

PROJECT MANAGEMENT TRAINING FOR COMMUNITY DEVELOPMENT

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DECLARATION

I, the undersigned, hereby declare that the work contained in this assignment is my own original work and that I have not previously, in its entirety or in part, submitted it at any university for a degree.

SUMMARY

The Government of South Africa introduced the Reconstruction and Development Programme (RDP) as a means of addressing the sub-standard, living conditions many under-privileged and disadvantaged societies were experiencing in the country. That gave community development impetus. The RDP, as a government policy, presupposed that public institutions would be responsible for its implementation. That implied that public officials, inter alia, would have to facilitate community development. This change agent status of public officials also implied that they would have, out of necessity and demand, to acquire or to demonstrate knowledge of project and community development management skills.

Management sciences argue that an organisations' effectiveness is, amongst other, the result of interplay between the internal capacity (inputs), outputs (production) and outcomes (impacts). Internal capacity includes, among others, the training of personnel for the achievement of goals.

This study, as stated in the research question, seeks to explain the relationship between project management training and effective community development. It seeks to establish whether there are a significant number of public officials who are trained in project management for community development. The study focuses on the Province of the Eastern Cape, especially the Department of Sport, Recreation, Arts and Culture, with special reference to cultural officers. The study further presents the Willowvale Case Study to demonstrate in a practical way the relevance of project management skills to the implementation of community development programmes. This case study also serves as base to launch arguments in favour of trained public officials.

The research results suggest that public officials, especially cultural officers, lack project management skills. These findings presuppose that the implementation of some community development projects may be flawed, delayed or postponed.

The study recommends that the Province of the Eastern Cape consider setting up an interdepartmental body for the purpose of establishing an integrated project and community development training policy, in consultation with relevant tertiary institutions for support and advice.

OPSOMMING

Die Suid-Afrikaanse regering het die Heropbou- en Ontwikkelingsprogram (HOP) ingestel as instrument om die substandaard lewensomstandighede wat verskeie minderbevoorregte en agtergestelde gemeenskappe in die land ervaar, aan te spreek. Die HOP, as regeringsbeleid veronderstel dat openbare instellings verantwoordelik is vir die implementering daarvan. Dit impliseer dat openbare amptenare, onder andere, gemeenskapsontwikkeling moet fasiliteer. Hierdie veranderingsagent status van openbare amptenare impliseer dat hulle as 'n noodsaaklikheid vaardighede in projekbestuur en gemeenskapsontwikkeling moet bekom of oor beskik.

In die bestuurswetenskappe word geargumenteer dat organisatoriese effektiwiteit onder andere die resultaat is van 'n verwantskap tussen interne kapasiteit, uitsette en uitkomst. Interne kapasiteit fokus onder andere weer op opleiding vir die bereiking van doelwitte.

Hierdie studie poog om die verhouding tussen projekbestuursopleiding en effektiewe gemeenskapsontwikkeling te verklaar. Die studie probeer bepaal of 'n saakmakende hoeveelheid openbare amptenare opgelei is in projekbestuur vir gemeenskapsontwikkeling. Die studie fokus op die Provinsie van die Oos-Kaap, spesifiek die Departement van Sport, Ontspanning, Kuns en Kultuur, met spesiale verwysing na kultuurbeamptes. 'n Gevalstudie van die Willowvale gemeenskap demonstreer op 'n praktiese wyse die relevansie van projekbestuursvaardighede vir die implimentering van gemeenskapsontwikkelingprogramme. Die gevalstudie verskaf ook 'n basis vir argumente ten gunste van opgeleide openbare amptenare.

Die resultate van die studie suggereer dat openbare amptenare, veral kultuurbeamptes projekbestuursvaardighede kortkom. Hierdie bevindinge dui daarop dat die implementering van sekere gemeenskapsontwikkelingsprojekte beperkinge het, vertraag word en selfs gestaak kan word.

Die studie beveel aan dat die Provinsie van die Oos-Kaap dit oorweeg om 'n interdepartementele liggaam te vestig. Die doel hiervan moet wees om 'n geïntegreerde Projek- en Gemeenskapsontwikkeling Opleidingsbeleid in konsultasie met relevante tersiêre instellings in te stel.

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CHAPTER 1: INTRODUCTION

Community development gained new impetus in South Africa with the introduction of the Reconstruction and Development Programme (RDP) by the Government of National Unity in 1994. This, in essence, meant that community development is no longer an activity exclusive to NGOs but a government-driven and supported phenomenon. In real terms, that meant that the government would have organs, within its institutional framework, for the implementation of community development. Translated to practical reality, this would require the government officials in various departments to facilitate development projects in the various disadvantaged communities of South Africa. It is not unfair therefore to assume that public officials responsible for community development would have to possess development and project management skills.

The Department of Sports, Arts and Culture, in the Province of the Eastern Cape, for instance, received funds from the Department of Arts, Culture, Science and Technology (national) for the purpose of establishing community arts centres in targeted communities. These funds emanated from the RDP funding started by the former President of the Republic of South Africa, Nelson Mandela. RDP was meant to be a community-based and people-driven programme of development in a democratised society. Both the national and the provincial departments were expected to manage the projects, some jointly. Most line function departments have some development projects. This phenomenon has resulted in the establishment of a division, named, Community Based Development Programme (CBDP), in the Office of the Premier, whose function is, *inter alia*, to co-ordinate community development projects in the Province of the Eastern Cape (GTZ, Eastern Cape 1998). It is apparent therefore that the task environment of some public officials requires them to manage development projects.

1.1 MOTIVATION FOR THIS STUDY

There is a notion in management sciences that organisation effectiveness is the result of an interplay between the internal consistency (a fit among strategic choices and policies), the external consistency (a fit between strategy and the outside world), and dynamic consistency (a fit between strategy and organisation's capabilities and resources). Management sciences seek to establish understanding of the outcomes of an organisation's course of action, that is,

the impact it has on the client it serves, organisation outputs, that is, its productivity, and its internal capacity, meaning the readiness of an organisation to produce a product in terms of its resources. Internal capacity is dependent on the provision of internal support services, i.e., maintenance, training and auditing as necessary prerequisites to produce outputs (Holzer and Callahan, 1998:119).

This study, in particular, focuses on the internal service of training as a requirement for the effective implementation of the government programmes in a specific sector. It seeks to determine whether cultural officers in the Department of Sport, Recreation, Arts and Culture in the Province of the Eastern Cape possess the required knowledge and skills to implement projects for community development.

The Government is under public pressure to fulfil its electoral promises – which it would work towards the development of the disadvantaged societies of South Africa. Community development, as a process of change, requires that its implementers possess relevant knowledge and skills. One of the most important skills is that of project management. It is an indispensable tool to community development implementation programmes.

1.2 RESEARCH QUESTIONS

Public management has, as its focus, the effectiveness of organisations. Scientific activities within this discipline strive towards answering questions and provide solutions to practical managerial problems. One of the fundamental questions in public management is to determine whether human resources used in the execution of public activities possess relevant skills to implement the required tasks.

Research questions for this study are asked in relation to the Department of Sport, Recreation, Arts and Culture. It seeks to determine the readiness of this department to carry its obligation as an intervening agent in the area of community development, especially project management in community development programmes. This study sets out to answer the following questions:

- Is project management training necessary for community development to be effective?
- Is there a significant group of public officials who are trained in project management and community development techniques and skills?

1.3 SCOPE OF THE RESEARCH

This study focuses on the Department of Sport, Recreation, Arts and Culture in the Province of the Eastern Cape with special reference to the cultural officers whose obligation demands facilitation for the establishment of community arts centres. Further, the focus is on community development and project management as intervention strategies for development and specifically skills requirement to implement these successfully.

1.4 THE PREMISES OF THIS STUDY

This study accepts the premise that there is no significant group of public officials trained to successfully implement projects for community development programmes in the Department of Sport, Recreation, Arts and Culture. The absence of project management and community development skills presupposes that:

- The implementation of government policies in respect of community development will be flawed;
- Community development implementations may be delayed due to lack of skills;
- The beneficiaries may have to wait long before their basic needs are met; and
- The government, to be effective, would have to address the problem of internal incapacity through training.

1.4.1 Variables

Two variables emerge from this premise, firstly, an independent variable, which is 'trained public officials', and a dependent variable, which is 'project and community development implementation'. The argument in favour of trained public officials derives justification from the facilitating role public officials play in the development processes. Appropriate training should help them to:

- Understand the praxis of development and its dynamics;
- Acquire attitude needed to do their work;
- Acquire psychological skills needed when working with the poor;
- Understand the milieu of poverty in which communities exists;

- Assist communities with project design, quality control, scoping, cost to management, time management, and risk management;
- Conduct, as may be required by funders, participatory developmental needs analyses for the targeted communities; and
- Assist with project proposal writing and implementation.

Development involves a process whereby people's potentialities, in the use of resources for the improvement of their lives, on a sustainable basis, are evoked and enhanced (Korten 1990:67). The people possess an inherent capacity to learn and to unlearn, to extend their horizons, to plan, execute and effect changes. Community development is a people-centred and demand-driven phenomenon. It implies full participation of the beneficiaries as equals to development facilitators. It is a learning process for all; it implies capacity building and empowerment. It adopts an adaptive administrative approach.

The training of government officials in project management for development assumes that they will, as a result, possess skills necessary to effect community development. The training should create an environment for an improved internal capacity (inputs) which would, according to the premise, enhance performance in terms of better outputs (productivity) and outcomes (impact or effectiveness).

1.5 RESEARCH METHODOLOGY

As indicated, the study isolates internal capacity from outputs (productivity) and outcomes (impacts). It seeks to establish whether public officials responsible for the implementation of community development programmes possess project management skills. Bless and Higson-Smith (1995:67) maintains, "...every project requires a research design that is carefully tailored to the exact needs of the researcher as well as the problem". Due to the nature of this study, its multi-dimensionality and multi-disciplinarily, a plurality of research methodology was used. It is a descriptive in nature and employs qualitative and quantitative techniques. Cooper and Schindler (1998:134) maintain that "...quality is the essential character or nature of something; quantity is the amount". "Qualitative refers to the meaning, the definition or analogy or model or metaphor characterising something, while quantitative assumes the meaning and refers to a measure of it". The application of both techniques renders it quali-

quantitative. In this regard, this study sets out with a theoretical orientation and understanding of the fields of study, community development and project management.

It explains the interdependency between community development in theory and in practise with South African development policies. The School of Public Management and Planning at the University of Stellenbosch offered both fields of study as courses. Orientation courses cover, inter alia, the history of development, theory of development, development management, project management and programme management for development, and the role of the state in development management. Simultaneously, the School of Public Management and Planning offered a three-week course on Research Methodology. The course equipped students with skills and methods of acquiring scientific knowledge.

As a means of testing and putting to practical use the skills and knowledge acquired from studies in community development and project management, the researcher seized an opportunity of leading a group of public officers to a Willowvale community. This was in response to an application from the community for the establishment of a community arts centre (see Chapter 4 of this study). The purpose of the visit was to assist the community to develop a project proposal for the proposed community arts centre. This is where knowledge regarding the building blocks for community development - participation, empowerment, capacity building, social learning processes and sustainability – was tested. This led to the development of clear objectives, organisational structure, core functions of the centre, internal and external resource linkages, and the determination of the role players.

Conversely, the experience and insight gained in working with the Willowvale community and all the stakeholders exposed the researcher to what he perceived as lack of community development and project management skills on the part of public officials, especially those whose work environment demands of them to facilitate development projects.

The researcher was curious to know how widespread this lack of skills and knowledge is. Was the problem confined to one district office staff, or was it a phenomenon prevalent to all government departments, especially the Department of Sport, Arts and Culture (Eastern Cape)?

1.6 RESEARCH DESIGN AND LAYOUT

As means to satisfy curiosity, and as means of investigating the premise of this study, questionnaires were designed (see **Annexure A**). The first targeted government departments. The aim was to establish a general impression or an attitude towards training in the Province of the Eastern Cape. However, as it was not possible to reach the entire population of public officials, a representative group, a sample, had to be considered. The questionnaire was distributed by hand to eight of the 11 departments. It was restricted to four officials in each department, namely, human resource management director, project co-ordinator, and any two line function directors (see chapter 4 of this study). The questionnaire was set out to establish the following:

- Whether the government appreciates the need for the training of officials in development and project management;
- Whether the government budgets for development and project management training;
- Whether lack of the development project management skills causes development failures and
- Whether the Province co-ordinates development project management training.

As means of validating the results of the first questionnaire, a second questionnaire (**Annexure B**) was drawn and distributed to the Directorate of Arts and Culture Directorate, in the Department of Sport, Recreation, Arts and Culture. It was chosen because it has cultural officers whose work environment requires them to be involved in establishing community arts centres and/or traditional villages as community development projects. It was confined to two cultural officers each in four of the six regions comprising the Eastern Cape, and ten cultural officers at Bisho, head office, both cases targeting a supervisor and the subordinate. The questionnaire sought to determine whether cultural officers:

- Received training in development and project management prior to their appointment;
- Perceive development and project management as necessary skills in their work environment;
- Have attended any development and project management course during the period of their employment; and

- Have an understanding of community development and project management body of knowledge.

Chapter 2 deals with community development. It gives an overview of the Reconstruction and Development Programme in South Africa, community development as an intervention strategy, principles of community development, the building blocks of development, and participatory learning processes.

Chapter 3 presents project management as development management tool. It explains project management processes and knowledge areas and its links with community development.

Chapter 4 presents a study case – the Willowvale Community Arts Centre Project. It explains the practice of project management in community development, within a community participation context, within the activities of the Department of Sport, Recreation, Arts and Culture. It indicates the skills' requirement to facilitate and implement community development projects and therefore validates the question of internal incapacity as set out in the premise of this study.

Chapter 5 presents the results of the questionnaires in respect of project management training for community development in the Province of the Eastern Cape with special reference to cultural officers in the Department of Sport, Recreation, Arts and Culture.

Chapter 6, guided by the findings of the research, draws conclusions and presents recommendations to the Province of the Eastern Cape in general, and to the Department of Sport, Recreation, Arts and Culture in particular.

1.7 LIMITATIONS OF THE STUDY

The research was conducted at Bisho, the centre of governance in the Province of the Eastern Cape. The study has limitations in that not all public officials participated in the questionnaire. It was not possible to reach single development facilitators of each department scattered all over the Eastern Cape. The first questionnaire was distributed to eight of the eleven departments. It targeted the directors of administration, the training officers, and two line function directors with project management responsibilities in each of the departments.

The second questionnaire targeted only the cultural officers in the Department of Sport, Recreation, Arts and Culture in the Province of the Eastern Cape whose task environment requires them to facilitate development projects such as establishment of community arts centres and/or cultural villages.

Lastly, the research reflects on the current training programme. No pre- test or post-test to trainees has been conducted. The study does not analyse the course content or the profile of the training institutions. This study seeks to establish whether the Eastern Cape government regards the training of its public officials in development project management skills as one of its strategic choices.

CHAPTER 2: COMMUNITY DEVELOPMENT

2.1 INTRODUCTION

A Draft Report prepared by the Arts and Culture Task Group (ACTAG) for the Ministry of Arts, Culture, Science and Technology (1995:176) states that the term, “community”, “refers to a group of people linked together by factors such as geographical location, language, class position, educational levels, religion, history and traditions.” The meaning, as espoused above, attempts to embrace the variety of communities in South Africa. It includes ethnic, tribal and heterogeneous societies of South Africa. The term, therefore, is illusive; open to debate and disagreements.

This study, however, focuses on those groups of persons who share locality and are simultaneously experiencing the ravages of poverty, the deprivation trap. The United Nations, in De Beer and Swanepoel (1998:18), suggests that all endeavours to identify communities should focus on the “...small communities of individuals ‘at the lowest level of aggregation at which people organise for common effort.’” Swanepoel (1997:8) states unequivocally that “...development’s main goal is to eradicate poverty...development wants to free people from the deprivation trap”. De Beer and Swanepoel (1998:18), responding to the elusiveness and ambiguities of the term, “community”, agree that “...no general agreement on the meaning of “community” exists. The term is used with an inherent assumption (not always explained in such terms) that it is characterised by a closeness of people (geographic locality), shared needs or interests, a willingness or need to participate in “development” and some measurable level of poverty or deprivation.”

The UN, as quoted by Theron (1998:80), offers a classic definition of community development – a definition that encapsulates a number of issues. It connotes that community development is “...the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress.” This complex of processes is made up of two essential elements: The participation of the people themselves in efforts to improve their level of living, with as much reliance as possible on their own initiative, and the provision of technical and other services in ways which encourage initiative, self-help and mutual help and make these

more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements.” The etiological factors of poverty, such as policy-induced processes, dualism, resource management and the environment, natural cycles and processes, the marginalisation of women, cultural and ethnic factors, exploitative intermediation, internal political fragmentation and civil strife and international processes, as identified by Jazairy et al (1992:69-87), demand some form of government intervention. Such intervention includes, inter alia, the orientation and training of public officials in project management for community development.

2.2 THE BASIC PRINCIPLES OF COMMUNITY DEVELOPMENT

Swanepoel (1997:2-9) provides scholars with “basic principles” that should guide community workers on the road to development. These principles, he claims, “should be non-negotiable.” These “non-negotiable”, “basic principles” apply equally to public officials who are development facilitators, and provide the bases for the argument in favour of them being subjected to development project management training. The suggested basic principles are as follows:

- The principle of orientation: community development addresses the total sum of human needs, concrete and abstract.
- The principle of participation: community development is embedded in the social learning process.
- The principle of empowerment: empowerment means the acquisition of power and ability to give it effect.
- The principle of ownership: this principle seeks to entrench the ownership of development where it belongs, with the community.
- The principle of release: development is an effort at total transformation that releases the whole person from the jaws of poverty; development wants to free people from the deprivation trap.
- The principle of learning: all stakeholders are learning from the realities of the situation.
- The principle of adaptiveness: as one learns, he/she adapts the methods. This requires a change of the mindset. Adaptiveness implies responsiveness to social situations. It is an antidote for passivity.

- The principle of simplicity: Big, complex and sophisticated projects limit the potential for learning, participation and adaptiveness.

Swanepoel (1997:13) describes community development as “a collective activity, in that a group of people sharing mutual interests, sentiments or concerns, act together and in concert”.

2.3 BUILDING BLOCKS FOR COMMUNITY DEVELOPMENT

There are a variety of buzzwords and processes associated with community development. This study, however, confines itself to the building blocks of community development, namely, participation, empowerment, sustainability (Liebenberg & Theron 1997:125). In addition, it explores participatory methods, currently practised, that actualise the building blocks of development, namely, the participatory action research (PAR), participatory rural appraisal (PRA) and participatory learning action (PLA). PAR, PRA and PLA are treated in this article as synonyms. No attempt is made to describe their evolution. Focus is on their contribution to the development process. A clear understanding of the building blocks in community development, together with participation method, is offered below.

2.3.1 Participation

Participation, in development terms, is a multi-dimensional concept. Rahman (1993:150) views participation as “...an active process in which the participants take initiatives and take action that is stimulated by their own thinking and deliberation and over which they exert effective control”. It is significant to notice that Burkey (1993:40,50) speaks of “self-reliant participatory development” and argues that “...you cannot make people self-reliant, people become self-reliant”. This means that the latent energies that have been quiescent are unleashed and people drive the process themselves. Sethi, as quoted by Burkey (1993:40), states that the “...problem of the rural poor, in the final instance, cannot be solved by anyone but themselves; and all solidarity efforts must be aimed at strengthening their capacity for independent action”. The change agents/development facilitators should encourage the poor to think independently. They should help the poor, as it were, to grow away from them (change agent).

Burkey (1993:56) argues that “...participation is an essential part of human growth, that is, the development of self-confidence, pride, initiative, creativity, responsibility, co-operation....,(This) process, whereby people learn to take charge of their own lives and solve

their problems, is the essence of development”. This is about letting people be themselves. The change agent must realise that self cannot be substituted.

The Manila Declaration on People’s Participation and Sustainable Development, as quoted by Coetzee and Graaff (1996:318), proposes that people must “...exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people must control their resources, have access to relevant information, and have the means to hold officials of the government accountable”. Ingham (1993:45) states that there are developmentalists who argue that participation implies the “...deprofessionalisation in all aspects of life – schooling health, planning – in order to make ordinary people responsible for their well-being”. Others say that participation means that people are no longer objects but subjects of their destiny.

Ingham (1993:45) has observed that when people “...are oppressed or reduced to the ‘culture of silence’ they become objects. When they participate and construct their own history they become subjects in authentic development”. Theron (1998:67) suggests that it is necessary “...to distinguish between participation as means or an end”. Participation as means implies the use of participation to achieve predetermined goal or objective. Participation, as an end, is a process that unfolds over time. Its purpose is to “...develop and strengthen the capabilities of rural people to intervene more directly in development initiatives”.

Kotze and Kellerman (1997:37) add that participation implies involvement, implies the establishment of communication channels, a new attitude on the part of government officials, and must lead to reciprocal influence between development agencies and the people. Involvement connotes belonging, identification with the project, decision- making and directing. Kellerman (1997:52) provides the reader with articulated concepts of what participation is and/or is not:

- Participation means that people exercise varying degrees of influence over development activities that affect their lives;
- Merely taking part passively in externally designed and managed activities does not mean participation;
- Use of facilities provided through development projects does not mean participation;
- Being hired to work in labour-intensive project without having any say over project activities is not participation;

- Participation means taking part in identifying needs, being involved in project definition, project planning phase, project implementation, project monitoring and evaluation;
- Participation means assuming responsibility and accountability for development actions.

2.3.2 Empowerment

Liebenberg and Theron (1997:125) view empowerment “as a process that makes power available so that it can be used for the manipulation of access and the use of resources to achieve certain development goals”. Empowerment, inter alia, means the transference of skills so that the people can regulate their lives and manipulate resources for the improvement of the quality of their lives. Burkey (1993:59) suggests that empowerment includes “challenging established interests and seeks to confront these forces which oppose the rural poor’s access to the means of development.”

Chambers (1997:220) argues, “...empowerment unless abused, serves equity and well-being. It is not a static condition. It is a process not a product, it is not something that is ever finished, and there is no ‘empowerment’ box which can be ticked as complete.” It “...entails enhanced capabilities and wider scope for choice and action...It is interactive, between lowers, peers and uppers...it requires and implies changes in power relations and behaviour.” Kellerman (1997:53) proposes that empowerment involves institution building at the local level. Local organisations are trained to ensure that they can sustain development themselves. Community members, after the identification of the needed skills, are capacitated to perform specialised skills. Empowerment bears certain characteristics. De Beer and Swanepoel (1998:23-25) maintain that:

- Empowerment is a learning process. The community participate fully in problem identification and solving;
- Empowerment means decision-making and assumption of responsibility;
- Empowerment entails understanding your limits;
- Empowerment involves the acquirement of an ability to work with all role players in development projects, such as NGOs, donors and government officials;
- Empowerment entails the acquisition of skills to manage enterprises - becoming less dependent;
- Empowerment entails the understanding, claiming and defending of democratic rights;

- Empowerment is the acquisition of power and the ability to use it; and
- Empowerment involves a transfer of skills. Communities need skills that would help them beyond the project implementation phase.

Empowerment is a collective action by a group of people who share the same environment and challenges as an effort to improve their life supporting systems. During the empowerment process the community gains ability to manage their resources. Empowerment regards local institutions as power bases for the society. It regards the training or capacitating of the locals as means of increasing their effectiveness. Empowerment releases people from the deprivation trap.

2.3.3 Sustainability

The World Commission on Environment and Development (1987), as quoted by Treurnicht (1997:86), defines sustainable development as "...development that meets the needs of the present without compromising the ability of the future generations to meet their own needs." Rebetto, as quoted by Liebenberg and Theron, (1997:126), views sustainable development as "a development strategy that manages all assets, natural resources, and human resources, as well as financial and physical assets for increasing long-term wealth and well-being. Sustainable development, as a goal, rejects policies and practices that support current living standards by depleting the productive base". Mustafa Tolba(1987), as quoted by Elliot (1994:3) suggests that in broad terms sustainable development encompasses:

- Help for the very poor because they are left with no option other than to destroy their environment;
- The idea of self-reliant development, within natural resource constraints;
- The idea of cost-effective development using differing economic criteria to the traditional approach, that is to say development should not degrade environmental quality, nor should it reduce productivity in the long run;
- The great issues of health control, appropriate technologies, food self-reliance, clean water and shelter for all;
- The notion that people-centred initiatives are needed; human beings, in other words, are the resources in the concept.

The World Commission on Environment and Development (WCED) Report, entitled *Our Common Future*, as quoted by Elliot (1994:4), suggests that the pursuit of sustainable development requires, *inter alia*:

- A political system that secures effective citizen participation in decision-making;
- An economic system that provides for solutions for the tensions arising from disharmonious development;
- A production system that respects the obligation to preserve the ecological base for development;
- A technological system that fosters sustainable patterns of trade and finance;
- An international system that fosters sustainable patterns of trade and finance; and
- An administrative system that is flexible and has the capacity for self-correction.

Sustainable development requires, as its ingredients, meaningful participation, accessibility to, and management of, resources, skills transfer, institutional maturity and reliable support base. Liebenberg and Theron (1997:126) conclude, "...sustainable development is thus a slow-moving incremental and never ending process that involves many stages." Development facilitators should, together with the project owners, ensure that sustainability factors are explored and documented at the start of the project. The human's inherent capacity or potentiality to grow and acquire knowledge coupled with his/her analytic mind requires that participation, empowerment and sustainability, as defined, essentially be ingredients of development.

2.3.4 Participatory Action Research

Community development is dynamic, evolutionary in character, fitting to those who have a transformational and entrepreneurial mentality. It is characterised by paradigm shifts. Community participation is at its heart. Development practitioners have carried participation beyond descriptive levels, to practical and experimental levels. It is a necessary tool that must be shared with other development facilitators, especially public officials.

Development, according to Wetmore and Theron (1997:35), is not always compatible with theory. Development derives justification and status, not as portrayed by social scientists, but as experienced by the resources poor 'experts'. In terms of theory (positivism), all

scientific truths derive acceptance and status from the assumption that they are value-free, based on neutral observation and their processes are methodological. However, community development processes seem to defy these artificial scientific norms. They are value-laden and cannot be decontextualised from the social reality of the communities. Wetmore and Theron (1997:34) state that there "...is no ready-made world for people. People act and make the world liveable. People do this by giving things and actions meanings". People create their own social reality. Wetmore and Theron conclude that development is an "...integrated, value-laden cultural process which encompasses the natural, environmental and social relations". It is a multi-dimensional process. The RDP White Paper (1994:5) states "...development is not about the delivery of goods to passive citizenry. It is about active involvement and growing empowerment".

Development is a process that continually unlocks and challenges peoples' potential. Goulet (1978), as quoted by Wetmore and Theron (1997:92), defines development in terms of its core values, that is:

- Life sustenance: the ability to provide basic needs;
- Self-esteem: the ability to possess a sense of worth; and
- Freedom from servitude: the ability to make choices that influence and determine one's future.

The core values of community development can become a reality only as the capacity of the people is increased continually; as equity and equality, as indispensable components, are achieved; and political empowerment, as means of assisting communities to negotiate for themselves an environment conducive to their development, is promoted. Theron and Barnard (1997:39) have observed that people in community development "...participate in their own evolving processes, with the freedom and ability to gain information, and act upon such information, in a manner determined by them". The building blocks and core values of development are summed up succinctly by Burkey (1993:205) when he said that "...self-reliant participatory development is an educational and empowering process in which people, in partnership with each other and those able to assist them, identify problems and needs, mobilise resources, and assume responsibility themselves to plan, manage, control and assess the individual and collective actions that they themselves decide upon"

This approach, according to Wetmore and Theron (1997:38-39), invariably introduces a paradigm shift, a paradigm “in contrast to positivism”. It introduces “humanist principles”, a research methodology that is participatory and oriented towards conscientisation and sensitisation (learning), or a participatory learning and action research method that will see people participate “...in their evolving process, with freedom and ability to gain information, and act upon such information, in a manner determined by them”. The pedagogic of Participatory Learning and Action (PLA) are that self-teaching, self-learning and self-action that result in self-reliance.

PLA is a dialogical approach and can be illustrated in terms of Shanmuganatha’s summary as quoted by Burkey (1993:62) and Wetmore and Theron (1997:40):

- **Participatory:** It is based on a participatory principle which eliminates, through effective dialogue, the distinctions between the researcher/investigator and the poor/beneficiaries, although the researcher may draw his or her own independent inferences from the research.
- **Learning:** A basic premise is that the perceptions of the poor about their own conditions are different from the perceptions of outsiders, however sympathetic they may be. It is the perceptions of the poor that should form the basic point of reference for any analysis. These perceptions can be identified and understood only through a learning process involving intimate and continuous dialogue and joint reflections.
- **Action:** A convergence of perceptions between the concerned outsider and the poor is possible only through a continual dialogical process that is essentially action-based.

Wetmore and Theron (1997:85,86) call for the change of “attitudes, methods and techniques.” They argue, “...development has come to mean a process of social learning, leading to empowerment, through people’s participation in the process of achieving self-reliance”. PAR/PLA deviates methodologically from the conventional scientific research methodology, which allows no common sense but empiricism. An Indian farmer, quoted by Burkey (1993:60), states that “people do know their problems, they live with them. How can it be that they do not know them? If they do not express their views it is because they have no power of an organisation behind them. They know they are weak and their frankness will mean further exploitation.” In the light of this statement, Burkey (1993:60) argues that the “...preliminary objectives of PAR should be (1) to increase the development worker’s understanding of the local situation, and (2) to increase the insight of the local people,

especially the poor, into what factors and relationships are the root causes of, and contributing factors to, their poverty.” Traditionally, scientific research focuses on facts separate from the values and social relationships. A team of outsiders who are looking for quantifiable scientific neutral facts conducts investigations.

Burkey (1993:61) sees PAR as ‘an active research with a clearly defined purpose of creating knowledge to be shared by both the people and the investigator, knowledge that leads to action and, through reflection, to new knowledge and new action.’ Rahman in Burkey (1993:61,62) states that the “traditional field research on rural poverty by external authors is based on subject-object relationships which ‘assumes and asserts the myth of incapability of the people to participate in the research as equals’. He maintains that this humiliates the people and alienates them from their own power of generating knowledge relevant for transforming their environment by their own initiative. Traditional research in this view ‘makes them wait upon elite authors to come and find facts about them, to write about them and make policy recommendations for outsiders to solve their problems. This helps perpetuate domination of the people not only because of their economic dependence, but also of their intellectual dependence on privileged elites”.

This study favours the dialogical approach where the people and the change agent meet as equal partners. The ingredients of PAR, as espoused by Shanmuganathan in Burkey (1993:62), are summarised thus:

- It is based on a participatory principle which eliminates through effective dialogue the distinction between the author and the poor although the external author may draw his or her own independent inferences from the research;
- A basic premise is that rural poor’s perceptions of their conditions are different from the perceptions of outsiders however sympathetic they may be;
- It is the perception of the rural poor that should form the basic point of reference for any analysis. These perceptions can be identified and understood only through intimate and continuous dialogue and joint reflection; and
- A convergence of perceptions between the concerned outsider and the rural poor is possible only through such a dialogical process which is essentially action-based.

Rahman, as quoted by Wetmore and Theron (1997:95), states that “PLA is that a self-conscious people, those who are currently poor and oppressed, will progressively transform

their environment by their own praxis. In this process others may play a catalytic and supportive role but will not dominate”. PLA is our affirmation that we believe on the capabilities human beings possess. This happens through dialogue, defined by Burkey (1993:62) as “...an interchange and discussion of ideas based on a process of open and questioning and analysis on both directions between the investigators and the people, both individually and in small groups.”

Chambers (1997:154,155,103) states that PRA focuses on empowering rather than extracting, “...to start a process more than to gather data.” PRA “...seeks and stresses power reversals between uppers and lowers”. Its essence “...is changes and reversals – of role, behaviour, relationship and learning. Outsiders do not dominate and lecture; they facilitate, sit down, listen, and learn. Outsiders do not transfer technology; they share methods that local people can use for their own appraisal, analysis, planning, action, monitoring and evaluation. Outsiders do not impose their reality; they encourage and enable local people to express their own.” Chambers (1997:203) says, “...if the weak are to be empowered, big shifts must occur.” Local people should take initiatives and control. This shift, metaphorically, of “handing over the stick,” “the chalk and pen” could, according to Chamber (1997:154), be:

- From closed to open: This expresses reversal from etic to emic reality – the professionals learning from the local people;
- From measures to comparing: measurements require absolute answers whereas comparing involves “reflection and judgement.” Comparing is an exercise that does not need expertise; more people can participate;
- From individual to group: Traditionally, research can be conducted by an individual (professional) who is an outsider – distanced from local realities. A group of locals can by participation, come with broader view of local realities. Research findings in this paradigm are owned by the society.

2.4 INTERNAL INCAPACITY AND THE RDP DELIVERY

Meintjies, in RDP News (1995:1), sighted problems with the RDP service delivery programmes. He reveals that “The RDP was given R2.5 Billion from the State for the Presidential Lead Projects. Delivery has taken place. RDP progress has, however, fallen behind schedule due to organisational and capacity crisis targets”. The RDP Office itself has

confirmed this observation. According to Stewart (1997:17), it has identified, inter alia, the following problems:

- Lack of project management experience;
- Lack of accountability in form of business plans;
- Lack of consultation with communities;
- Slow development of management structures; and
- The time-lag between planning and delivery;

The closure of the office of the RDP in 1996 "...involved the formal transfer of responsibility to the line departments and provincial administration as a part of integrating the allocation into the budget" (Barberton et al 1998:47). The RDP, as a government policy, gives the poor communities of South Africa hope. However, it is flawed operationally. Problems regarding its implementation suggest that public officials who facilitate development lack development project management skills.

2.5 COMMUNITY DEVELOPMENT SKILLS

To give effect in practise, implementing agents must understand the process of community development, as well as possession of specific skills. To facilitate community development effectively, literature and information analysis indicate, according to De Beer and Swanepoel (1998:93-94) that the following are the very important skills' requirement:

- Getting to know the community and appraising resources;
- Planning and project execution;
- Organisation and communication (attitudes) ;
- The process of community development.
- Ice-breaking techniques and exercises;
- Raising issues (problem-solving approach);
- Teaching skills, including communication and motivation;
- The use of teaching aids;
- Planning and presentation of a course; and

- The who, how and what of evaluation.

Burkey (1993:90), in addition to the above, suggests the following skills' arrears:

- An understanding of group dynamics, and the importance of 'analysis-action-research' in the self-reliant participatory process.
- An understanding of the connection between local community structures and problems (microanalysis) and national / international policies and structures (macro-analysis).

De Beer and Swanepoel (1998:92,93) suggest further skills development for community development should include the following:

- An understanding of problem – based needs: The problems affecting the community that led to the need for the development programme should be articulated and documented. This can be achieved by the application of participatory needs analysis and the social learning process.
- An understanding of the process of building on existing knowledge: This requires the trainer to measure and tailor the training modules against the level of knowledge of the group. Community development favours the dialogical learning process, a two-way approach.
- An understanding of the principle of learning by doing: This method implies an action - based and hands - on approach to training. Shams (1985), quoted by De Beer and Swanepoel (1998:92), calls it a "barrio immersion". This effectively "...means that trainees must live in the villages as part of their training" (which) "...aims to expose the participants to the realities of the rural situation, enabling them to develop a new social consciousness and commitment on behalf of the poor in initiating and implementing development plans".

The 1995 Public Service Regulations on training (Chapter L 4-10) advises that all types of training interventions for public servants be characterised by the following:

- A situation and needs analysis must precede every training project, course, and session.
- Training objectives must be clear, specific and, as far as possible, measurable.
- Subject matter must be in line with the needs and objectives.

- The human resources development needs of the organisation as well as the needs of individual public servants must guide the nomination of trainees.
- The results of every training project, course and session must be evaluated in order to determine the effectiveness thereof and with a view to utilising findings to adapt training interventions where indicated.

Unless the government makes and acts on decisions to train public officials in community development project management, development remains a buzzword with no effect on communities. There will be no efficient and effective service delivery. A compendium of their tasks suggests that all development project managers should possess a diversity of management skills – be transactional, transformational and entrepreneurial leaders.

Kellerman (1997:58) and De Beer and Swanepoel (1998:56-58) argue in favour of structured training programme for community development facilitators. Development facilitators are expected, inter alia, to:

- Support project objectives regarding capacity building and empowerment. This involves the transfer of skills at the time of project implementation;
- Train community committee members, utilising internal or external sources, depending on the extent of the need with reference to the strength of their training;
- Assist communities with project design, quality control, scoping, cost management, time management, and risk management. In fact, development facilitators are expected to know all that is contained in the Project Management Body of Knowledge;
- Conduct, as required by funders, participatory rural appraisal or participatory action research and/or other development processes as the situation may require;
- Assist with the writing of the project proposal in a professional manner;
- Support the communities without creating a dependency syndrome;
- Plan, negotiate and document their exit strategy; and
- Empower communities with management skills.

All management skills, in their diverse forms, may be needed sometime during the project life cycle. Community development projects in the public administration context call for even more knowledge and skills application in that, in order to provide meaningful support to the

community, as Brown (1997:77) suggests, contextualisation and empowerment phases must be added to the project management life cycle. This will be discussed in more details in the next chapter.

2.6 CONCLUSION

The government has an enormous task of facilitating community development. Simultaneously, communities, due to adverse circumstances that now prevail, demand assistance from the government. There are policy imperatives that compel public institutions to serve the societies in terms of their needs. Community development programmes are meant to address identified needs. One of the skills critical to effective community development is project management. The next chapter presents project management as development management tool – a skill that is indispensable to change agents and/or development facilitators.

CHAPTER 3: PROJECT MANAGEMENT

3.1 INTRODUCTION

Development is effected through projects. It is fitting, therefore, that project management, as a development programme management tool, assumes an integral part in this document. Burke (1999:1) states, "Project management offers a structured approach to managing projects". The issue of development is so crucial that it cannot be assigned to proximate status. It is accepted, according to Esteva, quoted by Sachs (1993:8), that 'In common parlance, development describes a process through which the potentialities of an object or organism are released, until it reaches its natural, complete, full-fledged form'. Project management is a practical and precise means of engaging individuals and communities in a process that makes them utilise resources inherent and acquired into productive ends.

3.2 UNDERSTANDING PROJECTS

The Project Management Body of Knowledge (PMBOK), as quoted by Burke (1999:2), defines a project as "...temporary endeavour undertaken to create a unique product or service. Temporary means that every project has a definite end. Unique means that the product or service is different in some distinguishing way from all similar products or services". Turner (1993:8) views a project as "...an endeavour in which human, material and financial resources are organised in a novel way to undertake a unique scope of work, of given specification, within constraints of cost and time, so as to achieve beneficial change defined by quantitative and qualitative objectives". Cleland (1997:18) sees project management as "...the creation and delivery of something that did not previously exist, on an ad hoc basis, so that the project meets cost and schedule objectives. Projects are building blocks in strategic management of organisations, which when conceptualised, designed, produced, and put into a customer's enterprise, facilitates organisations growth and survival: project management constitute one of the main forms for converting an organisation from one state to another. It might be called "transitional management".

Cleland's view regarding the transformation, transition and change that project management brings finds support from Cusworth and Franks (1993:32). They define projects as

“...initiatives designed to make impact on their environment and to achieve development through change...it is the responsibility of the project manager to guide the project towards achieving effective change”.

Turner (1993:5-6) further provides the reader with the distinguishing features of projects and operations or programmes:

- Projects are unique: Operations are repetitive.
- Projects exist for a limited period: operations create a lasting, stable environment.
- Projects bring about revolutionary improvements: operations improve by evolution.
- To bring about evolutionary change, projects create a state of disequilibrium: operations evolve always in equilibrium.
- To create equilibrium, projects managers deliberately set out to disrupt the status quo (by unbalancing opposing forces); operations manager's purpose is to maintain equilibrium by balancing conflicting requirement.
- Being finite, projects use transient (novel) teams of people, whereas operations build stable (permanent) teams.

According to Rondinelli (1983a), as quoted by De Beer and Swanepoel (1998:49), projects have the following advantages in the development arena:

- Project are identifiable, defined and organised sets of development activities.
- They can be effective means of translating development plans and policies into specific courses of action.
- They are vehicles for mobilising and allocating resources to development efforts.
- They can be analysed and appraised before funds are committed.
- Projects are temporary activities that can lead incrementally to achieving larger development goals.
- They can be used to undertake unique, innovate or non-routine development activities.
- Projects can be used to channel development resources to specific groups of beneficiaries and to particular locations.

- Projects can be formulated as manageable units of activity guided by well-defined planning and administrative procedures.
- They can be organised in a variety of ways and undertaken by a wide range of organisations.

Brinkerhoff (1991: 8-9) contrasts programmes and projects by providing some defining characteristics of each:

- Programmes are linked to existing public and or private organisations in the country. Separate implementation units execute projects.
- Programmes continue over time; are repetitive sets of activities that produce good and services on a regular and ongoing basis. Projects have a short life span.
- Programmes require a steady stream of resources and inputs to continue functioning; programme managers seek means to cover recurrent costs over time; project managers are mainly concerned with initial investments and capital expenditure.
- A programme's budget is part of the financial system of its host organisation and is subject to competition for funds as part of the annual budget process. Project budgets are frequently segregated and protected in special accounts.
- Programme managers are vulnerable to cutbacks, shortfalls, and fluctuations in the implementing organisation's budgets. A project derives status once funds, among other things, are allocated to it.

Brinkerhoff (1991: 11) further indicates the following links between programmes and projects and argues that:

- Projects can be thought of as one of the building blocks of programmes.
- Development projects and programmes are conceptually linked in that both can be conceived of as tests of hypotheses.
- Both development projects and programmes usually blend indigenous and externally provided resources and assistance to achieve goals.
- Projects and programmes share a common set of management functions or roles that need to be fulfilled to achieve successful development results.

3.3 PROJECT MANAGEMENT

Projects, to have benefits, need to be managed. (PMBOK), quoted by Burke (1999:3), defines project management as “...the application of knowledge, skills, tools and techniques to project activities in order to meet stakeholders needs and expectations from the project.” This definition tallies well with the objectives of community development in that it recognises that there are stakeholders. Further, it reveals that a project manager uses resources in order to meet stakeholders’ needs.

De Beer and Swanepoel (1998:50) also argue that community development project management “...requires project managers who can facilitate rather than control the interaction of individuals and groups who have some resources, knowledge and experience. It needs skilled people who can act as catalyst, mobilising those whose support or commitment is needed. It needs administrators who can respond quickly and creatively to changes.”

Cleland (1997:1,2) states “...a project consists of a combination of organisational resources pulled together to create something that did not previously exist and that will provide a performance capabilities in the design and execution of organisational strategies”. Projects, therefore, are managed through “management techniques and processes.” Hence project management, according to the Management Institute in Cleland (1997:2), can also be described as “...the art of directing and co-ordinating human and material resources throughout the life of a project by using modern management techniques to achieve predetermined objectives of scope, cost, time, quality and participant satisfaction.”

Project Management, over the years, has become a discipline with its own “body of knowledge”. The PMBOK, according to Burke (1999:6), encompasses nine knowledge areas described as:

- **Project Integration:** Integrates the three main project management processes of planning, execution and control, where inputs from several knowledge areas are brought together.
- **Project Scope Management:** Integrates the processes required to ensure that the project includes all the work required, and only the work required, to complete the project successfully. It is primarily concerned with defining and controlling what is or is not included in the project, to meet the sponsors and stakeholders’ goals and objectives. It consists of project inception, concept definition, authorisation, scope planning, scope

definition, scope change management and scope verification. These include the Statement of Work (SOW) and Work Breakdown Structure (WBS).

- **Project Time Management:** Includes the process required to ensure timely performance of the project. It consists of activity definition, activity sequencing, duration estimation, establishing the calendar, schedule development and time control.
- **Project Cost Management:** Includes the process required to ensure that the project is completed within the approved budget. It consists of resource planning, cost estimating, cost budgeting, budget approval, cash-flow and cost control.
- **Project Quality Management:** Includes the process required to ensure that the project will satisfy the needs for which it was undertaken. It consists of determining the required condition, quality planning, quality assurance and quality control.
- **Project Human Resource Management:** Includes the process required to make the most effective use of people involved with the project. It consists of organisation planning, staff acquisition and team development.
- **Project Communication Management:** It consists of communication planning, information distribution, project meetings, progress reporting and administrative closure. Project communications management includes, according to PMBOK in Burke (1999:246), "...the processes required to ensure timely and appropriate generation, collection, dissemination, storage, and ultimate disposition of project information. It provides the critical links among people and information that are necessary for success".
- **Project Risk Management:** Includes the process concerned with identifying, analysing and responding to project risk. It consists of risk identification, risk quantification and impact, response development and risk control.
- **Project Procurement Management:** Includes the processes required to acquire goods and services from outside the performing project team or organisation. It consists of procurement planning, solicitation planning, solicitation, source selection, and contract administration and contract closeout.

Burke (1999:7) further divides the project management body of knowledge "...into core elements which determine the **deliverable** objectives of the project" as follows: Scope, Time, Cost and Quality. The remaining knowledge areas provide **means of achieving** the

deliverable objectives, namely: Integration, Human Resources, and Communication, Risk, Procurement and Contract.

3.4 THE PROJECT LIFE CYCLE

The Project Life Cycle depicts progression of activities sequentially from the beginning to the end of the project. It is developed in phases, and is a product of engineering. Popular phases (Cleland 1997:54-56, CEOC 1993:12) include the following:

- **Project Identification:** Assessing the need for the project, identifying the stakeholders, the availability of resources and the socio-economic conditions of the community.
- **Project preparation:** Looking at the technical and institutional requirements of the project. Technical preparations refer to the physical design, including the cost of the project. Institutional design has to do with the functioning, organisation, management and maintenance of the project. Community participation, capacity building and project sustainability have to be ensured.
- **Project Appraisal:** Project appraisal involves all the stakeholders including the development-funding agency. It seeks to ensure economic viability, financial affordability, social feasibility and impact, institutional soundness of project arrangements, technical appropriateness and environmental impact.
- **Project Negotiation:** This entails the preparation and signing of the legal contract between the donor/funder and the recipient or the representative of the community organisation. This agreement/project description contains information on the nature and extent of the project and funds. It describes the role and responsibilities of the stakeholders and the procedure for application and use of funds. The project description is a mutually agreed upon document that binds all role-players. Its signing ushers in the implementation phase.
- **Project Implementation:** This is the execution of the project plan as contained in the agreement document by drawing on the available resources.
- **Project Monitoring & Evaluation:** This phase involves the analysis of the earliest project impact on the community during and after its implementation. Formative evaluation takes place through monitoring, and summative (ex-post) evaluations during the operational phase.

Other authors (Burke 1999: 24, Brown 1997:78) condense the project life cycle into four phases, namely, concept and initiation phase, design and development phase, implementation and construction phase, and finish and hand over phase.

The four phases do not exclude but subsumes other phases. Brown (1997:68,71) opines that the project cycle process, in its conventional setting, omits “the societal aspects of project management”. He argues that this process is not conducive to community development. He suggests that a new dimension must be added and must be “managed as an integral component of the project management processes and structures should be adapted and/or extended to intercept, understand and deal correctly with these societal dynamics,...” Brown (1997:68) contends that communities should partake “in the scoping and monitoring of projects”. This can be achieved by first defining the roles of the partners, the community and the donor/promoter. He refers to the donor/promoter as the “customer for the project”, and the affected community (recipient) as the “client for the product”. He is of the opinion that this exercise serves to dispel confusion or the clouding of issues.

Brown (1997:75) explains, further, that a “...social systems leads to the establishment of a partnership between a society and the project management”. He designates these dynamics “soft” sub-systems (organic) and “hard” sub-systems (mechanical) of the project. The dynamic, “soft” systems “is concerned with social/societal values and the people involvement” and manifest itself in “community participation in scoping of the project and monitoring of results”. Community participates maximally at this stage, and the process is classified as “participative democracy”. The dynamic ‘hard’ sub-systems of a project refer to “the implementation and management of the project by the professional team”. The management of the actual execution of the project is achieved through “representative democracy”. He then makes an important observation that “confusion about the roles of these two sub-systems (partners) has led to many project failures in recent times, especially RDP projects”.

The second contribution from Brown’s pen (1997:77) “...in the unique South African situation” is “...an additional ‘contextual’ phase to be added to the front-end of the conventional life cycle”. This ‘contextualisation’ phase should precede the “conceptualisation” phase. Further, Brown (1997:78) argues that the conclusion/finish of the project should be extended to include “empowerment” as means of ensuring that project operation phase will result in the sustainability of the project (see figure 1). Training may

therefore be built into the project planning and be provided for in the contracts and contracts administration of project managers as a means of strengthen the internal capacity (human resources) of the customers of the product.

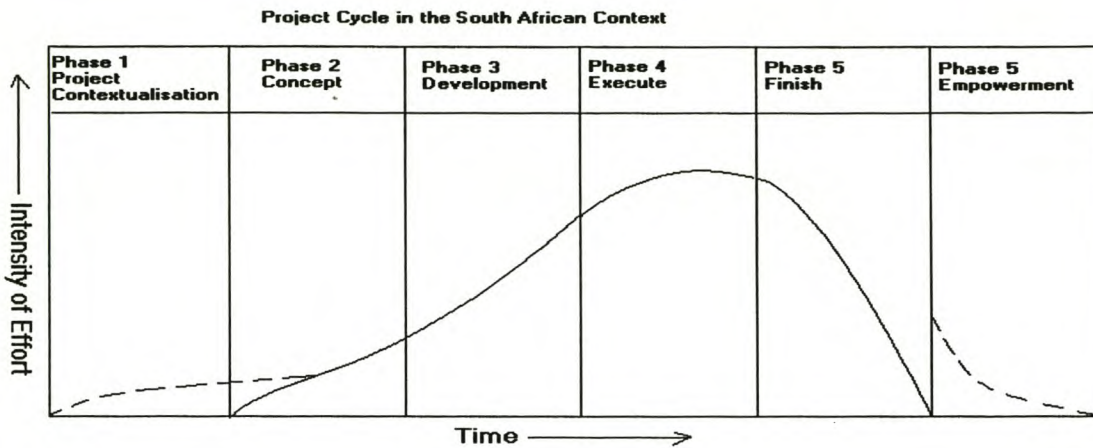


Figure 1

3.5 CONCLUSION

Projects require a calibre of staff that need no prodding, highly motivated individuals who are “willing and able to operate proactively on their own initiative...” (Brinkerhoff 1991:108). Projects need officers who have the ability to perform in unpredictable, hostile and uncertain environments, officers with an authority commensurate to their responsibilities and challenges. Development and project management skills are tools for effective community development. This chapter indicates the broad spectrum of project management skills required to implement development programme. The next chapter presents the Willowvale Case Study where project management skills are applied in a specific community development programme. It concludes with arguments in favour of trained public officials, especially project management training for community development.

CHAPTER 4: CASE STUDY

4.1 INTRODUCTION

Kellerman (1997:51) states that "...for everybody the establishment of sustainable development projects is crucial", and that development agencies must make attempts to ensure that "...development support is directed towards projects which have a strong likelihood to continue long after funder (external) assistance to the project has been terminated".

The quest for community participation, coupled with the demands placed upon change agents, evoked a desire upon the researcher to establish whether the public officers have the capacity to manage projects for community development. Further, the researcher wanted to experience and tests the practicalities of community participation in projects. In the light of the above facts, this study investigates the Willowvale Community Arts Centre Project where an attempt was made to incorporate methodologically the ideas and principles of community participation in development project management. It serves also to indicate the project management and community development skills needed in such projects, and therefore to validate the questions set out in the premise of this study.

4.2 THE WILLOWVALE COMMUNITY ARTS CENTRE PROJECT

In 1996, the researcher, together with the Director for Arts and Culture, attended a Cultural Day event in Willowvale in the Province of the Eastern Cape. Cultural groups representing 39 villages and the village town, all being the constituent of Willowvale magisterial district, attended the meeting. Among the dignitaries were chiefs, representing Tribal Authorities, and TRC, TLC councillors. On arrival the director for Arts and Culture and her deputy, now the researcher, were led by a group of traditional dancer to a large site.

The Xhosa King's Representative, Chief Dumalisile, and His Worship, the Mayor of Willowvale, Mr Mayedwa, made the official hand-over of the site to cultural practitioners as a contribution of the municipality towards the establishment of the cultural / traditional village. This took the government officials by a surprise. As a response, the director made a verbal commitment that the government would assist the community.

4.2.1 Looking For Donors

The researcher, then a deputy director, was charged with the obligation of assisting the community to realise their aspirations to establish a cultural village. The first funding application yielded a donation of R 152 000 from the Provincial Arts and Culture Council.

The researcher, realising that the amount was not sufficient to build a physical space and buy equipment for practising various arts forms, made inquiries regarding the operations of Micro Project Trust, a subsidiary of the European Union. The findings were reported to the community that responded by applying for funds. On April 1999, Micro Project Trust informed the author that it is one of their funding criterion to conduct Participatory Rural Appraisal (PRA) in the community that applies for funding. PRA is a community participation model preferred by Micro Project Trust. It seeks to ensure that a greater number of the target community participates in the project, and establishes the project has the necessary support from the local structures. A date was set for 28 April 1999. Further, Micro Project Trust informed the author that they would expect that the following procedures be followed:

- The meeting should be chaired by the member of the beneficiary community;
- The community should contribute in cash or in kind 25% of the total cost of the project;
- That all stakeholders and their roles be identified;
- That the PRA's first meetings would take two or three days; and
- That meetings be conducted in such a manner that the people participate.

4.2.2 Stakeholders' Meeting

The meeting was attended by 103 people, representing 39 villages, the town, King's representative, His Worship, the Mayor, Councillors from TLC and TRC, five officials from Micro - projects and four government officials, led by the author as a facilitator. The agenda of the meeting encompassed the following items:

- Verify the authenticity of the application as well as names that appear on the application;
- Explain the principle of 25% and 75% contribution;
- Give history of the project;

- Establish the number of direct beneficiaries;
- Ensure site reservation certificate;
- Establish available semi - skilled labour;
- Explain PRA development planning methodology; and
- Give a shot history of Micro Project Trust and European Union's connection thereof.

4.2.3 Participatory Rural Appraisal

During the three days in Willowvale only the following PRA processes were conducted: Venn Diagram and Matrix, Time-Line, Time Trends, Transec-Walk, and Mapping. (MicroProject PRA Report on Willowvale, April 1999).

The researcher, in his introductory remarks, as a prelude to what was to be expected of them (participation), congratulated the community for maintaining their cultural values despite many years of oppression. The researcher highlighted the following points:

- Long years of oppression had not dampened their spirits.
- They demonstrated courage to persevere despite restriction and/or denial of accessibility to resources of the country. (Basic needs were particularly mentioned).
- They were to be congratulated for preserving various arts forms in respect of performing arts, visual art and craft, music, language and physical structures.

The new political dispensation in South Africa offers them an opportunity to initiate processes that will improve their quality of life. They can and must shape their destiny. The very fact that they had survived up to that day demonstrates their will to live. Both the government and Micro-Project officials (assured) had not come to overshadow or replace their initiatives but, on the contrary, to work with them towards the realisation of their goals as a collectivity. Both parties were not there to impose a programme or structure but to work with them. It was therefor incumbent of them to participate maximally in decision-making from the conceptual phase to the implementing phase of the project.

Their role, as the customers of the product, goes beyond the project life cycle to the operational phase. Further, both parties pledged co-operation in finding and exposing them to relevant external linkages that will contribute to the sustainability of the project.

4.2.3.1 Venn Diagramming

This process sought to establish the needs of the community. The needs were identified and ranked in the following order: Road/bridge, school, clinic, pre-school, market centre, water, skill centre, dipping tank, arts centre, fishing industry and telephones. The community was asked to reduce the list to three most urgent needs. After a lengthy discussion a short list was produced and ranked in the order of priority, that is, community arts centre, roads and clinic respectively.

4.2.3.2 Arts Centre Motivation

Motivations for the community arts centre option were as follows:

- It will promote, develop and conserve arts, culture and heritage;
- It will build a sense of belonging;
- It will encourage multi-cultural understanding;
- It will facilitate civil involvement and create employment opportunities for the communities;
- It will ensure access to arts and culture by providing appropriate infrastructure;
- It will be a centre for community activities;
- It will promote Arts and Culture that reflect community needs, beliefs and ideals;
- It will affirm democratic values of human dignity, equality and freedom;
- It will show that Arts and Culture are an integral part of social and economic life, as well as business and industry;
- It will be a training centre;
- It will preserve and conserve their indigenous culture; and
- It will be a tourist attraction.

4.2.3.3 Roads Option Motivation

It was indicated that roads in Willowvale were very bad, especially those entering the villages. Suppliers of building materials and groceries as well as busses and taxis find difficult to transport materials and people to some villages, especially during rainy days.

4.2.3.4 Clinic Option Motivation

Willovale community has limited number of clinics that are unable to serve their people due to long distances. People have to line up in long queues before any attends them.

Communities experience health problems such as TB, asthma, diabetes, high blood pressure, high fever, pneumonia, etc. Family problems were also mentioned.

4.2.3.5 Resolution

The Councillors revealed that they were involved in discussions with other departments regarding other pressing needs. The meeting endorsed the establishment of the community arts centre or cultural village.

4.2.3.6 Objectives for the establishment of Arts Centre

The Venn Diagram Technique revealed that the community of artists needed an arts centre. The reasoning of the community people yielded the following information:

- The building of an arts centre will give artists a sense of well - being, keeping themselves organised rather than working in isolation.
- Artists and cultural practitioners will be afforded an opportunity to express themselves artistically.
- Latent talents will be revealed.
- Arts Centre will increase employment opportunities.
- Arts Centre has a potential to attract tourists.
- Arts Centre would be also a training centre.
- Arts Centre will help the youth to live a life of fulfilment.
- It will create self - reliance, self - dependence and responsibility.

To supplement the reasons for the establishment of an arts centre, the following information was needed:

- The number of villages involved in the proposed project;
- Display of available samples of craft and art items already produced by individuals or groups;
- List of art forms in which the community was involved;
- Grouping of art forms according to workshop activities in to determine needed production space;
- Proof of support from the local structure and the government;
- The existence or formation of a local organisation such as arts association/ forum; and
- Availability of working and display space.

4.2.3.7 Confirmations

Micro Project Trust requested a confirmation from all stakeholders that indeed the community enjoyed the support of them all; the following confirmation ensued:

- It was reaffirmed that 39 villages and one village town that constitute Willowvale Magisterial District support the establishment of the Arts Centre.
- Samples of various craft and art works were exhibited in the hall.
- A letter from the Willowvale municipality allocating land for the building of the Arts Centre was submitted. (See Annexure C).
- A letter from the Provincial Arts Culture Council (PACC) confirming the donation of R 152 000(One hundred and fifty-two thousand rands) was submitted. (See Annexure D).
- The Willowvale Arts Association executive committee was introduced.
- The assembly confirmed the veracity of their appointment.

4.2.3.8 Arts and Culture Activities

Activities were then divided functionally, according to various art forms (performing arts, visual arts and craft work) as in following sub-sections.

4.2.3.8.1 Craft work

- Beadwork (intsimbi)
- Reed mats (amakhuko, izithebe)
- Wood carving or woodwork
- Ornaments, clay (pottery) products papermaking and jewellery
- Needlework, knitting, sewing and weaving
- Sculpture - stone-carving
- Leather-craft

4.2.3.8.2 Visual Art

- Painting
- Graphic Arts
- Photography
- Drawing
- Performance Art
- Video-recording

- Installation works

4.2.3.8.3 Theatre and Performing Art

- Theatre and drama
- Oral performance
- Dance performance art
- Music, drama, praise singing & poetry

4.2.3.8.4 Arts Form Grouping

The grouping of activities to determine the number of workshops needed yielded the following results:

- Beadwork (alone)
- Mats (alone)
- Wood and stone carving (combined)
- Needlework and sewing (combined)
- Ornaments and clay products (combined)
- Painting and paint work (combined)
- All performing arts activities were grouped together

The meeting agreed that the following workspaces were needed at the Art Centre:

- 8 workshops
- One display or showroom (exhibition centre)
- One kitchen
- Toilets
- Reception office
- Caretaker house and
- Performance space. This exercise will inform the architect of the needs of the community when drawing building plans.

4.2.3.9 Time trend analysis 1900 - 1999

The people were divided into groups and were asked to tell their brief history with special events as from 1900 - 1999. They were expected to tell how each event affected their socio-economic life. (See Annexure E).

4.2.3.10 Mapping

Two groups were asked to draw the map of the town and villages as they are presently. The groups were then asked to draw a second map depicting their future projections. It was a creative exercise. (See Map, Annexure F).

4.2.3.11 Transact Walk

The purpose of the Transect Walk is to assess the environment of the proposed community arts centre in respect of the settlement patterns, topography, situational analysis, social infrastructure and demography.

Two groups were formed. It was decided that the two groups confine themselves to Willovale municipality area where the community Arts Centre is to be built. (See Annexure G)

4.2.4 Institutional Arrangement For The Project

After all parties had agreed on the establishment of the community Arts Centre, two bodies, a project team and a project committee, were established. The latter would play the role of a board and therefore has powers over the project team. The meeting decided that all stakeholders be represented in the committees. However, if special skills were not found in this group, additional members would be appointed to the committees with equal status as any committee member. Further, it was decided that the roles of each be defined. These are indicated in the following sub-sections.

4.2.4.1 The Role Of The Project Team

Project team was elected to fulfil the following duties:

- To achieve project objectives;
- To take collective decision in tandem with project brief;
- To perform specialised functions according to the scope of work;
- To seek means of generating ideas and solving problems due to the effect of cross-pollination of ideas;
- Achieve the schedule commitment; and
- To support team members when they need help.

4.2.4.2 Personnel Functions

This project does not have special funds that are for personnel remuneration. Personnel are drawn from the Department of Sport, Arts and Culture and Micro - Project Trust. An Arts and Culture official who works at Willowvale will do personnel functions; Micro Project Trust will control all building funds. Equipment and training funds are located at the Department of Arts and Culture and will be accessed through normal procedures that are followed by the government. It will be expected of the cultural officer who is placed at Willowvale to co-operate with the Arts Association in obtaining the funds. An architect will represent Micro-Project Trust.

4.2.4.3 The Role Of The Government

- The government will subsidise the centre in respect of the recurrent expenditure on a declining scale for a period of three years. The maximum amount for the first year will not exceed one hundred thousand Rands (R 100 000).
- The government is responsible for the cost of training the cultural village management staff.

4.2.4.4 The Role Of The Community

- The communities will donate labour.
- The villages will cluster themselves into groups and appoint people who will make turns working at the centre during the period of its erection.
- The project team in consultation with the Contractor and Arts Association representatives will work out details.

4.2.4.5 The Role Of Micro-Project Trust

Micro-Project Trust is, according to their project policy, responsible for the following:

- Draws the building plan through their own architect, with no cost to the project budget;
- Tenders for the Building Contractor;
- Pays the suppliers;
- Enters into a contract with Building Contractor; and
- Pays the builder.

4.2.4.6 The Role Of The Local Government (Tlc&Trc)

- Donates the Land;

- Provides technical assistance (engineer);
- Provides infrastructure (water and sewage reticulation, and electricity installation);
- Maintains the building after completion; and
- Subsidises for water and electricity consumption at the centre.

4.2.4.7 The King's Representative

The King of the Xhosas resides at Nqadu in Willowvale. The Kingdom is divided into tribal authorities. Each Tribal Authority is governed by a chief and is a component of a number of villages. Villages are also zoned under headman and sub-headmen. The meeting decided that one of the Chiefs or a Chieftain is appointed to the project committee as a King's representative. This would serve a good purpose in understanding the culture of the people and in negotiating settlement in times of conflict.

4.2.4.8 The Role Of Arts Association

The role of the arts association was delineated as follows:

- Arts Association, in collaboration with government, buys equipment for the centre/village.
- Arts associations, in collaboration with the government (Local & Provincial), appoints arts operational management team and staff;
- Organises communities for their donated labour contribution;
- Draws a weekly shifts in respect of donated labour;
- Assists with conflict resolution;
- Identifies training needs for artist;
- Organises training for arts management staff;
- Monitors project progress;
- Prepares a building utilisation plan;
- Prepares for the official opening of the Arts Centre; and
- Prepares for decommissioning (exit strategy).

4.2.4.9 The Role Of The Project Committee

The project committee is responsible for the following services:

- Ensures that specification of the Arts Association's needs are accurate, complete and unambiguous;

- Evaluates the impact of potential changes;
- Is represented at all stages when test of the product is done; and
- Assists with quality control to ensure that the product will meet the user's need.

4.2.4.10 The Project Manager's Role

The project manager is expected, inter alia, to fulfil the following roles:

- Prepares the project brief;
- Manages the relationship with the community;
- Recruits, manages and motivates project staff;
- Monitors project progress;
- Initiates remedial action when and if necessary;
- Controls some changes to project brief and schedules;
- Manages the project's external relations;
- Keeps the client happy;
- Motivates the project team;
- Manages project risks and develops contingency plans;
- Compiles reports for the Project Committee;
- Prepares end of the project reports;
- Administers the project; and
- Directs, plans and monitors teamwork.

4.2.4.11 The Suppliers Role

The supplier undertakes to perform the following duties:

- To deliver supplies on time;
- To deliver supplies according to specification (building plan); and
- To monitor potential changes and their impact on the correctness and integrity of the product.

The researcher has produced a diagrammatic representation of community development organisational structure as indicated in **Figure 2**.

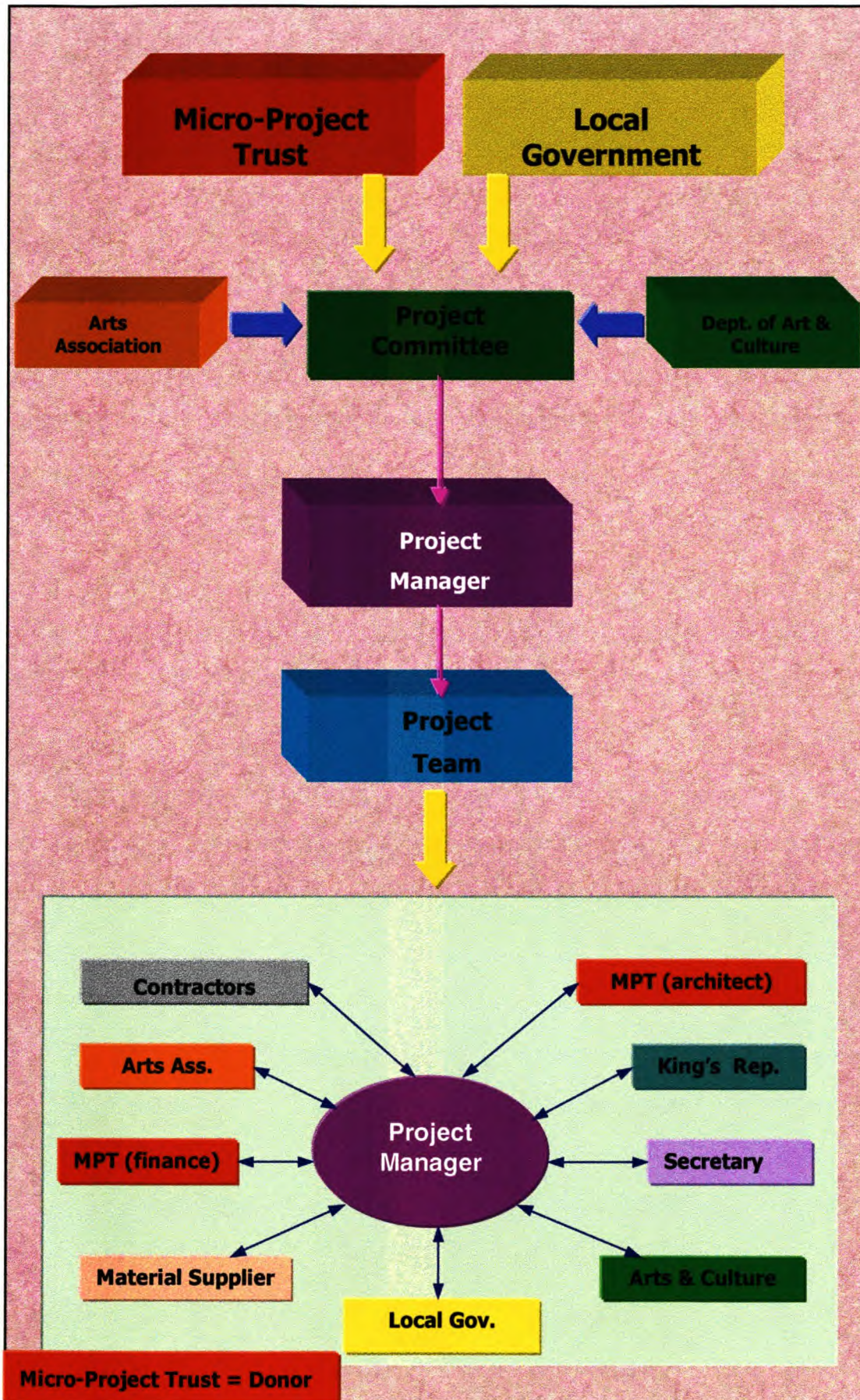


Figure 2

Source: C.M. Ntlonze (own research)

The Willowvale Case Study demonstrates clearly that project management skills are required in the implementation of community development programmes. This study takes the view that the training of public officials as development facilitators will improve the effectiveness of community development processes in the Province of the Eastern Cape. Brinkerhoff (1991:1560) states that “one of the ways of achieving a fit between the task to be done and the people to do them is to provide training.” Training is a means of solving “human resource gaps”. It “...expands the pool of qualified personnel”. Brinkerhoff (1991:157) further states, “...limited managerial capacity is a well-recognised constraint to development in the third World.” Brinkerhoff (1991:174-175) is convinced that training is one of the most important intervention strategies in addressing the problem of performance gaps in an organisation. He states that “...effective change efforts almost always contain some kind of training component, both for capacity building and for getting participation...,(Training)...create(s) confidence and commitment, to motivate participants by offering opportunities to learn, and to encourage shared values among program staff, stakeholders, and beneficiaries.” One of the ingredients of performance improvement is the training of staff, their capacity building.

De Beer and Swanepoel (1998:90) contend that a short supply of “capable professional trainers in the Third World creates a need to train trainers in training.” Human and Zaaiman (1995:v), in the preface of their book, remark that their contribution in the reversal of Africa’s lack of development and administrative skills is “to make training and education one of our (their) key intervention methods.” Rahman (1993:162) argues that “...the question of the training of external animators is, naturally, most crucial”.

CHAPTER 5: RESEARCH RESULTS

5.1 INTRODUCTION

A questionnaire, as indicated in Section 1.6, was distributed and collected by hand from eight departments, namely, the Departments of Education, the Department of Sports, Arts and Culture, the Department of Local Government and Housing, the Department of Agriculture and Land Affairs, the Department of Health, the Department of Welfare, the Department of Public Works, and the Office of the Premier. Twenty-eight (28) responded. The research, in each department, was restricted to four officials, namely, the director for human resource management, the training officer, and two line function directors with development project management function. During the period of the research, other limiting factors emerged, such as:

- The provincial training division keeps only records of their trainees.
- Departments conduct or arrange training of their staff independent and apart from the provincial training division.
- Departments do not have accurate records of their trainees. In some cases, line function directorates arrange the training of their officials and record keeping is not centralised.
- Diverse academic institutions, private companies, NGOs and the departments conduct training, with the resultant incoherent methodologies, data preservation and course contents.

5.2 QUESTIONNAIRE RESULTS

Returned questionnaires reveal that 6676 officials received training from January to November 1999. Two percent (2%) of these trainees were trained in project management. Also 3.6% of the same were trained in development management and 8.6% of the two categories were trained both in project and development management. This gives an average of 59 development project management trainees per department, or 6% of all types trainees. This picture changes, however, when one considers that 5000 of all trainees come from the Department of Local Government and Housing.

The respondents were then supplied with a list of possibly needed management skills and were asked to rank them in the order of priority from one to nine. The aim was to find out

how project and development management is rated by the departments. Planning and budgeting topped the league. Project management was rated 5th and development management 8th. However, when the respondents were asked to write three management skills they consider the most important to the improvement of efficiency and effectiveness in development and service delivery, planning and budgeting again topped the league now followed by project management. It could be concluded therefore that development project management averages somewhere between 3 and 4 in the continuum of needed management skills. In the event that the departments had conducted project management for community development, the respondents were asked to state whether project management training resulted in efficient and effective management of projects. Surprisingly, 75% said, No, and only 25% said, Yes. The researcher listed possible causes of project management failure and the respondents were asked to confirm each one by a tick. The following, alone or synergistically with other etiological factors, cause development project failures in the Eastern Cape:

- Lack of resources 70%
- Budget cuts 70%
- Change of project plans 60%
- Lack of trainer-trainee/mentor support 55%
- Lack of project management opportunities 55%

These results introduce another dimension to development project management problematic. If the above percentages are anything to go by, an average 62% of projects, by implication, may not take off or be successfully implemented despite the training.

In summary, this study has established the following facts:

- That the government, at a policy - making level, understands that project management skills are crucial and critical to successful community development.
- That some public officials lack development project management skills.
- That project management training course content is not regulated, especially the training that is out-sourced from diverse training organisations. It cannot therefore be ascertained whether the training meets the development project manager and/or facilitators' needs.
- That there is no centralised database for the trainees.

- That some training institutions/organisations are distanced from their clients, the government, hence a possible lack of trainer-trainee supports.

The second questionnaire seeks to confirm these findings by determining whether cultural officers:

- Use projects for the implementation of policies in their task environment;
- Received training in development and project management prior to their appointments;
- Perceive development and project management as needed skills in their task environment; and
- Have attended any development and project management courses during the period of their employment.

These questions are very important viewed from the project management and community development skills' requirement demonstrated in the Willovale Case Study. The questionnaire yielded the following results:

- All 18 respondents confirm that they use projects in their task environment.
- 13 said that they use internal project teams only, while 5 said they use both internal and external project teams.
- Of the 18 respondents 17 admitted that they were never trained in development and project management prior to their engagement with projects.
- 15 declare that the Department has not sent them for development project management training since their employment; only 3 claim to have attended some courses and/or workshops.
- 16 agree that they need training in specific areas in respect of development and project management.
- 13 say that their political head appreciate their task environment; 5 think not.
- 11 think their managers appreciate their task environment, and 7 think not.
- 12 opine that the department is not doing enough to address the problems that result in ineffectiveness, while 6 think that something is being done.

The respondents were also asked to list both external and internal factors that influence their project-based management in their task environment. Of the long lists respondents supplied, the following were common to them all:

External factors: lack of project conceptualisation at community levels, lack of funds, an unorganised and uninformed community structures, political interference and high expectations.

Internal factors: lack of project management skills, lack of funds, lack of transport, budget cuts, bureaucratic interference, and financial systems (crippling delays in sourcing funds).

Each respondent was asked to make a list of skills he/she perceives as critical to public officials engaged in development project management. The following ranked high to them all: financial management, fund raising, project development, communication, human resource management, and time management.

Each respondent was given with a list of nine project management knowledge areas (PMBOK) and was asked to tick those he/she thought were the most important. The results are follows:

| | |
|---------------------------|----|
| Time management | 15 |
| Human resource management | 14 |
| Cost management | 13 |
| Risk management | 11 |
| Quality management | 10 |
| Communication management | 10 |

The second questionnaire does not deviate from the findings of the first. It validates them, instead; it is more specific regarding the training needs; and it suggests that the government is neglecting one of its important development assets, the public officials, by not training them in project management skills so vital to the implementation of community development programmes.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The Province of the Eastern Cape is one of the poorest provinces in South Africa. It has the second largest population. Unemployment rate is estimated at 49%, almost half of the population. It is fair to expect that all departments, as a result, would embark on large-scale, effective community development programmes.

Organisations, as well as public institutions, use multiple measures, i.e. internal capacity (inputs), outputs (productivity), and outcomes (impacts) to ensure their effectiveness. This study applies the same measures to measure whether the Province of the Eastern Cape government can successfully implement community development programmes. However, this study does not measure outputs and outcomes but concentrate on the internal capacity. Internal capacity refers to internal support services that contribute to the government's readiness to efficiently and effectively produce the required goods and services for the clients the government serves. This encapsulates training, maintenance, auditing, to mention a few. These inputs are regarded as important and necessary prerequisites for the production of outputs. This study, however, focuses only on the training of public officials – the human resources' readiness to produce the product.

The results in terms of the first questionnaire, sought to provide a general perspective regarding project management skills' required to effect community development; hence it targeted most departments. However, the second questionnaire focused on the internal capacity of the Directorate of Arts and Culture to measure its readiness to implement community development programmes.

This study takes the view that one skill, among many that are needed, both at technical and operational levels, to implement community development programmes, is project management. It is a critical skill's requirement to public officials who are change agents and development facilitators.

Project management, as a skill's requirement in the public sector, is reinforced by the following factors:

- Community development is a policy imperative and is enshrined in the RDP document;

- RDP is an obligation of the line-function departments in all tiers of government;
- Disadvantaged societies of South Africa are waiting with impatience for the implementation of community development programmes as promised by the government;
- Poverty trends in the Province of the Eastern Cape demand effective community development implementing strategies, not lip service;
- The Skills Development Act has been enacted; there is no excuse for incapacity; and therefore
- The training of public officials, as an internal capacity, is a policy mandate.

In order to understand the argument in favour of trained cultural officers in project management and community development skills, it is fitting to cite some of the problems facing arts and culture practitioners; hence the establishment of the community arts centres, namely:

- There is remarkable lack of infrastructure within the local communities. Artists do not have suitable rehearsal, performance, exhibition, manufacturing and distribution space;
- There are observable product inconsistencies – lack of standards and quality control;
- Most artists do not have business skills which would make them to secure markets locally and internationally;

Community arts centres therefor are needed for the following reasons:

- To train artists on quality management and product development;
- To train artists on arts management and development;
- To train artists and cultural practitioners on the marketing skills, including tourism marketing skills;
- To restore and conserve the diverse cultures of the Eastern Cape; and
- To develop community arts centres to self-sustaining level.

6.2 MAIN FINDINGS OF THE RESEARCH

Despite the above factors, the research has yielded the following results:

- Project and community development skills did not constitute one of the pre- requisite for the employment of officials;
- The Directorate for Arts and Culture has not made training in project management for development a strategic choice;
- Over 80% of its staff, the cultural officers, are not being trained in project management despite its importance; and
- With respect to other departments, only 2 – 4 % of all trainees in 1999 were trained in project management, most training, 75% of all types, being conducted by the Department of Local Government and Housing.

The above-mentioned scenario has the following implications:

- The implementation of government policies in respect of community development will be flawed;
- Community development implementations may be delayed due to lack of skills;
- The beneficiaries may have to wait long before their basic needs are met; and
- Lack of project management skills presupposes dependency on outsourced professional skills (consultants) thereby affecting the budget.

6.3 RECOMMENDATIONS

Civil servants, especially in the developing countries, play a critical and crucial role both in policy making (advisory role) and policy implementation. Civil servants usually know more about the intricacies and complexities of the public sector and governance than political leaders do. Political leadership lacks continuity since it is vulnerable to changes at all times. Civil servants provide stability and service delivery continuity in moments of political instability and regime change. Technocratic roles are on the increase. Civil servants negotiate with donor countries regarding development projects. Political leaders usually ratify those deals and agreements. It is for these reasons that this study insists that the state would do well to equip its officials with development project management skills. This study recommends that the Province of the Eastern Cape:

- Adhere to training guidelines as defined in the White Paper on Public Service Training;

- Consider prescribing a development training curriculum that complies with NQF or SAQA;
- Create a database for trainers and trainees; and
- Develop, jointly with all departments, a development project policy.

The Department of Sport, Recreation, Arts and Culture, in particular, is requested to consider the following recommendations:

- Establish a development management training programme;
- Consult with relevant tertiary institutions and arts organisations regarding its content;
- Consider starting training programme for cultural officers working with existing community arts centres;
- Establish an implementing, monitoring and evaluation criteria decided upon with communities affected;
- Consider negotiating mentorship with the training institutions; and
- Consider the establishment of a Community Arts Centre Trustee in order to build a donor confidence, and also safeguarding project funds against possible budget cuts and other limiting factors emanating from the financial systems.

Finally, the Province of the Eastern Cape, and specifically, the Department of Sports, Recreation, Arts and Culture, has a potential to effect community development. Its problems emanate from the lack of relevant skills, and not from the attitude of its personnel.

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ANNEXURE A

Questionnaire

RESEARCH QUESTIONNAIRE ON DEVELOPMENT AND PROJECT MANAGEMENT TRAINING IN THE PROVINCE OF THE EASTERN CAPE . FOR ACADEMIC PURPOSE

Period, January-December 1999.

AREA: BISHO (PROVINCIAL DEPARTMENTS)

TREAT AS URGENT

1. What is the name of your Department?.....
2. What is your designation?.....
3. You are a training officer and wish to prescribe a **training schedule** for the public sector, **rate** the following **courses** in the order of importance. 1=Most important, and 10 =Least important.
 - Affirmative Action
 - Development Studies and management
 - Finance Management
 - Human Resource Management
 - Labour Law (Labour Relations Act, Equity Bill, etc)
 - Planning & Budgeting
 - Policy Development
 - Project Management
 - Strategic Management
 - Other.....
4. What is your Department (directorate) Budget for 1999.....
5. What is the training budget for 1999.....
6. Give the number of staff or employees.....
7. How many of them have received training (all types).....
8. How many of them received training in Project Management.....
9. How many of them received training in Development Management.....

10. How many have been trained in both Development and Project Management.....

11. Should public officials be trained in Development Management?
Yes.....No.....

12. Should public officials be trained in Project Management?
Yes.....No.....

13. If yes, would that help improve development and/or service delivery?
Yes.....No.....

14. Suggest three training courses (management skills) you consider the most important, that would improve efficiency (input) and efficiency^{effectiveness} (output) in the public sector? State them in the order of priority.
.....
.....
.....

15. Who conducts training for your department? (tick)
.....Academic institutions
.....Private company/firm
.....Your department
.....NGOs

16. Are the officials, because of the training, managing projects efficiently (project planning) and effectively (project implementation)? Yes.....No.....

17. If no, what are the reasons for the “failure”?

-No project management opportunities
-Lack of resources e.g. lack of equipment (computers with project management soft ware, vehicles, farm implements, etc.)
-Budget cuts
-Change of project plans by the department
-Lack of trainer-trainee and/or mentor support
-All above
-Any other.....

18. How important is Project Management in your department? (tick)

-Important
-Fairly important
-Not important

19. **Kindly attach to this questionnaire your department training schedule for 1999.**

THANK YOU FOR YOUR SUPPORT

ANNEXURE B

Questionnaire

**DEVELOPMENT PROJECT MANAGEMENT TRAINING NEEDS ASSESSMENT
QUESTIONNAIRE (FOR ACADEMIC RESEARCH)**

Name of the participant.....

Job Title.....

Place of Work.....

Department.....

Telephone Number.....

Cell Number.....

Fax Number.....

Date.....

1. Are you using projects for implementation of policies in your task environment?
(Give example)

.....
.....
.....

2. Do you use internal and/or external project teams? Yes.....No.....

3. Have you been trained in project management? Yes.....No.....

4. Have you been trained in development management? Yes.....No.....

5a. What are the factors in your external environment that influence your development project based management the most?

.....
.....
.....
.....

5b. What are the factors in your internal environment that influence your development project-based management the most?

.....
.....
.....
.....

6. Are you, as a project manager, coping well with these factors?
Yes.....No.....

7. What are the problems that project managers grapple with the most in their task environment?

.....
.....
.....

8. Do you think that project managers should be trained in specific knowledge area with regards to development and project management?
Yes.....No.....

9 Did you receive training in development management and project management prior to your engagement with projects?

Yes..... No.....

10 Has your department provided/sponsored any training for you in development and project management?

11 If yes, who conducted the training?

Academic institution.....

Private company.....

Non-governmental organisation.....

Other.....

12 Which skills do you consider to be critical to public officials who are engaged in development management?

.....
.....
.....
.....

13 Which skills do you consider to be critical to public officials who are engaged in project management?

.....
.....
.....

14 Do other managers (senior and middle) of your department have and appreciation of your task environment? Yes.....No.....

15 If not, can you give reasons (opinion) for their apparent lack of appreciation?

.....
.....
.....
.....

16 Do you think that your political head (MEC) has an appreciation of your task environment? Yes.....No.....

17 If not, what do you think are the reasons for her/his lack of appreciation?

.....
.....

18 What do you think are the major factors that contribute to project failures in general, and in your environment?

.....

.....

.....

.....

19 What steps has your department taken to address the problems (factors contributing to ineffectiveness)?

.....

.....

.....

.....

20 Below is list of nine project management knowledge areas. Which of these do you think project managers need training on? Tick the five most important.

- Project Integration
- Project Scope Management
- Project Time Management
- Project Cost Management
- Project Quality Management
- Project Human Resource Management
- Project Communication Management
- Project Risk Management
- Project Procurement Management

ANNEXURE C

Willowvale Municipality Land Grant for Arts Centre

WILLOWVALE MUNICIPALITY

Stellenbosch University <http://scholar.sun.ac.za>

P/B X 557
40 Main Street
Municipality Office
WILLOWVALE

Ref: 31/2/19
Tel : 047492 - 30
Enquiries / Town Clerk

8th April 1999.

DIRECTOR ART & CULTURE
THE DEPARTMENT OF ARTS & CULTURE
14 Lower Mount Street
KING WILLIAMSTOWN

Dear Sir,

RE: APPLICATION FOR LAND YOURSELF.

This is to certify that a portion of land of the commonage has been requested by the Dept of Arts and Culture on the 15th July 1998 to the Council.

This application was approved for the alienation this land for the development of Willowvale Community Art Centre with 1000 sq metres from commonage Erf 129.

The Council hope that this will meet your requirements.

MUNICIPALITY OF WILLOWVALE
Your's Faithfully,
1999
TOWN CLERK WILLOWVALE MUNICIPALITY

ANNEXURE D

**Eastern Cape Provincial Council Letter: Funds for
Arts Centre**

Eastern Cape Provincial Arts Council

Telefax: 0431-436187

E-mail - ecpac@iafrica.com

Wednesday, February 24, 1999

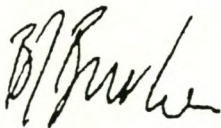
To : Rev Ntlonze, Sub - Directorate Structures
From : ECPAC Office

Dear Rev Ntlonze

The Eastern Cape Provincial Arts Council is pleased to advise you that in their meeting of 5th March 1998, the following grants were approved:

- R152 700 for the development of infrastructure for the Willowvale Art Centre
- R152 220 for the development of infrastructure for Sokapase Art Centre.

Please advise on the next step to be taken in administering the funds.
Thanking you for your assistance.



BJ Burke
ECPAC Office

ANNEXURE E

Time Trends- Willowvale Community

PRA - TIME LINE

Willowvale is situated in the southern part of the former Transkei, it is known as Gcaleka region. At present Willowvale falls under the Amatola District Council.

The Chief who first arrived here was called Gcaleka.

Gcaleka was succeeded by Kauta. Kauta was succeeded by Hintsu. Hintsu was succeeded by Sarili. Sarili was succeeded by Sigcawu, Sigcawu was succeeded by Zwelidumile. Zwelidumile was succeeded by Xolilizwe. The tribe of Mfengis also arrived in this district under Chief Bikitsha.

Willowvale has about 39 villages in total.

The Xhosa name for Willowvale is called Gatuyana; Gatuyana was the first man to occupy the town. Gatuyana has about 10 tribal authorities, all these tribal authorities fall under King Xolilizwe Sigcawu.

The main tribal authority is called eBotwe which is the King's palace at Nqadu.

Jingqi tribal authority is under Chief Dumelisile.

Bongweni tribal authority is under Chief Zwelakhe.

Mkoloza tribal authority is under Chief Vumisizwe

Emvelini tribal authority is under Headman Magamisea

Lindinxwa tribal authority is under Chief Zanemqaba

Ntshatshongo tribal authority is under Headman Bikitsha

Nqabeni tribal authority is under Chief Dubulingqanga

3adi tribal authority is under Acting Chief AHH!! Nomawaka.

In 1935 Chiefs were incorporated into a ruling body which was known as Ibunga. On the same year Chief Hintsu dies.

Around 1958 Willowvale magistrate known as Gregory introduced demarcation villages; ploughing fields and grazing fields; the community was very opposed to the implementation of the trust (enclosing). This implementation of trust had a great impact in this community in Willowvale.

Some of the households were demolished due to this demarcation; people were being moved to other areas.

People left behind the graves of their forefathers and these graves were used as ploughing fields.

The community was forced to reduce their livestock as well as sites.

Most men resisted this and there were lots of arrests taking place; other people died during this time.

For the first time that people were exposed to hunger and suffering.

6. Other villages conformed to the implementation of the trust and this caused some division within the communities of Willowvale.
7. Cultural activities and cultural beliefs started to diminish.
8. Birthdays were very popular (known as imiqabo yabantwana).

Chief Sgcawu was the first chief to introduce a church; the first missionaries were Methodist of Free Church of Scotland. The main mission centre was called Gcaleka Mission.

In 1959 Bantu Education was introduced and most teachers in the district were opposed to this. Around 1960-1961 there was a strong move known as Upoqo; most houses were raided by police and heads of households were tortured and arrested. Police would normally go around asking people if they knew umphokoqo and if anybody said yes; they would be questioned and associated with Upoqo. Democratic Party was formed in 1963 as a strong opposition from Willowvale; by this time Transkei got a self government. In 1964 most teachers were arrested; some redeployed to other areas and others went into exile. The founder members of the DP were Dumalisile and Busakwe. In 1976 Transkei got independence; DP was dissolved and Transkei National Independence Party (TNIP) was formed.

In 1994 general elections took place and most people were in support of that change.

Between 1980 - 1999 there were some interventions from outside towards development.

Transkei Appropriate Technology Unit engaged on water projects in some villages.

Transkei Agricultural Corporation also came and their focus was on maize production. Zenzele organisation which was composed of women was also introduced; there were some projects like community gardens and cooking projects.

Infrastructure in the District after 1994:

Electricity is being installed in some villages.

Water has been supplied in certain areas.

Public telephones by Telkom.

Day Hospital has been built in Willowvale, the first of its kind in the district.

Building of schools is ongoing although at a slow pace.

Low cost housing has just started in town.

Roads are existing but in very bad state; people are struggling to move around especially on rainy days.

The community fully supports the construction of a Community Art Centre.

The community members feel that there should be a strong committee which will be composed of Chiefs; TRC and TLC as well.

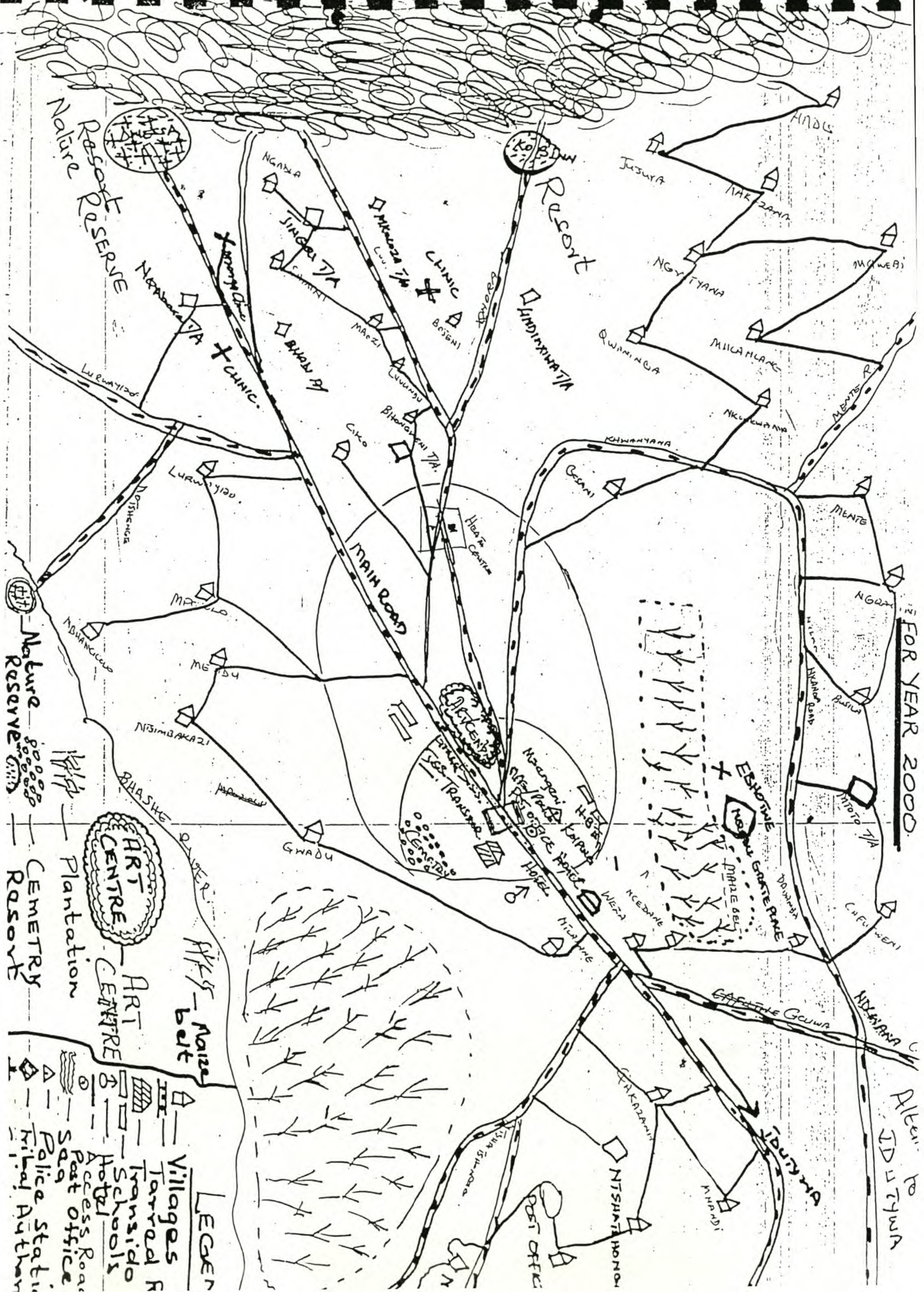
Willowvale community has decided to divide the district into 3 portions of land that would be great benefit to them. The first portion has been earmarked for maize production. The second portion is earmarked for grazing fields and dairy production. The third portion is earmarked for fishing industry along the coast.

Finally, the community has expressed that the government should intervene by reviving some of the schemes which are not in use, like Tracor, Zenzele and the infrastructure which is mainly hotels along the coast in order to promote tourism.

Roads are in a bad state, they need proper maintenance.

ANNEXURE F

Willowvale Maps-Community Product



FOR YEAR 2000

Nature Reserve

Resort

NGASLA

SINGELA TA

MAZI

LUYUNGU

BITHALANI TA

CICO

MAZULO

MESHU

NISIMBAKAZI

GWADU

NGWITYANA

MILCAHLANG

QWININGA

NKULUYANA

MEATE

NGQAN

MATO TA

MIBATE

CUFUWENI

NISIKALANI

NISIKALANI HONOR

AWA

AMBUYWA

ART CENTRE

ART CENTRE

ART CENTRE

Plantation

Cemetery

LEGEND

- Villages
- Tarred Road
- Transido
- Schools
- Hotel
- Access Road
- Post Office
- Police Station
- Kiraj Athan

RAILWAY

ANNEXURE G

Transect Walk- Willowvale Community

TRANSECT WALK

INTRODUCTION

The transect walk was done by two groups from the community that do have a background and necessary knowledge about the area. Before the transect walk discussions about the factors that should be considered and the route that we were going to walk were agreed upon. It was decided that the transect walk should be only taken in Town where the community Art Centre will be allocated.

SITUATION, TOPOGRAPHY AND SETTLEMENT

Willowvale is situated at Latitude 32°30'00 East, it is in the south eastern part of the Eastern Cape.

The topography is relatively flat.

Settlement patterns refer to the distribution of settlement throughout the landscape, it applied to the village plan, the arrangement of buildings.

The town is composed of one pattern of settlement which is clustered.

Denser settlements are those settlements that have greater population size, lower spacing, narrow streets separating the houses.

SOCIAL INFRASTRUCTURE AND ACTIVITIES AVAILABLE

Willowvale is very much fortunate in terms of education infrastructure because it has a Pre-school, Junior and Senior Secondary School, private school and technical college.

In terms of communication a provision of Vodacom cellular pole for effective communication is installed. Each and every household, business and government offices do have their telephones attached to the building. Also public phones from the container is available. Most of the government departments have their offices well built except few - e.g. Education department.

In transportation there are both proclaimed and unproclaimed roads, two taxi ranks and bus stop where communities from surrounding villages use.

There are a lot of businesses ranging from wholesalers, retailers, general dealers, restaurants, fruit shops and hawkers. There is great competition within these groups.

Welding, background mechanics and brick making are some of the common activities.

Another feature that is predominant is the presence of man flats that accommodates mostly government officers and students.

Petrol/diesel filling stations are available and situated next to taxi rank.

SERVICES

There are a lot of services that are being offered in this town of Willowvale.

Health Services: There is a big health centre that is situated at the bottom of the town to take care of the health problems of the whole of Willowvale.

One clinic services the minor and emergency health problems of the communities around the town.

Also a lot of private owned surgery and one herbalist.

Legal services are also being rendered from private people.

Two funeral services that render important services.

Municipality Services: This municipality like any other big municipality renders all the essential services, e.g. Electricity, land development, road/storm water, refuse, sewerage, water, education institutions, library, town hall and low-cost houses are underway.

Church Services: Only three church buildings were identified; i.e. Methodist Church; Anglican Church and Roman Catholic Church.