I am more than willing to meet S.C.D.A. members and encourage them in this worthwhile endeavour ..."

B. ASSESSMENT

Disregarding the expressive language of Sam Zondi's letter, it is an evaluative response which fact we have appreciated. It further reiterated part of the problems we have encountered with regard to funds. Prospects for the future are promising. Local industry has begun to take interest in our work. Through contact with HELWEL we seem to be on sure ground.

However, it remains a big question whether or not the departments directly concerned with our work would be responsive to some of the basic needs of the residents. We remain hopeful that dialogue will continue. Even the best development scheme cannot succeed without goodwill from both sides.

The KwaZulu Department of Community Affairs in a letter dated 28th October 1975 to Dr. Rosner, gave our association recognition in principle.

Another noteworthy assessment has emanated from our relationship with HELWEL. Larry Gilley represented them at our quarterly meetings. (For

further comment see Appendix I). We want to acknowledge his evaluation. Evaluation is an integral part of guided self-development and its actualisation.

We do not agree with Larry's analysis that we carried the whole burden single-handed. If that were so it was only within the context of being 'prime-mover' in the initial stages of development.

On the whole then, there has been progress in our work coupled with many teething problems. There is much ground for improvement. For instance, we need to move from the initial era of cordiality in our relationships with whoever we work with into the area of the expression of 'felt needs' and the creation of an organizational machinery that is responsive to the people's needs.

In conclusion to this part we wish to outline some of the pertinent issues related to the community development, as a guide and challenge to ourselves and those who may find this approach to development appreciable.

Firstly: Introspection

Although the Steering Committee is and indeed must be commended for its dedication there remains yet some other challenges to our work. In Part I we mentioned that we maintain that leaders can be trained.

Apart from talent and charisma displayed by the Steering Committee members need to be trained in community development theory and practice, especially in organizational procedure and efficient management techniques, and in such disciplines as group work and effective leadership in working with groups, personal interviews, meeting procedure, gaining understanding and support of local leaders, informal 'orientation' of main groups, engaging leaders, self-survey and evaluation in general.

In our tentative programme for this year we have made provision for two workshops for the Management Board.

Secondly: "Going Out"

Community development is always a two-way process providing for give and take. The main challenge here is still internal, and is that of

helping residents fend for themselves. This is a marathon in an African township, where the rights of tenure are non-existent, where the authorities not only build these units but also maintain them in all ways.

Then there is the complex issue of a living wage that conforms to the Poverty Datum Line. There is also the issue of the need to transfer houses to residents on a permanent basis.

An issue of relevant concern is that of sharing power in a meaningful way. The S.C.D.A. really operated in a vacuum in this regard. There is no formal structure such as a local authority that we could work with or under. If residents approach us for help and guided development, we are only able to approach the superintendent. Even here, however, we do not know whom to approach. Legally Sundumbili is in a very ambiguous position - the Magistrate* is the Administrator of the township and he has judicial jurisdiction over the residents.

The township is not what is termed a 'unit'; consequently for certain things one must contact the Magistrate for approval and others the Department of Community Affairs, to say nothing of the other departments that have operations within the township such as education and health.

The advantage of a 'unit' status is that administration is then decentralized. Everything is brought to the township. The superintendent or township manager has wide powers in certain instances, as is the case at Umlazi where even courts of law are provided. This facilitates development since you know whom to lobby or communicate with on any given issue.

To add to this problem, the local Chief has political power over the township that is ill-defined. He makes certain recommendations and may stop certain developments or delay them. Residents are not clear as to who is who in this context.

* Township management under homeland arrangement is as follows: once a township has a thousand units it falls under the Department of 'Community Affairs' then if it remains like that it is entitled to a fully-fledged township superintendent with a number of ward attendants or councillors. If another 'unit' of a thousand houses are added then the township becomes a double 'unit' township - with the first superintendent (or his replacement) becoming a township manager - with superintendents and councillors under him.

Lastly there is the question of our relationship with developmental projects such as SAPPI, B.I.C., Isithebe township and B.I.C. Empangeni. B.I.C. Empangeni administers retail trade and housing loans, whereas B.I.C. Isithebe prefers to be looked on as part of the Industrial Development Corporation and see themselves as working for the Decentralization Board. We have extended contact with all these groups - but the question is always who are we? So our status is always at stake here.

As can be seen from our Management Committee Minutes, we have contact with certain individual firms in Isithebe.

We remain vulnerable in that should any of these relationships become strained we stand to lose. There is another side to this in that if one of these contacts should choose to act unsympathetically we would also be the loser. For example, if the township superintendent should say to someone "Go to S.C.D.A. for help" and at this point in time we fail to respond positively, we would definitely lose much goodwill.

The question of identity and status still remains one of serious concern to the Steering Committee.

PART IIICHALLENGESA. A CRITICAL REVIEWCOMMUNITY DEVELOPMENT:

Community development is means whereby improvement is brought about in the living conditions of people in any given area be it urban or rural; in the context of improved social, economic and political conditions of those people.

Besides variations in form and style, it has maintained its basic *motif* of inducing social change, strengthening and facilitating the growth of new institutional forms, promotion of popular participation and social justice.¹⁾

SOCIAL WELFARE:

Social Welfare as used in this document, on the other hand, is regarded as a body of activities designed to enable individuals, families, groups and communities to cope with the social problems of changing conditions.²⁾

ECONOMIC AND POLITICAL DEVELOPMENT:

We do not hold there is any simple definition of these two. We agree with Professor Leistner's³⁾ analytical definition of economic development namely, that it is:

- (i) a long-term increase in average output per head of the population;
- (ii) changes in economic structure, among others the re-orientation of agricultural production from subsistence to selling on domestic or external markets; the rise of industry, a high rate of saving and investment, etc.;

1) M.S. Rosner: Field notes, Seminar on Community Development and Bangladesh. This was our first lecture note.

2) *Social Welfare Planning in the Context of National Development Plans*, United Nations, publication by a group of experts, p.53.

3) In H. Becken and H. Bodenstein (eds.), *Church and Development*, a Consultation at Umpumulo, pp. 6, 7.

- (iii) rising levels of employment;
- (iv) a certain levelling of extreme differences in individual incomes;
- (v) the attainment of certain standards of transport, tele-communications, water supplies, public health, educational and other services and the continuous improvement of these standards;
- (vi) reasonably stable government and reasonably honest and efficient administration;
- (vii) the increasing application of modern techniques of production, marketing, financing and research;
- (viii) the modernisation of commercial, political and social institutions, and values and attitudes generally.

Our approach to community development focuses on these three fronts, social, economic and political betterment. We aim to see them integrated and play a major role in the deployment and mobilisation of human and material resources of this country to deal successfully with its social requirements in effecting change and thereby to afford full participation of all her peoples in nation-building.

BASIC GUIDELINES:

It is appropriate to delineate some of the basic requirements in setting up a community development work programme:

- (i) identifying of problems (information - community self-survey);
- (ii) decisions on priorities - most needed projects
 - how to serve the largest number with the resources at hand and available for utilisation;
- (iii) determining main objectives (a need here is to be specific and mindful that the success of the programme will be determined on how realistic these are in terms of feasibility);
- (iv) formulation of project
 - extent of problem
 - further objectives
 - possible obstacles
 - extent of resources (internal and external)
 - assigning of responsibility for carrying out project
 - and then, formulation of an action plan - bearing in mind procedure to implement objectives

- in so doing defining limits of problem: how much can be tackled? for what group in the community? with what resources?
 - finally, is the scheme practical?
 - what contributions are needed locally? What technical aids are required? (See Appendix II);
- (v) evaluation: this must always be in relation to specific objectives, centred on the question of how *effective*? (People likely to be served and degree of anticipated change);
 how *efficient*? (relationship of costs to benefits: competence of staff, organization and allocation of resources).

In all this there is a need to be precise, keeping in mind that some changes (behaviour or attitudes) are not easy to measure. (For further reference see Appendix II.)

SOME HARSH REALITIES:

Recently I attended a clinical pastoral training seminar. One pastor asked this interesting question: "How do you counsel people whose whole life is suffering?" Indeed how does one ever do it.

Peter Randall writes: "Inequality is a basic feature of South African life. Apartheid seeks to differentiate, to separate, and in doing so perpetuates inequality".¹⁾

Another side of the same coin is the harsh reality of poverty. Professor Reid defines poverty as follows:²⁾ "Poverty can only be determined empirically since human needs are relative - the first method of determination, that of establishing a poverty datum line, relies on the apportionment of the basic unavoidable expenses of a household including those of just sufficient food costed from retail prices". He continues, "The second method is to survey a population and to establish the income of those who show signs of malnutrition".³⁾

As Peter Randall has so well observed this is indeed a country beset

1) Peter Randall (ed.): *Some Implications of Inequality*, SPRO-CAS, p.11.

2) *Ibid.*, p.17.

3) *Ibid.*, p.17.

by contrasts. He mentions the contrast between Houghton in Johannesburg and Pimville in Soweto.¹⁾ I would include Mandini (White township, and Sundumbili). I really do not think there is a country where the difference between communities is so glaring.

It seems to me that all of us, Black and White, have to realise that we do not have to live like we do, and that we certainly can do something to change this anomaly.

We have to move beyond polarization. In about September of last year I was invited to address the Round Table of Mandini. One gentleman asked me: "When are you people going to practise birth control? - your problem is precisely that". One other member answered and reiterated that security is one basic requirement to family planning.

It is not our intention to encourage polarization at all - we quote this example to show how, in fact, we have conditioned ourselves in South Africa so that we can escape reality and responsibility by projecting the problem on to others out there, with statements such as: "They have too many children"; "They are dirty", etc. Are these not rationalizations?

The success and failure of our work in Sundumbili relates to these harsh realities and to how much goodwill and mutual concern we can generate.

The dialogue and contact beyond the racial lines affords us hope and oils our wounds.

We do not advocate that Blacks should indulge in excess reproduction or glory in their poverty. As this is an aided self-help programme we are determined, as long as it is possible, that Black people - in particular the residents of Sundumbili - should fend for themselves.

We further uphold that if young girls are not to be turned into prostitutes some comprehensive family planning has to be introduced in this country. Family planning, furthermore, is not 'a woman's problem'; males have to be brought into the picture as well.

1) *Ibid.*, p.11.

B. ALTERNATIVES

There are several cues to the solution of the problems we have hinted at above. Most of them are long-term ones. But for our present task we have to look at some short-term possibilities, which though limited in scope, will help S.C.D.A. to bring a new hope and zest to the residents of Sundumbili. One of these is our current need to provide a creche in order 'to save the children' of working mothers. The other is providing for a full-time worker for the association and most of all a community self-survey that is already long overdue.

Our greatest handicap is financing this programme. We will welcome aid - in kind and in cash.

A ray of hope: A Community Development Officer.

We have secured funds for a full-time worker and will employ one from about the first of March, 1976. The Steering Committee has drawn up a full work programme for this.

In regard to the survey, we envisage approaching this in two phases:

- (i) A first study: a comprehensive community self-study programme to ascertain the exact housing situation, employment, facilities and amenities, population, etc. We hope to do this with the help of the University of Zululand. This will help us start a "hard" data bank.
- (ii) A second survey: here we aim at an in-depth study of needs - in the area of family planning, drug problems, crime and delinquency, etc.

Pending final agreement we hope to undertake this with the assistance of the University of Natal (the Institute for Social Research).

In these studies we hope to establish boundaries and definitions for our operation, and thus ensure community development as an objective exercise. Both these studies will enable us to move from the area of general goals to specific objectives.

JOINT PLANNING:

Dr. Milton Rosner writes in his final evaluation of our work: "Certainly, development planning for KwaZulu will mean the maximal integration of the private and public sectors. As a consequence the experiments in Idlebe¹⁾ or Sundumbili, and selected Helwel project areas, will impact not only on future directions of the churches in social and economic development, but in the broader planning needs of government in all sectors of life".²⁾

There are two basic concerns that go with social planning.

The first is: "The overall strategy of development should have reference to a clearly enunciated social policy. Such strategy should include as an essential component those social welfare activities which help to ensure that national plans and policies are fully responsive to the needs and aspirations of the people, to alleviate the most urgent social problems without undue delay; to prevent further social disruptions; and to achieve a more equitable distribution of the benefits, accruing at its stage of national development ".³⁾

The second is: "The importance of the human factor in development should be fully recognized and consequently, the significant role of those social welfare activities which contribute to developing human resources, to involving people in their own and society's betterment and to promoting social progress and basic social reforms."⁴⁾

We are thinking especially of collaborative planning - "collaborative planning is joint planning by different interests as equals".

The need for this in our work at Sundumbili can hardly be disputed. There is, for example, an urgent need to prevent bottlenecks such as have occurred in the plan for new sewerage works. Plans for the extension of the township sewerage tanks were put on the same spot as the access road. The water pipeline from the main reservoir to Isithebe was not drawn in on the original plan so when plans were said to be complete the water could not reach

1) Idlebe is a pilot scheme by Helwel on rural community development.

2) Dr. Rosner's final report to Helwel, 1975, p.16.

3) United Nations Document on Social Welfare Planning, *op. cit.*, p.55.

4) *Ibid.*, p.55.

Isithebe.

The potential for joint planning exists in our work. There is, for example, a S.A.P.P.I. meeting to discuss Isithebe and Sundumbili matters (see Appendix I). S.C.D.A. liaises with this meeting and this affords an opportunity for joint planning. However, I am not so sure if this would be agreeable to all concerned. This should be discussed further in the hope that we could use the meeting as a springboard for joint planning.

Let me in concluding this discussion of joint planning give an example that underscores the importance of joint planning in improving housing. The dire housing shortage at Sundumbili could be tackled using the "site and service scheme",¹⁾ known as "aided self-help housing". Here joint planning between the authorities and the S.C.D.A. could be enormously beneficial.

POSTSCRIPT:

Our Relationship to Church-Related Institutions

That we can operate and fund-raise in our name we owe to our relationship to Helwel. Helwel is the Zululand Churches Health and Welfare Association, and as such is our umbrella organization as it is a registered welfare organization. This is the first contact with a church-related organization. We are still investigating the possibility of contact with the Agency for Industrial Mission, based in Johannesburg.

My study overseas was sponsored by the people of God, and therefore I would wish to conclude this document with an appraisal of our theological base. We find the context of our interest in community development in the field of pastoral care. Pastoral care has been described as the ministry of nurturing and shepherding. The setting is the life of a gathered community of faith. For example, the pastor's day to day relationships with a sizable group of persons of all ages, in light and shadow, provide him with innumerable opportunities to help - he may identify serious problems long before they reach crisis stage which will eventually bring the persons to social agencies or other counsellors.²⁾

1) M.S. Rosner: *Urban Community Development in Zambia*, training and programme development, 1965-1969, UN Publication pp. 77,79. (See Appendix III).

2) Howard J. Clinebell, Jr., *Basic Types of Pastoral Counselling*, Abingdon Press, Nashville, p.51.

Pastoral care is ministry to persons relating to them the resources of love, care and concern. In the past it was expressed in mission as "provided services" by the Church, such as services in education, preventive and curative medicine, crafts, youth development projects, education and literacy services for children and recreation. For example, Lutherans run some thirteen hospitals in Zululand and a number of boarding hostels for school-going boys and girls.

However, in community development we see probabilities for an improvement on this; a development from mere provision of needed facilities to community building, giving the people the "courage to be".

In doing so the Church comes to terms with her limited resources and consequently works in co-operation with other resources.

APPENDIX ISOME FEED-BACKSOME OF THE STANCES TAKEN BY LOCAL INDUSTRY
AND OTHER CONTACTS TOWARDS S.C.D.A.

FROM S.A.P.P.I (S.C.D.A. Minutes, April)

Mr. T.A. Moulton (Personnel Administrator)

Reiterated that S.A.P.P.I. was a private concern whose primary aim was profit-oriented. He nevertheless undertook to extend to us a hand of co-operation whenever possible.

FROM B.I.C. ISITHEBE (S.C.D.A. Minutes)

Mr. T. van Aardt presented the B.I.C. standpoint.

He pointed out that they too worked within certain limits. However, they see S.C.D.A. as an important move and would co-operate as far as possible. He suggested that the Steering Committee meets Isithebe Industrial Association and that we should contact the B.I.C. offices in Empangeni, since they would be more closely related to our work.

HELWEL:

Larry Gilley represented HELWEL at our meetings.

He writes, "HELWEL was specially asked to help with evaluation. In response it was suggested that evaluation is the responsibility of the organization itself, and all parts of it. HELWEL would be in a position to assist S.C.D.A. by providing training in evaluation and persons to contact". (From L. Gilley's impressions.)

HELWEL has helped our monitoring system since Larry takes his own minutes and makes these available to us.

In Part III we mentioned that the S.C.D.A. has made an attempt at

joint planning by providing a platform for co-ordinated planning. The importance of this is that it is well attended by all the government departments related to our work. Usually the discussion centres around Sundumbili Township developments, the access road, health, etc.

Mr. R. Smith of our Management Committee, at a meeting last July reiterated that, "A new housing contract will be advertised shortly, and this will be for 300 houses to accommodate squatters". (Minutes of a S.A.P.P.I. meeting held in July, 1975.) Of interest here was that there will be a few plots for sale for individual home ownership. We look forward to seeing these advertised, since the effect on the community of these new opportunities will be appreciable.

APPENDIX IIPROGRAMME PLANNING DESIGN AND EVALUATION:SOME USEFUL NOTES AND EXCERPTS FROMDR. MILTON ROSNER'S ADAPTATION OFOUR ORIGINAL DOCUMENT.Preliminary Investigation.

1. What facts need to be obtained before moving into actual programme planning? **
(Where possible, a self-survey)

Single Project (Example, Health)

- kinds of diseases present
- number of people affected by each disease
- geographical distribution of the disease
- section of the population affected by each disease (age-sex groups)
- whether the disease is more wide-spread at certain seasons
- nature of each disease (prevalence, course, causation, regularity)
- preventive and treatment services existing

C.D. Programme (Example)

- Main occupations of people
- Pattern (number) of migrants
- Leadership in the area (describe positions)
- Employment patterns (causes)
- Income levels
- Family Structure
- All available information on health, education, housing, development schemes planned for area
- Physical features
- Nature, kind of existing public and social services
- "Map" the area

2. What steps need to be taken in introducing the project (programme):
(Establish sound personal relationships)

- personal contacts, meetings
- gaining understanding, support, local leaders
- informal "orientation" of main groups, interests
- engaging leaders, others in a self-survey (can be applied to both single projects and programmes)
- interpretation and analysis as a joint effort of community development team (or sponsor/clergy/social worker, etc.)

** You will understand that for a large community development programme, more information is needed than in planning for a single project (say, health and nutrition). At the beginning of your report, please specify whether you are dealing with the total development of a community or an aspect of development.

3. Select a demonstration project:

- who is concerned about the problem
- who would most benefit
- who are the most influential people to involve in the project
- discuss in several meetings, the "why" and "how" of the project; is it an urgent felt need?
- get the facts, lay down objectives, decide on solutions for action
- set up action plan
- set plan in execution
- what have we learned about the benefits of co-operative action

4. Move into planning for a larger project:

(The steps are similar to setting up your first demonstration)

- who is most interested? would most benefit?
- arrange for ladies to call a meeting
- discussion:
 - what is the problem? (have you facts?)
 - how serious is the problem?
 - what are possible solutions?
(where necessary have a technical person present at the meeting)
 - decide on needed resources
(man hours, funds, supplies, training)
- set up a work plan:
 - working schedule
 - estimate resources needed
 - divide responsibilities
 - set up specific targets for each week
(who does what)
 - involve the people in the area in the exercise
 - explain precisely the sort of involvement needed
 - move into action following decisions on solutions

4.A. Two Types of Demonstrations:

Method Demonstration

Undertaken by the specialist; villagers learn by observation of the new practice; Demonstration (say agriculture); demonstrates new ways of planting seeds in lines or using mechanical sprayer.

select demonstration in terms of what people want to see.

Steps: what is to be done?

 why is it done this way?

 how to do the job themselves

Follow-up need of equipment, supplies, materials.

Result Demonstration

Shows the value of a new practice in comparison with old practices (T.B. prevention over treatment, new and improved seeds)

- consult specialist, members of team, or in area, to determine if practice is feasible
- gain understanding of villagers to understand value of project
- villagers conduct demonstration
- 2 plots (in an agricultural scheme) are selected; demonstration begins in new plot;
- start calendar work
- record, report
- publicise
- get other cultivators to use same methods
- chart and photograph new versus old.

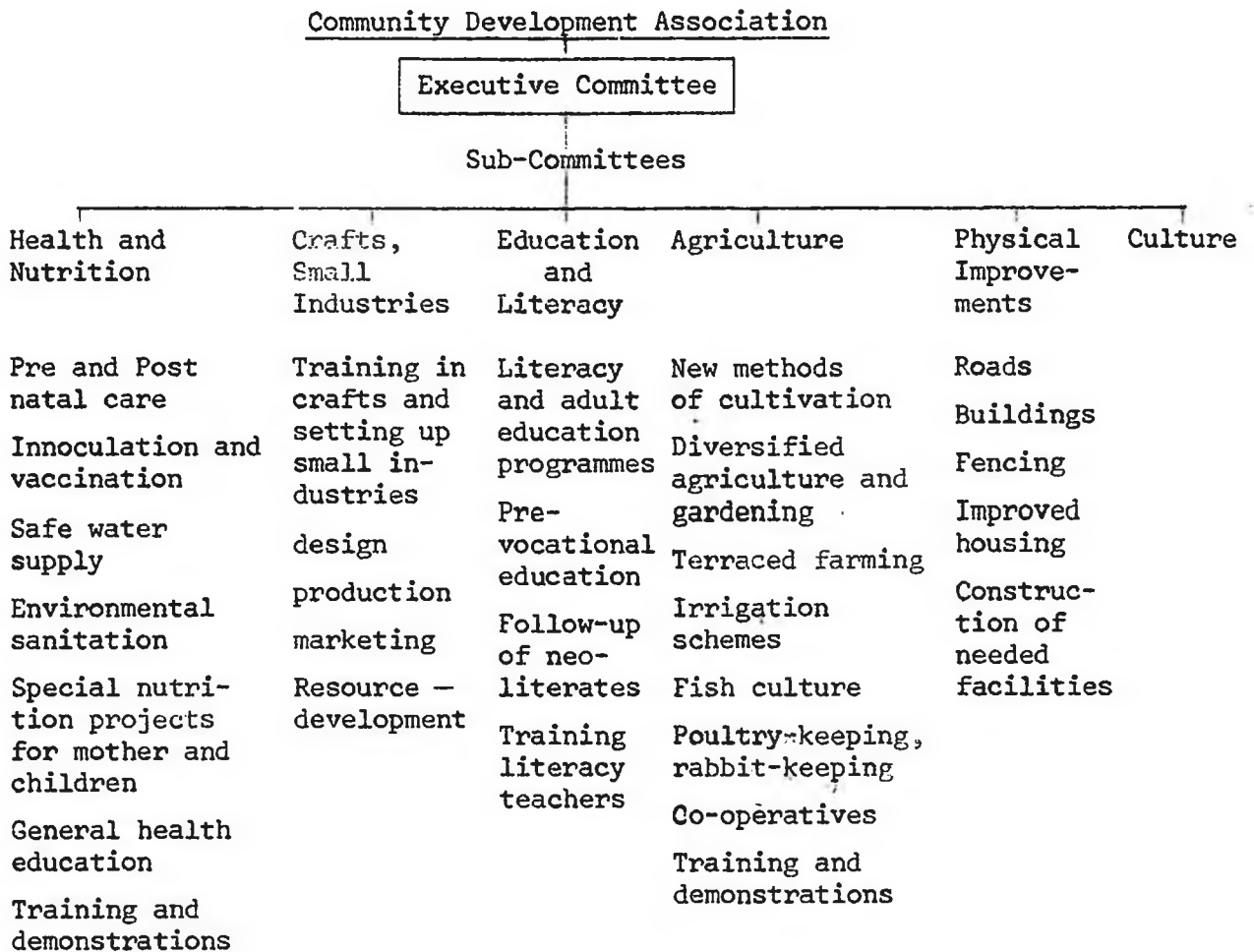
5. Set up an organisation:

(either single interest or community development programme)

- representative of the community - in single interest projects, representative of people most interested and possibly technically skilled
- include local leadership
- becomes the main organisation (a) for total community development, (b) or for promoting health, agriculture, etc.

- Steps:

- Leaders call meeting
- advantages of forming organisation
- explain structure and responsibilities, work of committees, office bearers
- organisation identifies priority problem, plans, executes scheme with C.D. Team or sponsor (clergy, church workers, social workers, health educators, etc.)
- determines resources needed

EXAMPLE OF A COMMUNITY DEVELOPMENT ORGANISATION AT LOCAL LEVEL

6. Set up Work Programme:

(Now an organizational task with community development team assistance)

- (a) Identify the problem. (Information - self study).
- (b) Decide on priorities - most needed projects;
 - serve the most with the resources at hand or made available.
- (c) Determine main objectives (be specific).
(You will assess the programme on the basis of whether these were fulfilled).
- (d) Formulate project (if a large community development programme, sub-committee responsibility with technical person on the team).
 - extent of problem
 - objectives
 - possible obstacles (example - funds, supplies, resistances)
 - extent of resources (internal, possible external)
 - assign responsibilities for carrying out project
 - determine costs (materials, supplies, equipment, training, transport, petrol, building materials, seeds, fertilizers, etc.)
 - formulate an action plan (procedures to implement objectives)
 - in so doing define limits of problem: how much can be tackled?
for what groups in the community?
with what resources?
 - is the scheme practical?
 - what contributions do we need locally? From technical aid?
- (e) Draw up time-tables and targets, i.e., for a certain period of time, how much can we expect to be accomplished?

7. Provide for record-keeping for purposes of assessing progress.8. External Resources:

(Where needed)

- Funding sources, grants
- Technical assistance (Community Development Team members, district Government, other)
- Feasibility studies (Usually handled by Community Development Team; for single projects, specialist help may be needed)
answers the question of the practicality of the scheme in respect of costs, benefits, strategies, time and general resources needed.

9. Evaluation:

- always in relation to specific objectives of the programme;
- in connection with these questions are: how effective (people reached according to service with anticipated changes); how efficient (relationship of costs to benefits: competence of staff, organization, allocation of resources)
- be precise in your assessment of the programme, keeping in mind that some changes (behaviour, attitudes) are not easy to measure.

- Example of an evaluation problem in a project dealing with Mal- or Sub-Nutrition:

- Causes - low income
 - housing conditions
 - lack of education
 - unemployment
 - inadequate preventive and treatment facilities
 - marketing difficulties in rural areas, several needs of rural agricultural and horticultural development
- Steps - referral for action and investigation to sub-committee (association) on health
 - determine extent of mal- and sub-nutrition
 - determine needs in respect of medical facilities
 - co-opt specialists on health committee

- Proposals -

Preventive

General health education
 Child care and maternal and child health
 First aid, hygiene and sanitation
 Family budgeting and nutrition
 Health education as a subject in all schools
 Use of audio-visuals
 Campaigns for mass inoculation and vaccination

Nutrition Schemes

Demonstrations and training
 Concentration of needs of mothers and pre-school children
 Follow-up by health and extension workers
 Gardening schemes, food preparation
 Audio-visuals

- Objectives: Follow referrals and collection of facts, determination of needs.. You will note that, of causes established, only preventive and treatment and related activities (gardening) have been proposed as activities for these possible objectives:

- (i) A broad-gauged programme, stressing prevention in health and nutrition;
- (ii) In the course of your scheme formulation, and based on facilities and resources, determine limits (numbers to be served by age group, sex, etc.) In this way you might state your objectives very specifically for each programme:

EXAMPLE:

<u>Target Population</u>	<u>Objective</u>	<u>Programme</u>	<u>Results</u>
All infants	Mass inoculation and vaccination	Campaign and total community programme Use of trained health people and trained volunteers	

- (iii) When your evaluation is completed (and this would include assessment of local participation, role of community development staff, competence of organisation, feasibility of strategies, you are now in a position to estimate the success of your programme and any needed changes, modifications or new approaches.

EVALUATION DESIGNPROGRAMME1. Problem2. Decision on priorities

- most urgent schemes
- cost/benefit

Goals (long-term)

3. Formulate objectives
(short-term)4. Programmes

(By unit, or element, i.e., for each programme sub-divide into parts, health, for example, education, demonstrations, joint schemes with literacy, agriculture, mass inoculation)

EVALUATION DESIGN

See Programme Planning Design (1)

1. Self-survey

ADD basic socio-cultural factors (traditions, customs, patterns of culture)

- (a) All items tabulated, analysed.
- (b) Include section on local people's perceptions of main needs.
- (c) If population is large, sample survey.

2. (a) Were people involved in decision-making?

- (b) On what bases were priority decisions made?
- (c) Were specialists in various fields consulted?
- (d) Was the survey conducted along correct lines?

3. (a) Are these formulated in measurable terms?

- (b) Were resources taken into account?
- (c) Were local people consulted?
- (d) Are provisions made to record, and obtain information on qualitative changes (attitudes, co-operation, involvement/participation)?
- (e) Do objectives follow the findings in baseline survey analysis?

4. Programmes

(a) Do programmes follow "feasibility studies" in priority areas - are they practicable?

- (b) To what extent were local people consulted, involved?
- (c) Are responsibilities well-defined among staff? Local committees?
- (d) Have costs been worked out well?
- (e) Have adequate provisions been made for equipment, supplies?

38.

4. Programmes (continued)

- (f) Has co-ordination (in what form) been effected with other relevant agencies?
- (g) Has provision been made for proper briefing, orientation, training?
- (h) What concrete contributions have been made locally? Through external aid?
- (i) Have time-tables and targets been drawn up for each programme element?

Performance Standards

For each programme element, a performance standard must be stated. For example: what standards are we operating under nutrition programmes, agricultural development, literacy, and the like.

APPENDIX IIII. NOTES ON THE UTILIZATION OF A BASELINE-SURVEY
IN COMMUNITY DEVELOPMENT - DR. MILTON ROSNER1. Purpose of Survey:

To gather data as a basis for formulating objectives and a programme design for village settlement, village service schemes (health, education, other); to serve as a baseline against which change could be measured.

2. Four Types of Information Should Be Gathered:

- (a) The characteristics of the population, specially from a labour and human resource perspective (age - sex structure, present and previous occupation, educational background, etc.);
- (b) The characteristics of present patterns of living, distance to water and fields, housing, leadership, facilities, amenities;
- (c) Institutions which bring cohesion to the population (churches, kinship and marriage, co-operative activities);
- (d) People's understanding of, and attitude toward, village regrouping.

3. Classify housing and Living Patterns:

Housing Unit,

Kraal,

Homestead.

4. Information Obtained by (interviews, study of reports, leadership survey, self-survey, participant observation).5. Summary of Main Findings:Characteristics of Present Patterns of Living

<u>Age Group</u>	<u>% of Population</u>	
	<u>Males</u>	<u>Females</u>
Under 15		
15 - 24		
25 - 44		
45 - 64		
65 +		
<u>Sex Ratio</u>	<u>No. Males to Females</u>	
All ages		
15 - 44		
45 - 64		

6. No Formal Education % + No. Aged 15 and Over7. Religious Affiliation:8. Occupations:

9. Cultivation:

- (a) % hoe cultivation;
- (b) % using artificial fertilizer;
- (c) Main crops;
- (d) Livestock.

IN DETAIL1. The Area:

- (a) Ward population.
- (b) Population density.
- (c) Focal points (school, church, court house, community hall, clinic, store).
- (d) Roads and communication, water supply.
- (e) Public services (hospital, clinic, schools, extension staff, Community Development).
- (f) The present pattern of settlement: describe.
- (g) Water supply.
- (h) Intra-area co-operative activities:
 - (i) building of houses;
 - (ii) road/bridge construction;
 - (iii) clearing of land/gardens;
 - (iv) village/community meetings;
 - (v) funeral/wedding ceremonies;
 - (vi) brickmaking; and
 - (vii) communal festivities.

2. The People:

- (a) Birthplace;
- (b) Household types (among other information number of houses headed by women);
- (c) Age and sex structure;
- (d) Level of formal education, literacy estimates;
- (e) Religious affiliation; and
- (f) Present occupation, number of self-employed, wage-earners.

3. Notes on Agriculture:

This section of the report should be framed by the local Extensionist, covering the following items:

- (a) Total number of hectares farmed;
- (b) Method of cropping, cultivation (describe), main crops;
- (c) Extent, nature of garden produce (describe);
- (d) Use of livestock (describe);
- (e) Present condition, potential of soil, water resources; and
- (f) Use of artificial fertilizer, demonstrations, assessed readiness to adopt new methods.

4. General Economic Level:

- Criteria:
- (a) Income;
 - (b) Holdings;
 - (c) Material possessions; and
 - (d) Purchasing patterns.

5. Health and Nutrition Prepared by Health Educator:

Specific information on -

- incident rates major disease forms;
- causal factors;
- specific health problems by age - sex ratios;
- present health facilities, staff, utilisation; and
- fertility, morbidity, mortality rates (include infant mortality).

6. Attitude Toward Settlement Schemes:

Descriptive: include leadership study as well.

7. Additional Items of Interest:

- (a) Number and percentage of males presently employed in towns and cities.
- (b) Examples and description of local, self-help, or aided self-help initiated projects.
- (c) Types, leadership, objectives, status and results of effects of voluntary organizations.
- (d) Special study of local leadership.

8. Analysis and Consolidation of the Baseline Data.

II. AIDED SELF-HELP HOUSING AND THE RESETTLEMENT OF UNAUTHORIZED RESIDENTS OF PERI-URBAN AREAS*: NOTES BY DR. MILTON ROSNER

Origin and Development of Site and Service Programme

265. A review of the available housing stock and financial allocations to local authorities for urban housing by the Ministry of Local Government in 1965, revealed serious shortages in needed housing units and definite financial limitations as regards predicted housing needs. It was estimated that under the normal housing programme, a shortfall of at least 35 000 units might be projected to 1970. In addition, studies indicated that 40 per cent of the existing housing stock, was in need of repair, and that there was large-scale overcrowding in high density areas.

266. A circular was distributed to all local authorities in April 1965, recommending that 30 per cent of the next 6 000 housing units should be constructed on a site and service basis, with minimum standards of pole and dagga.¹⁾ Councils would be assisted in this type of scheme by grants from the Central Government to the extent of 50 per cent of the approved capital cost of the service.

267. The attitude of town engineers and town planners, who envisaged a sharp decline of standards and the resultant creation of shanty towns and slums was generally negative and unenthusiastic. Each local authority was to submit

* This excerpt is not an official document of the United Nations, but a paper especially prepared by an expert appointed under the United Nations programme of technical co-operation, as his final report to the Government of Zambia.

1) Wattle and mud.

individual schemes to the Ministry for study and approval. The scheme was aimed at assistance to the lowest income group, enabling them to build their own houses through co-operative effort, the local authority providing demarcated plots with essential maintenance services, individual water supplies, sewerage, washing facilities and all-weather roads.

268. The background to the proposals was discussed in Chapter II of this report. Urbanization in Zambia had generated a flood of in-migration to towns and cities, exacerbating an already difficult situation. In addition to the needs of residents in the various townships, the Government was alert to the problem of the resettlement of residents of unauthorised peri-urban areas.

269. In the recommendations of a 1965 United Nations Mission on Urban Development and Housing, it was clearly stated that a site and service scheme needed a strong component of social planning in order to inculcate a sense of co-operation and involvement among the participants, leading to the creation of viable communities. The United Nations team suggested these main points:

- (a) That the new communities should be integrated, physically, socially, and economically in the structure of the wider community;
- (b) That attention should be paid to establishing a variety of housing types;
- (c) That a loan system should be introduced, with special regard to roofing materials;
- (d) That a comprehensive approach should be adopted giving community development a firm role in training and guidance;
- (e) That various agencies should be co-ordinated in the direction and management of the scheme;
- (f) That demonstrations should be initiated immediately in order to gain experience and show the validity of the programme;
- (g) That the schemes should be integrated into the larger master plans of town and city growth;
- (h) That a National Housing authority should be established to plan and co-ordinate all housing schemes in the country.

270. In actual fact, the real momentum for the site and service scheme was not generated until the formation of a working party in 1966. The senior advisor was a member of the working party, which recommended the immediate institution of pilot projects in Kitwe, Luanshya and Ndola, the commencement of a site and service training course in Kitwe, and the issuance of policy directives by the Ministry of Local Government and Housing.

271. The directives of the Ministry of Local Government set the tone for the entire scheme:

- (a) by providing for a pattern of co-ordinated organization, direction and management;
- (b) by arranging for long-term loans to local authorities for capital expenditures and a loan system for participants;
- (c) by setting the basis for systems of material procurement of stores, land tenure, standards of houses (with prototypes from the Zambia Housing Board), methods of selection of participants, and an approximate costing exercise.

272. The role of the Department of Community Development was incorporated in the general planning exercise, and in national policy, as follows:

- (a) Departmental staff, trained in housing and community development, were seconded to pilot areas of Kitwe, Ndola and Luanshya, as heads of field teams, following an orientation at the Kitwe Centre;
- (b) The Kitwe Centre was designated as the venue for the site and service training of community development and technical staff;
- (c) Field community development staff were given responsibility for surveys, selection procedures, dissemination of information, formation of building groups, liaison with technical departments and project management teams, supervision of building, analysis and arrangements for solving emergent problems, record-keeping and evaluation of progress.

273. Following a series of field meetings arranged by the Ministry of Local Government to further clarify basic issues, three pilot schemes were initiated in September 1966. Perhaps the most valuable experience at this stage was gained by Kitwe. In 1966, a survey of the squatter area was conducted by the Adviser in Kambemba, covering fifty-one families living in a shanty town. Provision was made to shift these families to an emergency transit area.

274. The experience gained in the resettlement of 374 families in the transit area, under the co-direction of the housing department of Kitwe and the field direction of seconded department of community development staff, set the tone for present solid work done by the site and service scheme in Kitwe. The adviser was closely associated in the planning and development of the early phases of the scheme, which encompassed the following elements, basic to the future expanded scheme:

- (a) Resettlement participants were treated as quasi-site and service people, and given financial and technical assistance in the construction of their houses;
- (b) The council produced a "standard plan", but houses were constructed on a double plot and not always up to approved standards;
- (c) An excellent system of material procurement and purchase of stores gained national recognition in ministerial circulars;
- (d) A field team was constituted, which was mainly technical in its functions and limited in depth of supervision;
- (e) Participants varied in their abilities to construct core houses, built mainly of Kimberly brick. Difficulties were faced in the procurement of materials and in securing limited technical assistance;
- (f) As a result of these experiences, recommendations were made for the preparation of a variety of house plans, for a sounder system of procurement of materials, for more depth in supervision, early servicing of sites, formulation of a manual of building instructions, and phased-out construction in groups of fifty.

275. All the recommendations from the early Kitwe experience were incorporated in national directives to local authorities. The concept of phasing, and the specificity of function of various council departments, was worked out jointly by the former estates manager and the senior adviser and accepted by the council as a practical plan of work. It was evident, even at the early stage that the basic concept of building in groups would present some difficulties because of time factors and differential access to capital funds.

SOME FOOD FOR THOUGHT : SELECTED BIBLIOGRAPHY

A. ON THE PROCESS

- (i) Lee J. Cary (Ed.): *Community Development as a Process*, University of Missouri Press, Columbia 1970. A classic on community development - very thorough.
- (ii) Conrad M. Arensberg and Arthur H. Niehoff: *Introducing Social Change*, a manual for community development, second edition. Aldine Atherton, Chicago and New York, 1971. Very good for beginners in community development.
- (iii) Godfrey and Monica Wilson: *The Analysis of Social Change*, Cambridge University Press (first paperback edition) 1968. Is an interesting analysis of the process of acculturation and social relationships. This is a somewhat old book but useful.
- (iv) Iris V. Cully: *Change, Conflict and Self-Determination*, The Westminster Press, Philadelphia. An educationalist's approach to change and self-determination.

B. SOME THEOLOGICAL INSIGHTS

- (i) Roger L. Shinn: *Tangled World*, Charles Scribner & Sons, New York 1956. An analytical review of American society from a theological perspective. A good appetizer.
- (ii) Thomas G. Oden: *The Structure of Awareness*, Abingdon Press, Nashville and New York 1969. This is a tough psycho-theological look at man's salvation or actualization especially within secular categories.
- (iii) Howard J. Clinebell, Jr.: *Basic Types of Pastoral Counselling*, Abingdon Press, 1966. A beautiful overview of the field of pastoral care as expressed in counselling (especially relating to the art of caring for individuals, group work and community concerns) from a theological viewpoint. What I would call the church in action.

C. A PSYCHOLOGICAL LOOK

- (i) Philip Zimbardo and Christina Maslach: *Psychology for Our Times*, Scott, Foresman and Co., Glenview, Illinois 1973. This is a good introductory work on the whole of psychology; it starts with a critical analysis of the renowned scholars' American psychotherapy, moves on to analyze a variety of psychological viewpoints, and ends each section with interesting test questions. It is highly American in taste. (Another appetizer).
- (ii) Muriel James and Dorothy Jongeward: *Born to Win* (transactional analysis with Gestalt experiences), Addison-Wesley Publishing Co., Reading, Massachusetts, Menlo Park, California, 1971. During my time in the States this was regarded as a classic of the Transactional Analysis approach to personality structure. A good handbook for a simplistic analysis of personality. Very useful in short-term counselling such as in so-called "crisis intervention methodology" and group work. (A good tool in analysing the dynamics of small groups and in building cohesion).

D. SPECIAL MATERIAL

- (i) United Nations - Instituto de Credito Territorial: Inter-regional seminar on improvement of slums and uncontrolled settlements - Final Report of a United Nations document.
- (ii) Dr. Milton Rosner: *Urban Community Development in Zambia*. Training and Programme Development 1965-1969; United Nations, New York.
- (iii) Peter Randall (Ed.): *Some Implications of Inequality*, SPRO-CAS, Ravan Press, Johannesburg.
- (iv) *The South African Labour Bulletin*, Institute for Industrial Education, Durban. (Especially Vol.2, No.4.).
- (v) *Migrant Labour and Church Involvement* - a consultation held at Umpumulo (Natal) organized by Missiological Institute, Umpumulo, Rector A.I. Berglund, in co-operation with The Christian Academy of Southern Africa, Secretary H. Bodenstein.
- (vi) Dr. H.J. Becken (Rector, L.T.C.) and H. Bodenstein (Secretary, Christian Academy), (Eds): *Church and Development: The Role of the Church in Socio-economic Development in South Africa*, Missiological Institute, Umpumulo, Natal, and The Christian Academy of Southern Africa.
- (vii) Our Working Documents: My original scheme;
Dr. Rosner's adaptation of my scheme;
S.C.D.A.'s Constitution.
These have been donated to the UNISA Library: UNISA Documentation, Centre for African Studies.



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