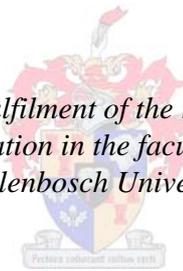


**THE EFFECTIVENESS OF COMMUNITY DEVELOPMENT WORKERS (CDWs)  
AS CHANGE AGENTS IN THEIR PURSUIT OF A HOLISTIC APPROACH TO  
DEVELOPMENT: A CASE STUDY OF CDWs IN THE WESTERN CAPE**

by  
Wilhemina Martin

*Thesis presented in partial fulfilment of the requirements for the degree  
Masters in Public Administration in the faculty of Management Science  
at Stellenbosch University*



Supervisor: Mr Francois Theron

April 2014

## DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the sole author thereof (save to the extent explicitly otherwise stated), that reproduction and publication thereof by Stellenbosch University will not infringe any third party rights and that I have not previously in its entirety or part submitted it for obtaining any qualification.

Date.....

*Copyright ©2014 Stellenbosch University  
All rights reserved*

## **ABSTRACT**

Since its inception the Community Development Worker Programme (CDWP) seeks to promote cooperative governance within the context of the Intergovernmental Relations Framework. In pursuit of a holistic approach to development Community Development Workers (CDWs) strive for effectiveness in their role as change agents.

This case study was conducted to determine the effectiveness of CDWs as change agents in pursuit of a holistic approach to development in the Western Cape. This was a qualitative study using participatory action research as a CDW in the West Coast; semi-structured interviews with Dedicated Officials from municipalities in the Cape Winelands Region, City of Cape Town and West Coast Region; focus groups with community members and stakeholders from Kayamandi in the Cape Winelands Region, Eerste River in the City of Cape Town and various towns in the West Coast Region; focus group and semi-structured interviews with Supervisors from the City of Cape Town, West Coast Region and Cape Winelands Region. Questionnaires were completed by Regional Coordinators from the West Coast Region, City of Cape Town, Overberg Region and Central Karoo Region; and questionnaires were completed by CDWs from the City of Cape Town, Cape Winelands Region, West Coast Region, Central Karoo Region and Overberg Region in the Western Cape.

The findings of the research reveal that the CDWP has made tremendous progress since its inception. Regional Coordinators, supervisors and CDWs have a very good grasp of what is expected of them as change agents. The responses from the community also revealed much appreciation and support for the work done by CDWs in their role as change agents. The effectiveness of CDWs in their role of change agents in pursuit of a holistic approach to development is rated to be between 6-8 on a scale of 1-10; with ten being the highest. There is room for improvement however as the findings indicate that there are several cases where CDWs experience isolation and frustration and are challenged in their pursuit of holistic development as they are hampered by a lack of adequate resources; a lack of access to budgets; a lack of support, cooperation and political interference from ward councillors and politicians; a lack of understanding, appreciation, cooperation and support from local

government and a sense of belonging at local municipal level in many instances amongst others.

Although the research reveals that the province is effective in its pursuit of a holistic approach to sustainable community development on the part of CDWs as change agents, the researcher wishes to argue that improved collaboration needs to take place amongst the various levels of governments, government departments, development agencies and the beneficiaries of development themselves to further maximise the efforts and effectiveness of CDWs in their role as change agents. The building blocks of development and the Batho Pele Principles must also be more consistently applied and attentively addressed and diligently implemented by all the stakeholders in the development process in order to improve service delivery and enhance more effective community development to the benefit of the community at grassroots whilst meeting local, national and provincial development targets.

The challenge to each of us as change agents is therefore to do our all towards reconstruction, community development and equal opportunities for all. We all have to be accountable and answer the question as to what we are doing concerning community development, namely education; poverty relief; service delivery; etc. in our own communities. We need to acknowledge where we have come from, where we are now and where we are going. Much progress has already been made despite a lack of funding, facilities and resources. More sacrifices must still be made however to ensure a better life for all. The issue is around respect, irrespective of who you are dealing with.

## OPSOMMING

Van sy ontstaan af probeer die Gemeenskapsontwikkelingswerkerprogram (GOWP) koöperatiewe bestuur in die konteks van die Tussenregeringsverhoudingsraamwerk bevorder. Gemeenskapsontwikkelingswerkers (GOW's) streef na effektiwiteit in hul rol as veranderingsagente om 'n holistiese benadering tot ontwikkeling te volg.

Hierdie gevallestudie is uitgevoer om die effektiwiteit van GOW's as veranderingsagente wat 'n holistiese benadering tot ontwikkeling in die Wes-Kaap nastreef te bepaal. Dit was 'n kwalitatiewe studie met gebruik van deelnemende aksienavorsing as 'n GOW in die Weskus; halfgestruktureerde onderhoude met toegewyde amptenare van munisipaliteite in die Kaapse Wynlandstreek, Stad Kaapstad en Weskusstreek; fokusgroepe met gemeenskapslede en belanghebbendes uit Kayamandi in die Kaapse Wynlandstreek, Eersterivier in die Stad Kaapstad en verskeie dorpe in die Weskusstreek; fokusgroep- en halfgestruktureerde onderhoude met toesighouers uit die Stad Kaapstad, Weskusstreek en Kaapse Wynlandstreek. Vraelyste is deur streekskoördineerders van die Weskusstreek, Stad Kaapstad, die Overbergstreek en Sentraal Karoostreek ingevul; en vraelyste is deur die GOW's van die Stad Kaapstad, Kaapse Wynlandstreek, Weskusstreek, Sentraal Karoostreek en Overbergstreek in die Wes-Kaap ingevul.

Die bevindings van die navorsing toon dat die GOWP sedert sy ontstaan geweldige vordering gemaak het. Streekskoördineerders, toesighouers en GOW's het 'n baie goeie begrip van wat as veranderingsagente van hulle verwag word. Die reaksies van die gemeenskap het ook groot waardering en ondersteuning getoon vir die werk wat deur die GOW's in hulle rol as veranderingsagente gedoen word. Die effektiwiteit van GOW's in hul rol as veranderingsagente wat 'n holistiese benadering tot ontwikkeling nastreef word beskou as 6-8 op 'n skaal van 1 tot 10, met tien as die hoogste punt. Daar is egter ruimte vir verbetering aangesien die bevindings aandui dat daar verskeie gevalle is waar GOW's isolasie en frustrasie ondervind en uitgedaag word in hulle nastrewing van holistiese ontwikkeling weens onder andere 'n gebrek aan toereikende hulpbronne; 'n gebrek aan toegang tot begrotings; 'n gebrek aan ondersteuning en samewerking en die politieke inmenging van wyksraadslede en politici; 'n gebrek aan begrip, waardering, samewerking en ondersteuning van die plaaslike regering en 'n gevoel van tuis hoort op plaaslike munisipale vlak in baie gevalle.

Hoewel die navorsing toon dat die provinsie effektief is in sy nastrewing van 'n holistiese benadering tot volhoubare gemeenskapsontwikkeling aan die kant van GOW's as veranderingsagente, wil die navorser aanvoer dat beter samewerking op die verskillende vlakke van regering, regeringsdepartemente, ontwikkelingsliggame en die begunstigdes van ontwikkeling moet plaasvind om die pogings en effektiwiteit van GOW's in hul rol as veranderingsagente verder te versterk. Die boustene van ontwikkeling en die Batho Pele-beginsels moet deur al die belanghebbendes in die ontwikkelingsproses meer konsekwent toegepas, noulettend gehanteer en toegewyd geïmplementeer word om dienslewering te verbeter en meer effektiewe gemeenskapsontwikkeling in belang van die gemeenskap op grondvlak te bewerkstellig terwyl dit aan plaaslike, nasionale en provinsiale ontwikkelingsteikens voldoen.

Die uitdaging aan elkeen van ons as veranderingsagente is dus om alles moontlik te doen in belang van rekonstruksie, gemeenskapsontwikkeling en gelyke geleenthede vir almal. Ons moet almal aanspreeklik wees en die vraag beantwoord oor wat ons doen omtrent gemeenskapsontwikkeling, naamlik onderwys, armoedeverligting, dienslewering, ens. in ons eie gemeenskappe. Ons moet erken waar ons vandaan kom, waar ons nou is en waar ons heengaan. Baie vordering is reeds gemaak ten spyte van 'n gebrek aan befondsing, fasiliteite en hulpbronne. Meer opofferings moet egter nog gemaak word om n beter lewe vir almal te verseker. Dit gaan oor respek, ongeag met wie jy handel.

## ACKNOWLEDGEMENTS

I hereby wish to express my sincere and heartfelt thanks and appreciation to the following people:

God, for His omnipotence, omnipresence, abundant grace, strength, wisdom, knowledge, guidance and love without which I would not have been able to successfully complete this study;

Mr Francois Theron, for being my supervisor and for his patient guidance, encouragement, understanding and support;

My late mother, Elizabeth Bomester for her unequalled example of unswerving faith in God, her belief and confidence in my abilities, her unselfish sacrifices in wanting the best for me and her undying love;

My late father, Edwin Bomester, your memory and the countless lessons are still alive in my heart and mind;

My husband, Nathan and children, Ambrose, Nathina and Josh, for their hugs, prayers, interest, encouragement, support and sacrifices to give me the time and space needed to complete this study;

My family and friends for their unending prayers, encouragement and support;

My editor and dear friend Jennifer Saunders, who through times of great difficulty encouraged me to continue;

Stellenbosch University and Bellville Park Campus Library staff, for their patient assistance; Helderberg College staff and colleagues, former Presidents and Vice-Presidents for their encouragement, assistance, support and time granted for study leave;

Provincial Government, with specific reference and special appreciation to Dr Hildegard Fast, Mr Heinrich Magerman and Mr Albert Dlwengu, Ncedo Mfuku and Mary Adams for granting permission for this study to be conducted and for their valuable time, guidance, information and input in preparing for and conducting this study;

Regional Coordinators, Supervisors, CDW's and Dedicated Officials of the respective local municipalities across the Western Cape for their willing co-operation, transparency and support;

The respective communities of Kayamandi, Eerste River and the West Coast District for their participation, openness, honesty and cooperation to making this study possible; and All Change Agents, whose contributions in research and in the field of community development has added value to this study.

**TABLE OF CONTENTS**

Declaration	ii
Abstract	iii
Opsomming	v
Acknowledgements	vii
Table of Contents	ix
List of Figures	xi
<b>CHAPTER ONE</b> .....	<b>1</b>
<b>INTRODUCTION TO THE STUDY</b> .....	<b>1</b>
1.1 Introduction and background .....	1
1.2 Problem Statement.....	6
1.3 Hypothesis.....	7
1.4 Motivation for the study.....	7
1.5 Research Design and Methodology .....	9
1.5.1 Design .....	9
1.5.2 Methodology .....	9
1.6 Significance and structure of the study .....	11
1.7 Research questions .....	13
1.8 Data analysis.....	14
1.9 Defining key concepts.....	15
1.9.1 Development.....	15
1.9.2 Community Development.....	16
1.9.3 Participation and community participation .....	18
1.9.4 Social learning.....	21
1.9.5 Capacity-building .....	21
1.9.6 Self-reliance .....	22
1.9.7 Empowerment .....	23
1.9.8 Sustainable development .....	24
1.9.9 Holism or a holistic and interdisciplinary approach to development.....	24
1.9.10 Change agents.....	27
1.9.11 Beneficiaries.....	29
1.9.12 Effective community development.....	29
1.9.13 Conclusion .....	30
<b>CHAPTER TWO</b> .....	<b>33</b>
<b>CONTEXTUALISING COMMUNITY DEVELOPMENT</b> .....	<b>33</b>
2.1 Introduction.....	33
2.2 The historical nature of development.....	33
2.3 The history and nature of community development .....	35
2.4 The history and role of the United Nations (UN) in community development .....	37
2.5 Views and theoretical framework of community development .....	378
2.6 Community Development Workers as CAs.....	39
2.7 Training of Community Development Workers.....	40
2.8 Community Development in South Africa.....	41
2.9 Conclusion.....	43
<b>CHAPTER THREE</b> .....	<b>44</b>

**CONTEXTUALISING AND LOCATING THE CDWP AND CDWS WITHIN THE PUBLIC PARTICIPATION AND COMMUNITY DEVELOPMENT DEBATE IN SOUTH AFRICA'S DEVELOPMENTAL LOCAL GOVERNMENT . 44**

3.1	<i>Introduction</i> .....	44
3.2	<i>Community Partnerships in developmental local government</i> .....	45
3.3	<i>Performance Management</i> .....	45
3.4	<i>The evolution of community development in South Africa</i> .....	46
3.5	<i>Guiding principles and role of Community Development Workers in South Africa</i> .....	468
3.6	<i>The community participation debate</i> .....	48
3.7	<i>Contextualising and locating participation within Community Development</i> .....	49
3.8	<i>Contextualising and locating participation within South Africa's Development Frameworks</i> .....	50
3.9	<i>Conclusion</i> .....	50

**CHAPTER FOUR ..... 52**

**THE INSTITUTIONAL, LEGALISTIC AND REGULATORY CONTEXT GUIDING THE CDWP ..... 52**

4.1	<i>Introduction to institutional guidelines</i> .....	52
4.2	<i>Developmental Local Government</i> .....	53
4.3	<i>Characteristics of developmental local government</i> .....	54
4.4	<i>Tools and approaches for developmental local government informing the CDWP</i> .....	54
4.5	<i>Contextualising the CDWP and CDWs within DLG in South Africa</i> .....	54
4.6	<i>Integrated Development Planning</i> .....	55
4.7	<i>The CDWP and the role of the Community Development Worker (CDW)</i> .....	56
4.8	<i>Synopsis of Policy Intent and Reality</i> .....	57
4.9	<i>Conclusion</i> .....	57

**CHAPTER FIVE..... 59**

**THE EFFECTIVENESS OF COMMUNITY DEVELOPMENT WORKERS: A CASE STUDY OF THE WESTERN CAPE ..... 59**

5.1	<i>Introduction</i> .....	59
5.2	<i>Overview of the CDWP in the Western Cape and shortcomings of the CDWP identified since its inception</i> .....	60
5.3	<i>Government's remedial action since the inception of the CDWP</i> .....	66
5.4	<i>General assessment of how respondents view the effectiveness of CDWs in their role as CAs in pursuit of a holistic approach to development.</i> .....	66
5.4.1	<i>Social sphere</i> .....	67
5.4.2	<i>Economic sphere</i> .....	68
5.4.3	<i>Political sphere</i> .....	68
5.5.4	<i>Cultural and religious sphere</i> .....	69
5.5	<i>Analysis of research questionnaires</i> .....	70
5.5.1	<i>Community Development Workers perspective on the effectiveness of CDWs, see Annexure A which has 25 questions</i> .....	70
5.5.2	<i>Regional Coordinators (RCs) perspective on the effectiveness of CDWs, see Annexure B which has 27 questions</i> .....	80
5.5.3	<i>Local Communities perspective on the effectiveness of CDWs, see Annexure C which has 27 questions</i> .....	86
5.5.4	<i>Supervisors perspective on the effectiveness of CDWs, see Annexure D which has 26 questions</i> .....	91
5.5.5	<i>Local Government Dedicated Officials/Mentors perspective on the effectiveness of CDWs, see Annexure E which has 27 questions</i> .....	99
5.6	<i>Key achievements and successes demonstrating effectiveness of CDWs</i> .....	107
5.7	<i>Dilemma's, challenges and frustrations experienced by CDWs in their role as CAs</i> .....	108
5.8	<i>Conclusion</i> .....	111

**CHAPTER SIX .....113**

**RECOMMENDATIONS AND CONCLUSION..... 113**

6.1	<i>Introduction</i> .....	113
6.2	<i>Recommendations</i> .....	113
6.3	<i>Conclusion</i> .....	119

<b>REFERENCES</b> .....	<b>122</b>
<i>ANNEXURE A</i> .....	134
<i>ANNEXURE B</i> .....	137
<i>ANNEXURE C</i> .....	140
<i>ANNEXURE D</i> .....	143
<i>ANNEXURE E</i> .....	146
<i>ANNEXURE F Mindmap</i> .....	149

## LIST OF FIGURES

**FIGURE 1.1** Depiction of the logical sequence and linkage between the building blocks of development (**see page 4**)

**FIGURE 1.2** Schematic presentation of research (**see page 13**)

# CHAPTER ONE

## Introduction to the study

### 1.1 Introduction and background

Community Development Workers (CDWs) face numerous hurdles in their pursuit of a holistic approach to development in their role as “change agents” (CAs) (Theron, 2008a:9-14) as they strive to facilitate effective community development (CD) in partnership with various stakeholders. These hurdles which include a lack of infrastructure, resources, cooperation and support; political interference; inadequate budgetary provision; ineffective communication; a lack of understanding and appreciation and a shortage of manpower, may give rise to isolation, frustration and challenges experienced by CDWs, the newest cadre of civil servants.

Although not primarily driven by political motives, differing political objectives and or frames of reference of either politicians/senior managers/officials; and or development agencies/institutions which employ them, CDWs are mandated to ensure that the Batho Pele Principles<sup>1</sup> and the building blocks of development are incorporated to promote effectiveness in their role as CAs to ensure a holistic approach to integrated community-based development.

Development is about change and the reality is that change in and of itself can be challenging. In aiming to “ensure flexibility and dynamism consistent with the changing context of the community needs, and of the developmental state” the Community Development Worker Programme (CDWP) Master Plan (2008-2014) (Department of Public Service and Administration (DPSA), 2008) asserts that “the CDWP should operate within the context of the Inter-governmental Relations Framework to ensure that CDWs promote cooperative governance. The CDWP should work with, and stimulate existing community structures and the CDWP should communicate service delivery blockages to provincial and national departments”. These principles inform the work of CDWs.

This implies that CDWs, despite not being free agents, should be given appropriate flexibility and the support and cooperation of their leadership. They must be people-centred in order to effectively implement a holistic approach to development using their knowledge, skills and

---

<sup>1</sup> People First

training in the performance of their role as CAs. They must also acquire sound knowledge and understand the realities, meaning-giving context and indigenous knowledge systems of the beneficiary communities they endeavour to capacitate (Theron, 2008a:10-17).

Objectives of the CDWP and CDWs are to facilitate self-reliant participatory development but CDWs are challenged within the organisational structures in which they work. Many of these structures and its leadership are generally bureaucratic and rigid in nature, leaving little room for flexibility and space for CDWs to engage innovatively and creatively with beneficiary communities, in their pursuit of holistic development as CA's (Chambers, 1997: 36-37 & 63-66). In these rigid bureaucratic structures there is often no meaning to the phrase "community participation" with the result that it becomes a catchword and CA are not free agents despite their primary role being to release people's creative energies. Self-reliant participatory development is about people and social relationships. This dictates that development organisations and their leadership must be people-directed if they are committed to promoting effective democratic participation by the previously disadvantaged so that they can influence, direct and own social, economic, cultural, religious and political change (Burkey, 1993:75).

Expanding on change Chambers (1997:1) states that "huge opportunities exist to make a difference in the balance sheet of development and human well-being. In the flux of uncertainty and change the challenge is personal, professional and institutional to frame a practical paradigm for knowing, acting and changing how we know and act". This paradigm shift is essential for CDWs and their development agencies to recognise and effect, if they are to support and cooperate to enhance CDWs effectiveness to pursue holistic development.

Holism or holistic development as a development concept or approach, like many development buzzwords, is often used inappropriately as loose catchwords at the cost of understanding the meaning of what it entails. This creates a dilemma for CDWs as it raises questions as to what holistic development as a concept and approach means in the field of CD (Kotze & Kotze, 2008:76-99) and what it means for CDWs as CAs and for communities as "insiders or intended beneficiaries of development" (i.e. the people) (Davids, 2005b:35).

Kotze and Kotze (2008:76-77) assert that CAs are challenged to accept responsibility and the demands of their role, in their attempts to gain understanding of the communities in which they work whilst recognising that these communities are living entities with who they need to

interact in creative and meaningful ways in the commencement of their research, thus assisting to lock or unlock both their own and the communities' latent potential. The researcher is of the opinion that the desired outcome of the collective interaction of CDWs and the beneficiary communities or learning partnership should unlock and unleash the latent potential of both the community and the CDWs as CAs. Both parties should be empowered to take charge of and step up to their respective roles. This learning partnership is addressed by the so-called building blocks of development, namely the use of "a dynamic and mutual social learning and capacity-building approach" (Theron, 2008a:15). In reality this is a challenge for CDWs and the beneficiaries of development due to various factors which will be considered in this study. An indicator of effectiveness towards achieving holistic development in their partnership with beneficiary communities should be that once the CAs (CDWs) have completed their role they are able to comfortably exit the development process having enabled and empowered the community to continue its own development (Burkey, 1993:56-60). The community, which was previously only the recipients of developments, now become the champions of their own development through active participation which is the first building block of development thereby resulting in social learning and capacity building, the second and third building blocks of development. The ideal is that development should lead to self-reliance on the part of the beneficiaries, the fourth building block of development and ultimately resulting in community empowerment, the fifth building block of development. This must be done in a way that is holistic in nature and leads to sustainable development, the sixth and last building block of development (Theron, 2008a:14-17 & Theron, 2008b:229).

The researcher would like to add that if the analogy of building a wall comprising of the building blocks of development is used to demonstrate the linkage and sequence of the building blocks to put the wall together, it is vital that mutual trust and respect amongst all the participants in the development process should be the foundation. Mutual trust and respect should also be the cement which keeps the building blocks bonded and throughout the various stages of the development journey.

The building blocks must not be understood in isolation. There is a logical sequence. CAs will do well to recognise the value of the building blocks of development when planning a holistic approach to development. Participatory development that leads to sustainability requires the decentralisation of power whereby the local beneficiaries become the masters of their own development. This level of participation, drawing on the local beneficiaries' social

capital and indigenous knowledge systems (IKS) which inform their local choices and priorities must be honoured by giving the local experts access to decentralised institutions which will accommodate and address their priorities (Theron, 2008a:17). “Micro-level development engagements should consider the value of a slow-fast and incremental process following the principles of the building blocks of development, when CAs and development beneficiaries collaborate to conceptualise and contextualise the building blocks towards a development process” (Theron, 2008b:229).

		SUSTAINABLE DEVELOPMENT	
		EMPOWERMENT	
	SELF-RELIANCE		
	CAPACITY BUILDING		
SOCIAL LEARNING			
PARTICIPATION			
FOUNDATION: MUTUAL TRUST AND RESPECT			

**Figure 1.1:** Depiction of the logical sequence and linkage between the building blocks of development.

**Source:** Author, 2012

Burkey (1993:56-60) confirms that “people’s participation in development activities should be seen not only as a means to an end, but an end in itself. However, once a successful participatory development process is initiated, it should become a continuous process with no visible end to it. The only thing that should end is the intervention of the development workers who should withdraw as soon as the people themselves can maintain the development process on the basis of their own initiatives”. The successful CA will therefore recognise when it would be the most appropriate time to withdraw him/her from a development process. Based on the researcher’s observations; exposure and involvement in fieldwork participatory action research (PAR) during her tenure as a CDW the researcher has come to the realisation that despite their successes CDWs experience frustrations and challenges in their pursuit of a holistic approach to development (Mouton, 2005:150-151).

One reason why CDWs might experience isolation, frustration and challenges in their role as CAs is due to interference or lack of cooperation from politicians, the powers that be and/or other government departments and officials. These entities do not hesitate to push their own agendas, regardless of the cost or whatever means necessary and/or expense to the affected

community; securing the competitive advantage for themselves and/or their institutions, at times even to the detriment of the community, is often their highest priority. Thus resulting in the disempowerment and possibly causing CDWs to be less effective in their pursuit of holistic development. Other constraints which could hamper the effectiveness of the CDWs are the perceptions which may exist regarding the rollout of CDWs as the newest cadre of civil servants; whether or not the training which CDWs receive prior to deployment prepared them adequately for the context in which they were/are required to work; the matter of CDWs being trained but not being employed and finally the question as to whether or not and the extent to which CDWs are knowledgeable about Integrated Community Based Development (ICBD) which entails an interdisciplinary and holistic approach to development.

The researcher observed and experienced that these dilemmas are realities experienced daily by CDWs in their pursuit of holistic development. CAs find themselves in “a precarious position”. Rigid prescriptions of development leave little to no room for creativity on the part of CDWs or respective communities to influence, participate in and sustain their own development (Theron, 2008a:13,15). The researcher agrees with Theron (2008b:230) that, “this does not always allow too much room for manoeuvre, for ‘flexibility’, or for following a mutual social learning process ala the building blocks of development”. It is impossible under these prescriptive circumstances for CAs to think on his /her feet or to adopt an incremental approach to planning”. By means of PAR experience the researcher has also observed that rigidity on the part of government and development agencies combined with the lack of flexibility given to CDWs to act in the best interest of the communities they serve and by disempowering them to effectively implement the building blocks of development, it results in feelings of frustrations and disillusionment, isolation and despair by CDWs. The researcher will hence endeavour to identify, discuss seek to make recommendations to address these challenges.

Advocating a holistic approach to development Kotze and Kotze (2008:77) states that it is the responsibility of CAs to interact effectively with communities through participation to gain an understanding of the community as a whole “as their source of information”. Kotze and Kotze (2008:77) asks, “...do CAs understand the intricacies of relationships and the process of interaction that define a community? ...It therefore seems appropriate to explore a holistic approach to the question of understanding communities. Despite their good intentions, if it is

true that CAs often do not understand the context of communities, then an honest assessment of the capacity of CAs to make a difference needs to be undertaken”.

The researcher agrees that CAs must understand the communities with which they work and that a holistic approach is the most appropriate to achieve this but based on the researcher’s PAR experience she disagrees that the effectiveness of CDWs should solely be assessed based on their understanding of the community’s context. Reasons for this disagreement are that the researcher also observed and experience that CAs are often restricted in their exercise of their duties arising from organisational expectations and prescriptive mechanisms as well as demands of and the lack of support from senior management and personal agendas of government/development agencies and politicians alike. The researcher further observed that CDWs experienced a lack of adequate resources and infrastructure; this limited their effectiveness. It is also often the case that neither senior management nor politicians come into direct contact with the communities they intend to serve, yet they are the entities which most frequently make the final decisions as to which interventions to undertake or not based on their personal biases; agendas; prescriptions; political views; political interferences, etc.

## **1.2 Problem Statement**

The purpose of this study is to assess the aforementioned dilemma and conceptualise/clarify the terms “holistic approach to development” and “effective” as to what means and how it is understood in the field of CD and specifically by CDWs and the communities they serve. It also aims to gain insight into the frustrations and challenges (if any) experienced by CDWs in their role as CAs in their pursuit of a holistic approach to development in the Western Cape as they seek to alleviate poverty; reduce inequality and improve capabilities of people and the country as a whole to create opportunities for both; in line with the country’s Vision 2030 as captured in the National Development Plan, which holds ideals such as empowered fully functional communities and a holistic approach to development at its core. This will be achieved by conducting a literature study and gathering and analysing information acquired through personal interviews, focus groups, questionnaires and participatory action research (PAR) (Burkey, 1993:209; Chambers, 1997:108; Mouton, 2005:150).

### 1.3 Hypothesis

According to Welman *et al.* (2006:12) "...a hypothesis is a tentative solution or explanation of a research problem and the task of research is to investigate it". De Wet *et al.* cited in Brynard and Hanekom (2006:21) agrees with this in saying that "A research question/research problem/hypothesis serves as a point of departure and a directive for the planned research". The research is based on the hypothesis below:

*"The effectiveness of Community Development Workers (CDWs) is hampered, as CDWs are challenged and frustrated in their role as change agents in their attempts to incorporate the building blocks of development in their pursuit of a holistic approach to development at grassroots level"*.

### 1.4 Motivation for the study

Having gained first-hand experience in the field of CD during the researcher's tenure as a CDW, the researcher has formulated her own views and understanding of the challenges, frustrations and shortcomings in the way CD is approached. This has ignited an interest in the study as a result of personal lessons learnt. The researcher also gained first-hand knowledge of the positives and negatives experiences pertaining to both the successful and unsuccessful application of CD in the pursuit, or lack thereof, of a holistic approach to development.

The researcher will draw on her own views, understanding, experiences and lessons learnt to critically analyse and assess the frustrations and challenges, if any, experienced by CDWs by means of a case study on the effectiveness of CDWs in the Western Cape. This will be done by conducting an objective and detailed study of terminology such as the building blocks of development; holistic approach to development and effectiveness amongst others in the ensuing literature study and comparing it with what happens in reality in the field of CD.

Navigating the uncertain holistic development road and commencing the "development journey to break the impasse" – the impasse in this study being the frustration and challenges experienced by CDWs which impact their effectiveness – there are strategic considerations such as analysing and addressing the "uncertain road of the development journey" whilst

focusing on the “big picture: different environments – social, cultural, political, economic and natural – which stand in dynamic relations to each other” (Theron, 2008a:2-3). Davids (2005b:31) states that “...the dictum that development is about people implies that people are the most important role players in their own development. This means that development-promoting institutions need an effective management corps to ensure that people are intentionally placed at the centre of the initiatives they promote . . . A holistic orientated, people-centred field has to relate to people’s meaning-giving, living context. . .” Owing to this multidimensional reality the researcher will seek to foster an understanding of CD by defining, clarifying and discussing key concepts.

The study will attempt to determine how CDWs view their own effectiveness in the pursuit of a holistic approach to development and how their supervisors, regional coordinators, Dedicated Officials (DOs) at local municipal level and respective communities view the effectiveness of these CAs. It will seek to establish what, if any frustrations and challenges are experienced by CDWs; how these challenges and frustrations impact their effectiveness; and it will attempt to recommend appropriate remedies to eliminate these challenges and frustrations. The study will be presented in the form of a case study of the Western Cape, with special emphasis on Kayamandi in the Cape Winelands Region, Eerste River in Metro 1 in the City of Cape Town and the West Coast Region.

It is important at this juncture to clarify that despite the researcher having been a CDW herself she endeavoured to maintain objectivity and prevent her personal beliefs and possible biases from impacting the integrity of the research by including literature from wide spectrum of authors; posing open-ended questions in interviews, questionnaires and focus groups; including perspectives of various participants i.e. CDWs, RCs, Supervisors, DOs and community members; avoiding statements reflecting personal preference, pre-set opinions, generalisations in the use of words like all and never; substantiating statements with relevant references; being self-aware of personal biases, prejudices, limitations and being overly sympathetic in reflecting responses; and lastly exercising sensitivity in the use of language/words to ensure they are specific instead of descriptive.

## 1.5 Research Design and Methodology

### 1.5.1 Design

PAR and PLA was adopted as the design for the study. “Those engaging in development grassroots facilitation can only do well if we expose ourselves to alternative qualitative social research methodology like Participatory Action Research (PAR) and Participatory Learning and Action (PLA). Through this radically different approach to social learning, the social research process is democratised – the researcher (outsider) forms a research partnership with the researched (insider) through which (1) we get closer to local grassroots realities and solutions; (2) the empowerment of both parties (outsider and insider) and (3) the integration of two knowledge systems” (Theron, 2008a:17-20; 2008b:238).

### 1.5.2 Methodology

The research methodology that was used was qualitative. Bless and Higson-Smith (1995:100) state that “...in specific areas of social reality, purely qualitative research is often the most adequate method of investigation...” The researcher made use of a qualitative research design using several research methods since the objectives of the research and the research questions were mostly exploratory and descriptive in nature (Welman *et al.*, 2006:188-194) and each of these methods primarily adds value to the other. Using these combined approaches qualitative data was gathered by means of primary data gathered through personal observations (PAR and PLA) and the use of in-depth semi-structured interviews; questionnaires and focus groups aided by interview guides and secondary data gathered by means of textual data from publications, previous studies, books and relevant legislation.

1. Qualitative textual data was collected by means of a comprehensive literature review (Mouton, 2005:179-180; Bless & Higson-Smith, 1995:22-25) and questionnaires. Questionnaires were distributed to all CDWs throughout the province with the help of the Regional Coordinators (RCs) and CDW Supervisors. Questionnaires were also distributed to all RCs in the province (see Annexures A & B).
2. Qualitative data was collected as the researcher directed interaction and inquiry in an unstructured manner, with 4 focus groups which are also described as group in-depth interviews with which a small number of interviews were drawn together for the purpose of expressing their opinions on a specific set of open questions (Welman *et al.*, 2006:201). A focus group, small group and individual interviews were conducted

with CDW Supervisors and 3 focus groups were conducted with community members (representatives) from three local districts, i.e. Eerste River in Cape Metro 1; Kayamandi in the Cape Winelands and from various communities across the West Coast (see Annexures C & D for the set of open questions).

3. Respondents who participated in the interviews and focus groups were selected by means of non-probability sampling, using purposive sampling and snowball sampling (Welman *et al.*, 2006:69). In the researcher's understanding this type of non-probability sampling is similar to what Mouton (2005:150) describes as judgement sampling. These methods of sampling were used to determine who the respondents and participants of the study would be, in order to ensure that the majority of the respondents and participants, had adequate knowledge of the role and work of CDWs and could therefore realistically comment on how they perceived the effectiveness of the CDWs in their pursuit of a holistic approach to development in their role as CAs.
4. Semi-structured interviews based on an interview guide, were conducted based on the fact that such interviews are "...very helpful in exploratory research...They help to clarify concepts and problems and they allow for the establishment of a list of possible answers or solutions...They allow also for the discovery of new aspects of the problem by investigating in detail some explanations given by respondents" (Bless & Higson-Smith, 1995:110-111). Interviews were conducted with DOs (mentors) from three local municipalities, i.e. Cape Metro 1; Cape Winelands and West Coast (see Annexure E).
5. Participatory observation whilst being employed as a CDW enabled the researcher to "share in all activities expected of CDWs thereby making it possible for the researcher to gain deeper insight into the research problem and being able to observe and understand the feelings, behaviour, beliefs and attitude of CDWs better, since it was possible to enjoy the confidence of participants and sharing in their experiences without disturbing their behaviour" (Bless & Higson-Smith, 1995:43, 105). To prevent or minimise the researcher's personal beliefs and possible biases from impacting on the integrity of the researcher had included a variety of sources and literature from numerous authors giving varied perspectives. The researcher also made use of open-ended questions and included perspectives from a various respondents, i.e. regional coordinators; supervisors; dedicated officials/mentors; CDWs and community members.

## 1.6 Significance and structure of the study

Through personal experience as CDW the researcher gained first-hand knowledge of the frustrations, challenges and barriers which hampers the effectiveness of CDWs as CAs. Some of the factors contributing to the challenges experienced by CDWs are the lack of infrastructure and allocation of resources; political agendas and interference in projects and programmes; lack of support and participation in CD programmes by top management and senior officials and the lack of integration and co-ordination of efforts with other departments and spheres of government. This study will add value by providing an understanding of:

1. what CDWs identify and view as barriers in the development process which hampers their effectiveness in pursuing a holistic approach to development; and
2. which measures (if any) could be put in place to remedy these barriers in an effort to diminish or eliminate those challenges to enhance effectiveness in holistic development.

This information will provide valuable feedback regarding how CDWs perceive their own effectiveness and the frustration and challenges they experience in their role as CAs especially in the context of Developmental Local Government (DLG) and the Integrated Development Plan (IDP), for which CDWs have specifically been trained to facilitate in the process of development between the State and the public.

Bless *et al.* (2006:43-44) explains that not all kinds of information and research can be described and recorded adequately by means of quantitative data. In cases where quantitative research is not the most appropriate research method to use, qualitative research may be the best alternative to engage as it makes appropriate use of more descriptive qualifying words in a way that is more sensitive and meaningful to record and describe how we as human beings experience various specific aspects about and within our world. Based on the latter statement, the researcher has chosen to pursue qualitative research for the purpose of this study. Bless *et al.* (2006:53) further describes participatory and action research as powerful approaches in community-centred research to perform applied social research tasks and assignments such as needs assessments, feasibility studies and the evaluation and monitoring of community projects to acquire accurate information and facilitate effective development projects in a number of ways. Also advocating participatory research Bless *et al.* (2006:53) reasons that participatory research techniques focus on addressing specific challenges within communities “and attempts to use research (and the resulting action) as a tool to bring about social change”; it always demands active participation and democratic collaboration in an equal

partnership between the social researcher, the community and other relevant parties where necessary because “participatory research is distinguished by the relationship between the people involved in the research, and the use of research as a tool for social change, as well as increasing human knowledge...” (Bless *et al.*, 2006:64-65).

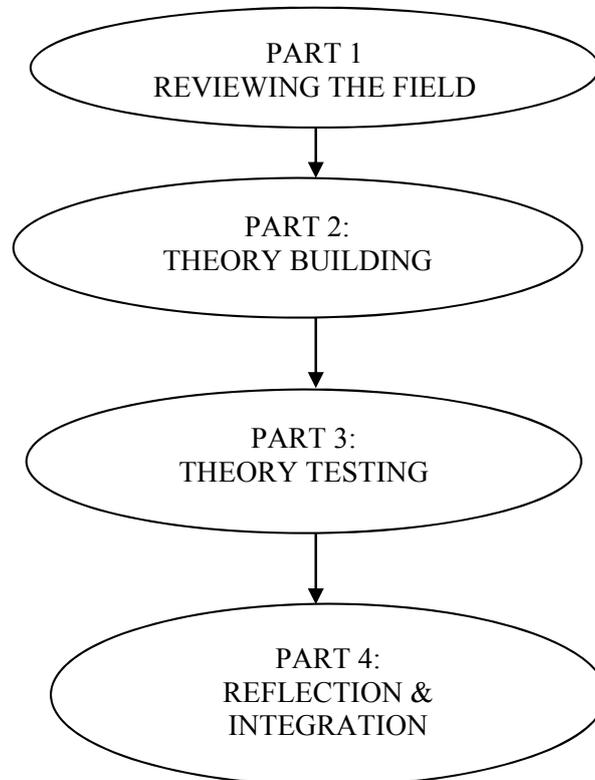
In discussing the effectiveness of CDWs and the possible challenges and barriers which hamper their work the following structure will be used for the study:

1. Chapter one deals with a general introduction and includes the background to the study, describes the research statement, hypothesis, objectives and aims, significance of the study, research design and methodology, data analysis, definitions, clarification and integration of key analytical concepts,
2. chapter two will look at CD in the international context,
3. chapter three will locate the CDWP and CDWs within the CD debate and contextualise the CDWP and CDWs within South Africa’s DLG,
4. chapter four will outline the institutional, legalistic, regulatory context which guide the CDWP practice,
5. chapter five will identify, analyse and discuss the research findings of a case study on the effectiveness of CDWs as CAs in their pursuit of a holistic approach to development, and
6. the concluding chapter six will propose possible recommendations and the research will be concluded.

The research journey will entail four steps as presented by Bourner (2002:7-11) and Mouton (2005:47-57) namely:

- **Part 1: *Reviewing the field.*** Considering current literature, thinking and practices in the field of CD
- **Part 2: *Theory building.*** Collecting and reviewing data based on how various authors view CD and exploring different theories presented by the various authors
- **Part 3: *Theory testing.*** The theory presented in Part 2 will be tested in the field to assess what is commonly understood and practiced and experienced by CDWs as CAs at grassroots
- **Part 4: *Reflection and integration.*** The researcher will reflect on the research findings and how it relates to current thinking in the field of CD as described in Part 2. It will

also consider possible lessons learnt and indicate further issues which may have arisen from the study for possible future study. Finally it will look at recommendations and conclusions which may add value to the field of CD.



**Figure 1.2:** Schematic presentation of research

**Source:** Author, 2012

## 1.7 Research questions

According to Brynard and Hanekom (2006:11) research questions have a dual function or benefit as it provides a guideline or mind-map for data collection and gives direction in problem solving. Based on the background and objectives of the study the following research questions have been formulated to focus on the research problem (Mouton, 2005: 53):

1. Are CDWs perceived to be effective in their pursuit of a holistic approach to development?
2. Do CDWs experience frustrations and challenges in their pursuit of a holistic approach to development at grassroots?
3. What is the impact CDWs are making on the communities they serve?

4. Do CDWs have access to adequate resources and infrastructure to effectively perform their role as CAs in their pursuit of a holistic approach to development?
5. Did the training which CDWs received prior to deployment adequately prepare them for the context in which they would be expected to function effectively as CAs at grassroots in their attempts to incorporate the building blocks of development in their pursuit of effectively achieving a holistic approach to development?
6. Based on the above questions, what recommendations can be made to address/minimise/improve factors which hamper the effectiveness of CDWs in their pursuit of a holistic approach to development?

## **1.8 Data analysis**

The purpose and logic of the data analysis was to describe how participants perceive CDWs effectiveness in their pursuit of a holistic approach to development. Another envisioned outcome was to use the data to provide possible explanations and reasons for participants' perceptions. With the knowledge and permission of respondents their responses were recorded and important points and practical details were noted. This was followed by reporting and documenting the data to descriptive report on the relevant information. Qualitative data was acquired by means of gathering primary data through interviews, focus groups, PAR, etc. and textual data gathered from books, journals, reports and legislation (Welman *et al.*, 2006:211).

In the process of data analysis the researcher used the mind-mapping technique to identify, source and collect "topic-relevant data needed for in-depth analysis and filtered out irrelevant data" until only relevant data remained or could be identified. Annexure F illustrates a mind-map of the research. Steps in the mind-mapping technique included:

- Firstly, the identification of the general field of research, i.e. CDWs.
- Secondly, a list of everything pertaining to CDWs was compiled for example training, deployment, recruitment, communities, government, policies and mandates, etc.
- In the third and fourth steps the researcher grouped together related topics from the list compiled in step two and gave a specific name to each group, i.e. effectiveness, CAs, holistic approach, etc. and then transferred and arranged the selected names around the general field of the research.

- Fifthly, specific topics which were related to each group were identified, “arranged as smaller circles around each group’s main circle” and branched “out to identify the data or topics that are critical to the research topic”.
- Lastly the researcher determined what critical/relevant data was needed and then commenced with the collection of this data (Brynard & Hanekom, 2006:62-63).

## **1.9 Defining key concepts**

The ensuing section will define key concepts which will be used consistently in this study.

### **1.9.1 Development**

Dauids (2005a:23-24) asserts that “that development is about people, their circumstances, their needs and their efforts . . . A definition of development should be woven around people, their diverse needs, changing circumstances, customs, values and knowledge systems. It should explain that development seeks to eradicate poverty, discrimination and environmental degradation through fostering just relationships in and between poor and non-poor societies on a global scale”. According to Burkey (1993:26-35) there is a realisation that there is a drastic need for change in the “existing economic, social and political structures and relationships if development is to benefit the poor and disadvantaged . . . development at micro-level of the village, township, country and district certainly must involve people of varying socio-economic status, varying occupations and skills levels, varying levels of education, ambition, awareness and enlightenment”.

In the context of the CDWP and CDWs Rhoode (2000:3-4) writes that development should aim at and result in the improved ability of the community to be in command of their own future, whilst development should entail the organization and design of projects and programmes which will bring about visible and meaningful change in the community’s state of affairs. Monaheng’s (2008:127) defines development as: “development may be defined as an increase in the capacity of people to interact with their social and physical environments on a sustainable basis, with the aim of achieving the goals they set for themselves”. Development is about change and all the aspects of development are decided on, affected by and affected through the actions of people. Dealing with change the challenge for CDWs is how to effectively put people, especially the poor, first and at the same time ensure that sustainable

holistic development and well-being is enabled for all concerned; whilst affirming that the realities, indigenous knowledge systems, intellect, needs and local meaning-giving context of the beneficiaries of development inform and effect their development. Supporting this Bryant and White (1982:15) states that: “development as an increase in the capacity to influence the future has certain implications. First, it means paying attention to capacity, to what needs to be done to expand the ability and energy to make change. Secondly, it involves equity; uneven attention to different groups will divide peoples and undermine their capacity. Third, it means empowerment, in the sense that only if people have some power will they receive the benefits of development. Finally it means taking seriously the interdependence in the world and need to ensure that the future is sustainable”.

### **1.9.2 Community Development**

The Tanzanian Ministry of Community Development Gender and Children (MCDGC) (United Republic of Tanzania, 2012) defines CD as “those measures which enable people to recognize their own ability to identify their problems and use the available resources to earn and increase their income, and build a better life for themselves”. Sihlongonyane (2009:136-137) writes that “CD emerged as a buzzword in the 1960 and gradually evolved in the latter half of the twentieth century . . . with the overall thrust shifting from rural development to urban development”. De Beer and Swanepoel (1998:i, 7-8) assert that practices in the field of CD have necessitated changes thus views on CD has altered over the years and that CD should encompass a bottom-up rather than top-down (blue-print) approach to development. Social learning should be promoted and the indigenous knowledge and meaning-giving context of the beneficiaries of development must be recognised and facilitated to bring about shared visions in the planning and implementation of development initiatives. The success of effective CD initiatives lie in the creation of an enabling environment in which the local community is empowered to identify their “felt” needs and utilise their decision-making power to address those needs with the help of development agencies, thereby ensuring community ownership of the development process. “Communities, in which CD is taking place, are usually characterised by their ‘entrapment’ in a cycle of poverty” (De Beer and Swanepoel, 1998:12). This indicates that CD finds its place in the attempts of CDWs to facilitate holistic development and alleviating poverty.

The Community Development Exchange also provides a multifaceted definition based on justice, social inclusion, equality and mutual respect. It states that “Community Development is a long-term value based process, going at the pace of the local residents and aimed at identifying and addressing the changes they wish to achieve in order to ensure that changes are sustainable and long-lasting. It aims to address and tackle imbalances in power and bring about positive social change founded on social justice, equality, collective action, social learning, community empowerment and inclusion to challenge disadvantage, discrimination and inequality. Thereby facilitating communities to empower themselves without any disadvantage or oppression of others” (CDX, 2011). The United Nations (UN) Department of Economic and Social Affairs states that, “CD is a process where the efforts of people are united with those of governmental authorities to improve the economic, social and cultural conditions of communities and communities are integrated into the life of the nation enabling them to contribute fully to national progress. This complex of process is, therefore 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” (UN Department of Economic and Social Affairs, 1963:4).

CD can be a problematic concept, thus authors such as Gray and Mubangizi (2010), Burkey (1993) and Chambers (1997) are in agreement that CD cannot be addressed in isolation. CD is foremost about people (the beneficiaries of development) and their inclusion in the identification of their developmental needs and the planning and implementation of how those needs should be met against the backdrop of the preconceived ideas, priorities and needs of development agencies. Although questioning the effectiveness of CD Gray and Mubangizi (2010) suggest that “the theory of CD emphasises the importance of local responsibility through community participation, ownership, self-determination, empowerment and capacity building, where the CDW plays a facilitative role. In theory, CD involves working with local people – grassroots communities – to give them a voice, i.e. to have a say in what various public sector planners and decision makers have in mind for them, to give them control over what happens in their community, to make them believe that even though they are poor and feel disempowered, they have rights and so on” (Gray & Mubangizi, 2010:187).

Ultimately the desired outcome of CD is to address the development needs of communities. In the researcher’s opinion successful CD is achieved when effective sustainable development

action is facilitated by the efforts of CDWs to create an enabling environment in which local communities are empowered to recognize and identify their own talents, abilities, and potential and utilise the resources available to them to effectively promote and improve their quality of life. Hence “the need for constructive and effective CD in South Africa is recognised as a cornerstone of national development...and the development of national policies to move from a “needs satisfying” to a “facilitating” state which partners with communities to achieve sustainable community well-being through empowerment and participation strategies... CD is highlighted as a unique form of practice, with its intrinsic orientation towards democratic and participatory outcomes of collective change, inclusion and equality and defined as a participatory process that can empower socially excluded individuals and communities. . . South Africa is clear as to the need to provide a better service for its communities, especially those most marginalised and socially excluded. This has led tow the move towards CD professionalisation in SA, with the purpose of ensuring good quality and appropriate CD practices that are based on a code of ethics” (Hart, 2012:55-57&65).

In line with this, the National Development Plan and the pursuance of a holistic approach to development Mubangizi (2009:435-436)) presents the International Association of Community Development’s (IADC) definition for CD “as a way of understanding civil society by prioritising the actions of communities and their perspective in the development of social, economic and environmental policy an action. It seeks the empowerment of local communities. It strengthens the capacity of people as active citizens through their communities, organisations and networks on the one hand, and the capacity of institutions and agencies (public, private and NGO) on the other to work in dialogue with citizens to shape and determine change in their communities. It plays a crucial role in supporting active democratic life by promoting the autonomous voice of disadvantaged and vulnerable communities. Its core values are concerned with human rights, social inclusion, equality and respect for diversity”.

### **1.9.3 Participation and community participation**

Batten (1957:7) indicates that CD must centre on participation, including the integration and coordination of actions of both government and/or non-government agencies involved in the process, to address the felt needs of the community against the conceived needs of the

development agencies attempting to facilitate development interventions within the beneficiary communities.

Swanepoel and De Beer (2006:28, 29, 70-71) states that participation is not synonymous to involvement, rather participation entails mobilisation meaning that “when people are mobilised to participate, they do so fully in all aspects of the project. Thus they are part of the planning, decision-making, implementation, evaluation and management of the development project. If people are not the main role-players there is something wrong with their participation . . . Power must accompany participation. It is not meant as something whereby the government, on any of the three tiers runs and controls the community. Participatory management is done by the community itself. It refers to the self-reliance of a community to organise itself in such a fashion that policies can be implemented, projects can be initiated and sustained and the necessary cost recovery can take place. It therefore means that a community can organise itself to take responsibility for itself. If a community can begin to do this it can call itself free of the shackles of deprivation and poverty that bound it before . . . Planning and implementation without participation is a sure method to extend costs, stir up political unrest, ensure lack of progress, and cause rifts in the community. Real participation adds quality and co-operation and eventually brings together (perhaps with a measure of strife) a number of diverse players in an issue-based process towards achieving acceptable solutions”.

Kruger and Sowman (2004:3) state that participation entails “involving people in all aspects of planning and development programmes which affects them. Public participation means more than just consultation, or asking people what they think. The affected community must be involved throughout the planning and development process”.

The strategy of participation is an attempt to break the cycle and weakness of a top-down approach to development in which it is assumed that the local beneficiaries cannot contribute to their own development as they do not possess the knowledge, skills, abilities and expertise to contribute toward problem. The shift towards a participatory approach to development has resulted in growing respect for the inclusion of the indigenous knowledge of the beneficiaries of development at local grassroots and the value their participation, knowledge and expertise add to the collective quest for development within the local community (Cummings, 1997:24-33).

The International Association for Participation (IAP2) (2000; 2002) describes the public as interested and affected parties and asserts that participation is a continuous process of active engagement regarding all aspects of planning and development programmes which affect them. Public participation is needed to:

1. empower and enable people to develop skills which they can utilize in developing their community
2. foster ownership and support by making it possible for people to be part of a project thus helping them to develop and maintain the project
3. give local people an opportunity to often communicate important information and ideas they may have about their own environment which could help to achieve or maintain the sustainability of a project
4. give local people the opportunity to be included in the decision-making process as to what kind of development project will be appropriate, since planning and development is really about the people because people must actively:
  - be involved in identifying and prioritizing their needs,
  - agree on the nature and scale of the project,
  - contribute to the planning, designing and implementation of the project,
  - assist with monitoring and evaluating the usefulness and success of the project.

“Public participation is the social learning and empowering participatory planning process through which the efforts of the people themselves (bottom-up approach) to influence, direct and own development are united with those of government and officials (top-down approach) to improve the political, economic, social, cultural, environmental and psychological contexts of people and beneficiary communities to build self-reliance and capacity through enabling and empowering them to contribute to sustainable development” (Theron, 2009:15).

At no point during the development process should the beneficiaries of development’s physiological needs be taken care of and/or developed at the expense of any of their other needs, i.e. their needs for dignity, respect and self-actualisation or vice versa. The implication of public participation is the challenge it presents for CDWs to partner with beneficiary communities so as to ensure that these communities are capacitated in such a way that they are empowered to initiate, direct, influence and own their own development even in the absence of CDWs as CAs. In the researcher’s opinion, the ultimate purpose of CDWs as CAs

is to pursue holistic development as a means of ensuring sustainable participatory development which results in self-reliance on the part of the beneficiary communities.

#### **1.9.4 Social learning**

The ‘learning organisation’ was the basis for the development of the social learning process approach to development. It requires that CAs must be open-minded and willing to learn from the communities they wish to serve by “adopting a learning-in-partnership approach”; bottom-up planning; equal partnership; mutual understanding and respect amongst the CAs and the beneficiaries of development; and mutual willingness to learn from one another in a way that empowers beneficiaries to have positive input in development plans by influencing and directing the plan and becoming the “owners of their project” (Theron, 2008a:16, 2008c:44-45). The social learning approach recognises that “the local people contribute the data of personal and communal realities of which they are the sole and expert possessors whilst CAs can merely contribute knowledge they have derived from their professional training and personal values” (Thomas (1985), cited in Monaheng, 2008:133). Davids (2005a:20) considers “people-centred development as the product of a social learning process” whereby communities learn how to better meet their own needs and the needs of others by learning how to utilise their own environment more effectively and how to use their own skills, talents, knowledge, abilities and resources better.

The onus rests upon government to create an enabling environment in which social learning can be facilitated whereby “participants in the community planning (and building/enablement) process learn from each other in a mutually beneficiary manner, integrating grassroots social capital inputs with external (CA) technical knowledge, thus establishing a change agent-project beneficiary partnership in community planning and development” (Theron, 2008c: 41-75).

#### **1.9.5 Capacity-building**

Effective capacity-building programmes “seek to build the internal capacity of communities to achieve long-term socio-economic sustainability through developing local leadership and thus limiting the need for government intervention” especially in the long term (Davies, 2009: 380-389). Capacity-building enables poor and disadvantaged communities to improve their ability to participate in meaningful planning and decision-making affecting their environment

and it attempts to encourage, enable and provide opportunities and tools for community members to participate and improve their ability to own development (Downing *et. al.*, 2002).

The National Occupational Standards for Community Development (National Archives, 2008:15) defines community capacity-building as “development work that strengthens the ability of community organisations to build their structures, systems, people and skills. It can include aspects of training, organisational and personal development and resource. It is helpful to see community capacity-building as three main types of activity, namely:

1. developing skills - learning and training opportunities for individuals and groups, and sharing through networks and mutual support, to develop skills, knowledge and confidence;
2. developing structures – developing the organisational structures and strengths of community groups, communities of interest and networks; and
3. developing support – developing the availability of practical support to enable the development of skills and structures”.

#### **1.9.6 Self-reliance**

“Local resources, knowledge and technology” should form the basis for self-reliant participatory development, however for effective and efficient progress to be made it does require the utilisation of outside resources and more advanced sources of knowledge which is not possessed within the ranks of the local community (Burkey, 1993:180). The researcher agrees with Burkey (1993:50-51) that “you cannot make people self-reliant; people become self-reliant. It is more a question of attitudes than money and materials. Too much money and materials from external sources can easily prevent the emergence of self-reliance. People must feel they themselves are contributing the maximum of their own human, financial and material resources and that assistance from outside is only for what they cannot yet manage themselves

CDWs must realise that development will necessitate the use of various resources, e.g. physical, financial and human resources amongst others. The reality is that often some of these resources may need to come from external sources thereby implying a level of control by outsiders, i.e. development agencies. The utilisation of these resources will be determined by who owns and controls these resources and how and what decisions are made concerning

their use. This raises questions of self-reliance and which resources, if any, can be mobilised internally and what degree of external control would be tolerable within the local community in which development is to take place. The goal for CDWs should be to ensure that communities do not become so reliant on the presence and facilitation of CDWs that beneficiary are left helpless when CDWs are no in the community to assist them.

### **1.9.7 Empowerment**

“The change that CAs should facilitate in their partnership with the beneficiaries of development relates to how the latter will be capacitated and empowered to direct, influence and own the development programmes/project. If participatory development – in the context of planning and implementing programmes/projects – can include a methodology, through all the planning cycles, in which these three issues are addressed, then the space for participatory development by beneficiaries will be greatly enlarged. Participation will be empowering and project outcomes will be more legitimate in the eyes of the beneficiaries of development” (Theron, 2008b:258). Burkey (1993:53-54) supports this, asserting that the greatest contribution CDWs can make to communities is to empower them to “regain their confidence in themselves and in their ability to fight their way up from poverty”.

Empowerment will seldom be achieved and development assistance will fail if the poor are continuously treated as if and taught that they are ignorant, helpless, and backward and that strangers and foreigners are the only people who can assist them. Citing Kamla Bhasin (1980), Burkey (1993:53-54) states that “ development workers should constantly ask themselves: am I increasing the confidence of the poor, their faith in themselves, and their self-reliance, or am I making them instruments of my own plans of action, imposing my own ideas on them? There is a tendency to do the latter among the development workers who come from university backgrounds, are well-spoken and use standardised terms. This makes people who do not understand such language feel small and inadequate; instead of increasing their confidence there might be the opposite effect ... ‘One cannot expect positive results from an educational or political action programme which fails to respect the particular view of the world held by the people’”. Supporting this Swanepoel and De Beer (2006:30) assert that “...empowerment is therefore a mixture between the right to make decisions and the ability to make decisions...The guiding principle is that mobilization must aim at giving people the

power or the right to make decisions, but then not to stop there, but to continue a support function by providing the necessary information to make good decision-making possible”.

According to Burkey (1993:53) self-confidence/empowerment can only be “acquired through expressions of confidence and encouragement and by means of positive experiences reinforcing each other”. Superior attitudes and comments which reinforce negative criticism and fostering feelings of inferiority should be avoided at all cost. On the contrary, CDWs “must show respect for the knowledge and judgment of the poor and that they value, respect and appreciate the poor as individuals. Unless development workers have a fundamental belief in the abilities of the poor, those development workers will not be successful”.

### **1.9.8 Sustainable development**

The 1987 Brundtland Commission<sup>2</sup> defined sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. Contributing to the understanding that sustainable development encompasses a number of areas highlights sustainability as the idea of environmental, economic and social progress and equity, all within the limits of the world’s natural resources” (Shah, 2009). Global awareness has been important in emphasising the need to protect our dwindling natural resources. In advocating sustainable development various resources have also been made available to create global awareness in the interest of preserving our resources for both our present and future generations.

### **1.9.9 Holism or a holistic and interdisciplinary approach to development**

Kotze and Kotze (2008:78) inform that using the words “integrated” and “holistic” interchangeably is incorrect because the concept “holistic approach refers to a specific way of observing a situation and therefore belongs to the ontological domain, while an ‘integrated approach’ refers to the empirical domain in which an attempt is made to take into consideration several issues or aspects at the same time”. Development is not a static, single directional process but rather “a process of continuous adaptation, problem solving and

---

<sup>2</sup>The Brundtland Commission was convened by the United Nations in 1983 and charged with the mission of studying the effect of anthropogenic activity on the global environment. The Brundtland Commission Report, issued in 1987, called for greater international cooperation to improve global environmental, economic, and social sustainability. The report stressed that environmental problems were closely tied to problems of economic and social inequality. It offered up an often-quoted definition of the term “sustainable development,” stating that, “Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”

opportunity exploiting” (Theron, 2008c:44). The developmental journey should focus on the ‘big picture’, using a comprehensive “stakeholder analysis” approach to determine who all the “interested parties” – who might have a stake in a particular development “intervention” or “enablement – may be. We should accept the fact that no science or academic discipline is the expert on development but rather development calls for a wider and broader interaction among the many “experts” and “CAs” who profess that they travel the development journey on behalf of the development beneficiaries (Chambers, 1997; Burkey, 1993). This requires CAs to be adequately knowledgeable of the meaning-giving context, realities and complexities which exist at grassroots. This means being informed of communities’ social, economic, cultural, religious and political contexts; therefore development should take place from the bottom-up in order to put the needs of the people first.

Payn (2007:24-27) defines holism as the philosophy that we are ‘part of a greater whole’, recognising that nothing or no one exists in isolation, but that we all form part of a much large living system and that everything is dependent upon something else within the greater system. Any change in any one of the spheres e.g. environmental, economic, social, political, spiritual and communal environment causes a change in one or more of the others. Development in the various spheres should take place in a holistic manner, necessitating that development in any one or more of the spheres should not negatively impact on any one or more of the other spheres. Self-reliant participatory development calls for a holistic, interdisciplinary approach. This entails that the CA and beneficiaries need to conceptualise and contextualize the building blocks towards planning a development process; consider the value of the slow-fast, incremental process in any micro-level development engagement/intervention; ensure a linkage and logical sequence among the building blocks; and recognise that any event or action must be explained by identifying its place in a pattern which characterizes the on-going process of change in the whole system. Despite greater awareness to engage in a holistic approach to development change is slow. Most bureaucratic systems continue to use their traditional top-down, professional “know it all” approach to achieve an immediate change with little/no regard for the realities of the local community and irrespective of the cost and impact this approach has on the various spheres; evidenced by the large number of consultants who are still employed to identify needs and strategies for communities of which they themselves have little/no knowledge. This calls for a social learning process in which CAs must adopt an attitude of learning from the community to understand the complexities of the beneficiary communities and emphasising the need for CAs to form equal partnerships with

beneficiaries enable them to become the “owners of ‘their’ project” (Theron, 2008c:45). “Due to its complex nature, holistic development thinking, planning and implementation entail a “big picture”- understanding of the mutual influences among economic, political, environmental, social, cultural and psychological development contexts. To enable CAs to grasp this “meaning giving context” and multi-dimensional reality, development facilitation and enablement requires an interdisciplinary approach. We need to marry the hard, (engineering) and soft (social development) planning disciplines in reaching towards participatory planning partnerships” (Kotze & Kotze, 2008:76-99 and Theron, 2008b:226-228). Effective holistic development approach is crucially dependent on active beneficiary participation to influence their social, economic, cultural, religious and political environments however “the institutional confusion within which government-employed workers, the CDWs operate and the harsh practice realities characterised by widespread poverty, crime and AIDS severely hampers their capacity to implement effective programmes” (Gray & Mubangizi, 2010:195).

Development agencies are necessitated to move away from the more traditional, prescriptive, rigid, blueprint top-down models of development planning to a more holistic approach to development in which there is a greater “holistic understanding of the meaning-giving social, political and economic contexts” of the beneficiaries of development at grassroots (Theron, 2008c:44). According to Kotze and Kotze (2008:98) the holistic approach “provides theoretical support for the departure of PAR in that it recognizes that the local community should reveal its own knowledge, thinking, empirical approaches and priorities, and then work out how it will participate in the development action that follows”. Burkey (1993), Chambers (1997) and Hart (2012) concur that, in the context of CD, development is primarily aimed at poverty alleviation by creating conducive enabling environments in which beneficiaries and CAs must collectively conceptualise and contextualize the building blocks towards a process of development.

In a holistic approach to development there is no room for development to take place in silos whereby departments and development agencies plan development initiatives in isolation or at the expense of one or more dimensions, i.e. social dimensions, economic dimensions, cultural dimensions, religious dimensions and political dimensions which exists within a community. Neither is there place for a “we” against “them” mind-set. Holistic development necessitates a participatory systems approach to development whereby all the stakeholders and CAs in the

development process work closely together to address the various dimensions surrounding a development challenge by means of their combined efforts in an integrated collective fashion. The beneficiaries of development – the local community at grassroots - must be central participants and the “binding factor” as the major partners and main role-players who’s participation is a “natural outflow and manifestation of ownership and empowerment” in strategising development initiatives rather than becoming and remaining participants on someone else’s (development agencies and/or CAs) behest. Instead of initiating change and embarking on bringing development into the local beneficiary community from the outside, other development agencies and institutions must rather “become supporting role-players in the service of the local communities’ effort at development” (Theron 2008a:5-6).

Deducing from Ife and Tesoriero (2006) the concept of holistic development or holism is founded on the principle that everything is interrelated in other words everything relates to everything else. Community development must be achieved in a way which is sustainable, diverse and balanced, Meaning that there must be recognition and respect for communities indigenous knowledge systems, meaning giving context, culture, skills and resources, not imposing the world view of the CA or development agency upon the community but rather acknowledging local processes and striking a balance between social, economic, environmental, cultural and spiritual/personal development. The promotion and preservation of social justice and human rights should be uppermost by facilitating empowerment and the protection and promotion of human rights and seeking to define and allowing the community’s needs to take precedence by way of being inclusive through community participation and mutual agreement, at a pace determined by the community, in a manner which is non-threatening and non-violent in bringing people together and emphasizing their interdependence on each other. Thereby linking the community’s local and global experience and respecting their agenda and valuing their experiences and culture and preserving their identity.

#### **1.9.10 Change agents**

Development CAs is based on humanist thinking and people-centred development approaches, the principle that government official should ideally act as participatory (grassroots) facilitators and enablers of development. This entails departing from “power over beneficiaries” towards local settings and arenas in which “power with” and “power sharing”

takes places. This is a social learning approach through which both officials and beneficiaries are empowered as equal partners to engage in participatory planning regimes. This process entails radical “shifts in thinking” in our understanding of and approach to development planning, DLG and IDP. “The CA’s actions (good or bad) are directly linked to the thinking and policy of the agency/institution on whose behalf he/she intervenes in development. This reality is not appreciated often enough in our critical reflections of the development CA” (Theron, 2008a:1-22). CAs often works for institutions and development agencies which by their very nature are bureaucratic and directed by red tape and blueprints. As CAs, CDWs are generally required to work within dictated frameworks where a top-down approach to CD is dominant and CDWs are required to facilitate and ensure that national-, provincial- and local government targets and goals are achieved, even though these targets may not necessarily be informed by grassroots needs.

CAs have two roles, namely as “facilitators of human development and creating awareness, and secondly as organisational and rural business consultants. They need to live among the people, make friendships, share burdens as well as joys, and gradually establish that they are honest, well-meaning and have no ulterior motives for personal benefit. CAs must also gain the acceptance and confidence of the poor people with whom they are trying to work. . .” (Burkey, 1993:78-81). An authentic CA must exclude himself/herself from a project as soon as realistically possible after ensuring that the beneficiaries of development have been appropriately empowered, so as not to create dependence of the community on the presence of the CA. Successful CAs should make themselves irrelevant as soon as possible through effective implementation and transfer of the building blocks of development so that local people are empowered to self-reliant to holistically develop and influence their environments. To be effective CAs must have patience and sensitivity to gain an understanding of and appreciation for the IKS and meaning-giving context of the beneficiary community by studying and analysing the socio-economic conditions; the value systems; the cultural traditions; the open and hidden conflicts and the leadership patterns within the community. The work of CDW is very demanding and the working conditions are “hard, irregular and uncomfortable. Together they form a team of CAs. In the field, the individual team members work alone or with a partner. These mini-teams should live in the immediate area of their work . . . There are few office hours for this kind of work, and CAs should do their work with little considerations of time. Evening work, when it is easier to meet with the peasants in their communities, is hard and unpredictable and can never be fitted within a more conventional

urban work routine” (Burkey, 1993:81). CAs are also challenged to work within stringent budgets and limited resources which are difficult to access at times as a result of bureaucratic red tape and prescriptive blueprints.

### **1. 9.11 Beneficiaries**

Development beneficiaries are the “local people, community members at micro-level who, often lack power to negotiate (i.e. to influence, direct and own development “service delivery” which is predominantly still “top down” and “prescriptive” in nature) but who most often “know what they want” and who possess local social capital and IKS which is crucial for the ideal development context, i.e. participatory and empowering development planning partnerships” (Theron, 2008c:41-75).

### **1.9.12 Effective community development**

There may be varied criteria used in defining effective community development and while many organisations gauge their success in quantitative terms, indicating their technical expertise, it should not form the basis to gauge the impact development work has on a community. “The most obvious characteristic of a successful community development effort is that the sum of the efforts is greater than the parts: the neighbourhood as a whole looks, feels, and acts different to everyone who lives, works, and visits there. Not only are many of poor families' immediate needs met – decent, affordable housing, access to job training and education, nearby health care, and so forth – but momentum has built within the neighbourhood that enables the people within it to sustain and build on the changes that have occurred. The neighbourhood has become a community increasingly controlled by the people who live in it. The philosophy, processes, structures, and nature of citizen participation in such initiatives tend to set a tone for subsequent or broader efforts. Unfortunately, many housing initiatives focus on the narrowly defined "prize" – completing a physical structure through new construction or rehab – and too little on building the kind of resident-led community movement that can use housing development as a catalyst for sustained, significant neighbourhood rebirth”. Effective CD initiatives share the following characteristics namely that specific initiatives take place within the broader context of comprehensive neighbourhood revitalization strategies; residents control the organisation demonstrating a healthy relationship between resident leadership and technical expertise as residents know what is wrong with their neighbourhoods, know what they need for a better

life, and have a very good idea of what is needed to fix what is wrong because they can make intelligent choices rather than having professionals make choices for them and in effective CD residents represent a strong community voice whose leadership is supported by the insights and skills of a professional staff; leaders identify the most effective role their organisation can play by concluding that they would play a far more effective and powerful role in a community's development if they served as organizers and brokers, rather than developers, to guide the form development should take as part of their comprehensive master plan; the most effective CD focus on the residents of a targeted defined area and take the neighbourhood's needs, resources, and priorities as the starting point for decision-making about project selection and implementation; effective CD does not just respond to opportunities – it creates them by working from a clear and agreed upon mission, looking for ways to put that mission into effect rather than falling into a reactive mode when it comes to selecting projects, responding to the availability of funds to undertake a particular type of development or to the offer by a private owner or the city to turn over a particular property to the organization thus potentially harming the long-term effectiveness in a number of ways unless effective organisations concentrate their energies on knowing when and how to say "yes" and "no" by rigorously weighing opportunities against mission, long-term plans, priorities of the community, other current and pending work of the organisation and identifying and pursuing projects that, within the bounds of their mission and capacity, will have the greatest impact on the neighbourhood; and finally continuous evaluation of projects change agent performance against the overall mission and the neighbourhood's needs is crucial in long-range planning because effective CD takes more than technical skills and enthusiasm as it requires the development and nurturing of neighbourhood vision and the growth of CDWs and government capacity which is dedicated to seeing that vision, the mission it leads to and its goals are brought to life” (Litwin et al, 1994) (<http://www.nhi.org/online/issues/76/comdev.html>).

### **1. 9.13 Conclusion**

Development is the decided transformation in the environment of a population to improve their qualitative and quantitative well-being by directing it at eradicating poverty. Poverty is caused by the absence or limited availability of resources needed to provide basic necessities like food, shelter, clothing, water and other resources. These resources are needed to enhance and promote the community's universal well-being and empowering them spiritually and

materially. The purpose is to ensure that each community member is able to “pursue a specific standard of living, enjoy a meaningful job opportunity, live according to personal values; and eliminating social problems such as insufficient housing, rapid population growth and unemployment” (Rhode 2000:3-4). Burkey (1993:35) suggests that all communities are composed of people living in some sort of social structure which consists of political, economic and social structures, and the researcher would like to add spiritual structures. Throughout history development has entailed changes and alterations in these structures. When working as CAs in grassroots communities CDWs should always be conscious to avoid the danger of falling into the trap of wanting to exercise control of resources and making decisions in isolation. Rhode (2000:3-4) asserts that government and other role-players can take active measures to tackle inequity, poverty and social injustice by using development. The fundamental drive of development is to “move away from a condition of life widely perceived as undesirable towards a future desired state of affairs. The United Nations identifies development as the process by which efforts of the inhabitants themselves are combined with those of government authorities to improve the economic, social and cultural conditions of communities”. Heller (2008:153) states “the metrics of success are the ‘hard’ indicators of development: better housing, better services, more effective forms of integrated development, more local economic growth... More decentralized and democratic government, it is argued, creates more opportunities for ordinary citizens ....to engage the state and to play a meaningful role in shaping public allocations and local decision making”. This brings into the focus the important question as to whether CDWs are effective as CAs in their pursuit of a holistic approach to development by means of social, economic, cultural, religious and political reform to eliminate poverty and reduce inequality by 2030 in line with government’s Vision 2030 as captured in its National Development Plan which is characterised by the presence of empowered functional communities and the practice of holistic development.

Discussing the challenges CDWs face Mubangizi (2009) “reflects on the role CDWs can and do play in promoting effective service delivery in South Africa and sharing Ife’s (2006) vision of CD based on the ecological perspective founded on four principles which entail holism, diversity, sustainability and equilibrium which all apply equally to the natural world, the social, economic and political order; and the social justice perspective which is founded upon empowerment aimed at promoting a rights- rather than a needs-based approach to social justice. The ecological and social perspectives “show how things might be organised differently so that genuine sustainability and social justice become achievable at a national

and global level and realised in the experience of human communities. An important aspect of CD is enabling communities to articulate their needs and then to act to satisfy those needs and the need for improved participatory governance and a renewed effort to have functional community committees to improve communication between residents and councillors to improve the trust relationship and client interface by councillors and government officials to reduce conflict and protect and promote human rights through locally-driven poverty alleviation programmes and community participation in the design, implementation and monitoring of home-grown poverty alleviation programmes which were conversant with and responsive to the real and felt needs or concerns of the community by means of community based organisations of their own so they could negotiate with government, traders and NGO's; direct assistance through community-driven programmes so they could shape their own destiny; and local ownership of resources so they could end corruption. There was an understanding that CDWs would be public servants who assist citizens with matters such as identity documents, social grants applications, small business start-up and other matters of a development nature in the community. CDWs are challenged to balance people-centred needs of effective community participation which is time consuming, against market-orientated needs and addressing the uneasy relationship between the CDW and the municipality. CDWs are ideally placed to observe, reflect and document experiences" (Mubangizi, 2009:136-146).

## CHAPTER TWO: *Contextualising Community Development*

### 2.1 Introduction

The purpose of this chapter is to sketch the historical nature of development, with specific focus on CD in the international context. The chapter also explores the role of the United Nations in CD and provide an introduction to the South African context. It furthermore contextualises participation within CD and locates participation in South Africa's development frameworks such as its National Capacity Building Framework (NCBF) (DPLG, 2008-2011), the NCBF (DPLG, 2012-2016), the Community Development Workers Programme Master Plan (DPLG, 2008-2014) and other government legislation such as the Constitution (RSA,1996) and the Municipal Systems Act (32 of 2000) (RSA, 2000). The chapter concludes with a discussion on the public participation debate.

### 2.2 The historical nature of development

According to Monaheng (2008:127) "...development may be defined as an increase in the capacity of people to interact with their social and physical environments on a sustainable basis, with the aim of achieving the goals they set for themselves". It is noteworthy that, in line with the global emphasis on development, specifically CD has received publicised attention in South Africa in the last one and a half decades (De Beer & Swanepoel, 1998; Swanepoel & De Beer, 2006). Swanepoel (1997:xi-xiii) asserts that over the years development has often become a tool abused by the high and powerful to act as a placebo for discontented individuals or groups; used as a cheap means to establish infrastructure; to manipulate and indoctrinate people to get their buy-in for programmes which would prove to be most beneficial for government planners. Whilst also promoting westernization to conform the world to western standards and thus bringing about "marginalization and disempowerment". In the past development decision-makers have mostly taken a "know-it-all" attitude instead of experiencing development and learning "through trial and error in an evolutionary way, following adaptable techniques and methodologies". Thereby it has resulted in modernisation becoming an ideology. This was opposed by voices from the opposition which prompted the emergence of a human orientation, participation by the poor masses and sustainable development on the development agenda.

Groenewald (1989) cited in Theron (2008b:225) states that as a result of their own training, background and job descriptions it is a challenge for CAs to understand the meaning-giving context of beneficiaries as a result of their personal perceptions of what they consider to be a “good life”. CAs must be appropriately trained in action research to consider and make a concerted effort to employ a holistic approach to development in order to contextualize and better understand the dynamics of local social capital and the local community’s intellectual knowledge systems by applying the building blocks of development as a means of establishing and promoting self-reliance and sustainable development. To be successful in enabling mutual social learning and participatory planning to take place in their interventions and participation at micro-level development planning and management “as the carriers of development”, CAs have to become partners with the beneficiaries of development. Thereby affording equal opportunities to the local community to “give input, make decisions, direct and influence the process and eventually own it”, in their collective quest for CD (Theron, 2008b:226).

In the researcher’s PAR experience implementation of this approach to the development process may take a longer time for development to evolve and for development objectives to be achieved. One of the benefits of this approach is that it facilitates “buy-in”, participation and support from the local beneficiaries of development from the onset. The results and benefits of this type of development intervention are longer lasting, more sustainable and definitely more socially, economically and psychologically rewarding and mutually satisfying. The notion that development should be evolutionary is supported by Burkey (1993:35) that: “Development must therefore be seen as a process evolving gradually over time” naturally involving change and transformation in the bureaucratic structures, as the researcher has previously indicated (See Chapter 1). This poses a challenge for bureaucracies to bring about a change in their structures. Burkey (1993:33) when quoting Hettne (1982) states that if bureaucracies are to play a more supportive role rather than being the principal role-players as underlined by the writing of Hickey and Mohan (2004:3-24), the approach to participatory development should be more positive as communities should be more centrally involved in decision-making concerning their own development planning and growth.

Swanepoel (1997: xi-xiii) further motivates that: “Development is not about placing facilities among the poor or creating infrastructure. Development is about releasing the community of the poor from the poverty trap so that they can take responsibility for their own destiny”. For

development to be a “continuous process of adaptation”, the recommended change will necessitate that bureaucracies re-evaluate their philosophies, missions, policies and strategies to create the right environment to “enable decision-making instead of making the decisions, to enhance ownership instead of being the owners of development” (Swanepoel, 1997: xi-xiii).

It is a key issue which CDWs must bear in mind to ensure that the beneficiaries have an equal stake in development in ways that they are able to influence; direct and control the process. Analysing the behaviours and attitudes of the uppers’ perhaps better known by the term bureaucracies, Chambers (1997:207-208) states that “as PAR approaches and methods spread ... new initiatives became to establish rapport, to sit down, listen and learn, to be patient, to respect, to facilitate, to be ‘nice to people’, to learn not to interview, to know when not to speak and when not to be present. The task for outsiders became to hand over the stick, to empower local people, to enhance their confidence, to enable them to define, express and analyse their reality, and not to reflect that of the upper.

In the development process CAs should see their role as mere facilitators who assist in capacitating and empowering local beneficiaries. For development to take place effectively a bottom-up learning process approach must be implemented in which the beneficiaries are enabled to make their own decisions (Chambers, 1997:189; Theron, 2008a:9; Theron, 2008b:258). Although this might be the intentions of CDWs they are challenged and frustrated due to their bureaucratic work structures, the red tape and blueprints. CDWs are limited and discouraged to use their initiative to innovatively, creatively and effectively interact with the beneficiaries of development to facilitate an enabling and empowering environment.

### **2.3 The history and nature of community development**

Midgley (1986) cited in De Beer and Swanepoel (1998:1-2) states that the history of CD dates back to early civilizations when people started group interaction in order to benefit. Brokensha and Hodge (1969) and Cornwell (1986) indicate that CD dates back to the practice of agricultural extension in the United States of America in 1870, but this is also challenged by Phifer *et al.* (1980) who explains that CD originated with the 1908 Country Life Commission Report in the United States. Holdcroft and Jones (1982:210) indicate that CD originated from Africa and Asia through their British colonial service experiences. Secondly

they claim its origin in Europe and the United States international voluntary agency activities. Their third explanation is found in the social welfare programmes and the CD and adult education programmes of the United States. De Beer and Swanepoel (1998:2) assert the phrase “community development” was in global use by the late 1940’s. According to Holdcroft (1978:24), 1952 saw the launch of the India’s National Development Programme which although it later failed, provided lessons for other communities. De Beer and Swanepoel (1998:3) states that between 1950 and 1960 CD became so widespread that by the early 1960’s CD programmes were conducted in more than sixty countries.

For Community Development Exchange “CD is a long term approach of building active and sustainable communities based on social justice and mutual respect. Moreover, it is about changing power structures to remove the barriers that prevent people from participating in the issues that affect their lives and enabling the community itself to develop solutions to the problems that are set internally” (Community Development Exchange, 2011). Chile (2003:2-3) asserts that “CD is both a process and an outcome”, defining CD as “a set of conscious planned actions to bring about desired transformation in society with the primary objective of improving the conditions of existence of the people, particularly the poor, by strengthening the horizontal patterns of society. It is a beneficial process aimed at creating positive changes in economic conditions, enhancing human dignity, security, justice and equity, based on principles of holism, sustainability, diversity, equilibrium and social justice. For CD intervention to be effective, transforming and sustainable it must be participatory. That is the process to be collaborative with members of the client community in defining what the needs and issues are, what they consider to be their well-being, and what processes would work best within their context”.

In the absence of a universally accepted definition for CD (De Beer and Swanepoel, 1998), The South African Management and Development Institute (SAMDI, 2005) for the purposes of its research report on the evaluation of the CDWP, presents that “CD is about placing individuals at the centre of the development process and helping them realise their potential. It acknowledges that the best solution to a problem comes from the individuals within the community which is experiencing the problem. People’s participation is the foundation of CD. CD fosters and promotes self-reliance and ‘bottom-up’ problem solving. This approach is based on the principle that by creating awareness, individuals within a community will

become motivated to take control and solve their own problems. Once motivated, individuals can develop skills that are responsive to the issues of the community” (SAMDI, 2005).

Several development initiatives are often based solely on targets set by bureaucratic organisations which generally depend upon their own analysis of what they perceive is needed by a community. Many of these bureaucratic agencies often view beneficiaries merely as recipients of development; rather than empowering them to be active participants in their development process. Thus enabling them to decide which development initiatives to embark on in their local community and how best to embark on based on their local meaning-giving context. Because this kind of participation is frequently neglected, it often results in resentment; frustration and a sense of disillusionment on the part of both the local community and the CAs, CDWs, which have to oblige the implementation and attainment of bureaucratic targets. Ife (1995:47 & 96) advocates the concept of accumulated wisdom whereby change is enabled to proceed on the basis of acquiring or accumulating a wealth of accumulated wisdom by enabling learning from others experiences, including learning from the “wisdom of the oppressed” and further promotes a bottom-up approach in which wisdom comes from “below”, meaning wisdom coming from within the community; rather than a top-down approach in which structures of oppression and domination has resulted in the “wisdom” of dominant groups being legitimised without recognition for the alternative wisdom of oppressed groups, thereby reinforcing predominant thinking that wisdom lies mostly with dominant groups such as academics, policy makers, senior management and clergy. A bottom-up approach proactively affirms diversity and affords the opportunity and opens up the way for recognition and acceptance of communities’ indigenous knowledge systems, local meaning-giving context and resources.

#### **2.4 The history and role of the United Nations (UN) in community development**

Holdcroft and Jones (1982: 214-215) state that many community projects in the 1950’s and 1960’s benefited from the financial assistance received from the United Nations (UN) by means of their various CD initiatives. At the 1995 UN World Summit for Social Development in Copenhagen, the need to respond to the material and spiritual needs of communities was emphasized, as well as the interdependence of economic development, social development and environmental protection (United Nations, 1995). The UN recognised that people are to

be at the centre of their concerns for sustainable development and that social development is fundamental to the needs and aspirations and the responsibilities of Governments and all spheres of civil society. It committed itself, its Governments and its people to enhance social development through creating a people-centred framework, an enabling environment and also “providing a stable legal framework in accordance with their constitutions, law and procedures and consistent with international law and obligations, which includes and promotes equality and equity” (United Nations, 1995).

The summit reinforced the role to be played by all stakeholders namely, businesses; governments; communities and their community organisations amongst others through participation and partnerships in social development. The creation of this people-centred framework is an important development shift or progression in (CD) as this is all part of a more people-centred paradigm in development.

## **2.5 Views and theoretical framework of community development**

According to De Beer and Swanepoel (1998) CD has been met with mixed views on the success and the support it has received over the years. It brought a shift from viewing CD as a specific technique and methodology to, what is generally considered normative principles. This shift has resulted in CD being used as a point of departure; making it an approach through which many other practical theories could be accommodated as it includes popular themes such as participation, training, coordination, project management and institution building.

CD should follow a holistic and interdisciplinary approach. The reality is that such a holistic and interdisciplinary approach is not being exercised in the field. This is due to a number of reasons amongst which is the lack of sufficient training for field workers. Theron (2008a:20) states that: “We also know that most CAs are in a hurry and under pressure to ‘deliver the job’; that the institutions for which they work (and their bosses!) often do not realise under what challenging circumstances they work; and that many just do not have the capacity to walk the full mile”.

Theron (2008a:20) argues that there should be a departure from the service delivery approach which has been employed previously in CD and that a radical shift in thinking and approach

needs to take place. If CAs are unable to accomplish sustainable development, blame for not achieving should not just be placed on the shoulders of the CAs. Rather there is a need for institutional change.

The researcher has come across a variant of the term community based development (CBD), namely community driven development (CDD). Mansuri and Rao (2003:2) suggest that “CBD and CDD are amongst the fast-growing mechanisms for channelling development assistance. CBD is an umbrella term for projects that include beneficiaries in their design and management and CDD refers to CBD projects in which communities have direct control over key project decisions, including management of investment funds. Several qualitative studies indicate that the sustainability of community base initiatives depends on an enabling institutional environment, which requires government commitment, and on accountability of leaders of their community to avoid supply-driven versus demand-driven development. Bryant and White (1982:16) asserts that community capacity-building is “the level of influence and ability that people have to determine their own future, including their self-esteem and their ability to invest their social capital in caring about and shaping their own future”. Community capacity-building is normally undertaken to achieve a specific purpose, whereas the CD process provides the wider context. The key purpose of CD work is “collectively to bring about social change and justice, by working with communities (those that can be defined geographically and/or those defined by interest) to identify their needs, opportunities, rights and responsibilities; plan, organise and take action; evaluate the effectiveness and impact of action ... all in ways which challenge oppression and tackle inequalities” (National Archives, National Occupational Standards for Community Development, 2008).

## **2.6 Community Development Workers as CAs**

Monaheng (2008:131) refers to CDWs as CAs. Burkey (1993:76) asserts that “a CA is a person who initiates a process of change, which in itself can be either good or bad”. In the interest of participatory development any development intervention should collectively be decided upon based on needs identified and prioritized by the local people alongside whom the CA is working. Kotze and Kotze (2008:76-78) states that communities are living entities with whom CAs interact when they begin their research process. They add value to the community by helping to unlock the latent potential of both the community and the CA. CAs

are challenged to accept responsibility for the role they play as they attempt to understand and assist a community. Burkey's (1993) golden rule that responsibility rests upon the shoulders of the CA to accept, understand, value and respect the meaning-giving context of the local people with whom they are working, supports this thinking. Kotze and Kotze (2008:86 & 87) assert that CAs must make a concerted mental effort to understand the local meaning-giving context and IKS of the local people and also that "the thinking of CAs have progressed to a more people centred and humanistic approach to development . . . it has drawn attention towards participatory development, capacity-building, empowerment and sustainable development".

The effectiveness of CAs to facilitate participation depends on their recognition of the meaning-giving context in which "people's needs are shaped by the political, economic, and social conditions in which they live . . . the work environment of CAs also influence their effectiveness as a supportive environment will enable them to be more effective, whilst a prohibitive environment will result in them being less effective. A supportive and enabling environment is characterized by decentralized administrative structure, bureaucratic reorientation and a change in priorities" (Monaheng, 2008:132-133). CDWs as CAs (De Beer & Swanepoel, 1998:57) must promote development which empowers and lead to self-reliance. To ensure this kind of effectiveness CDWs work environment should be supportive and enabling but in the researcher's PAR experience this is not always so. The role of CDWs can broadly be described as guide, enabler, advisor, advocate and facilitator (Swanepoel & De Beer, 2006: 53-56). "The primary role of CAs is to release the creative energies in people" (Burkey, 1993:75).

## **2.7 Training of Community Development Workers**

Theron (2008a:17) asserts the majority of CAs need to be trained better (re-trained and re-sensitised) using alternative methods of training or preferably an 'integration of traditional and unconventional models' such as participatory learning and action (PLA) and interactive social learning. These are amongst the 'effective alternative training methods to which CAs can be exposed' (Burkey,1993:88) so that trainee CAs can get maximum benefit to gather information and gain experience in local context through field research which enables them to get "hands-on" training and helps them to think creatively.

Burkey (1993:90) identifies six objectives for training programmes. Firstly, "they should

clearly understand their role as CAs working as equal partners within their community; secondly they should develop their human and social skills in communicating and working with the poor; thirdly they should develop their understanding of group dynamics, social capital and the importance of ‘analysis-action-reflection’ in a self-reliant participatory development process. Fourthly CAs should develop their ability to accept and handle criticism and they should learn to criticise others constructively with tact and sympathy; fifthly they should develop their skills to identify and analyse issues and problems which confront them in the role as CAs when interacting with the poor. Finally they should also increase their understanding of the connections between local community structures and problems (micro analysis) and national/international policies and structures (macro analysis)”.

The CDW Handbook (DPSA, 2007; 2009) required that CDWs should be able to cope with “complex real life issues” when dealing with the communities concrete and physiological needs. In preparing for this challenge most CDW trainees undergo a one year learnership which entails practical on-the-job/in-service/community-based training and theoretical classroom-based training. There are however some trainees who undergo a process of recognition of prior learning (RPL) on the basis of their past experiences and therefore do not have to complete the full one year learnership. The learnership approach is aimed at developing a lifelong commitment to learning and the opportunity to further tertiary qualification whilst gaining practical experience and improving competency. The ideals of the CDW learnership match some of the elements of PAR as it encourages the trainee CAs to form partnerships with the community and it requires the trainee CAs to gain experience within the context of the local community by getting to understand their local meaning-giving context and thus learning to set priorities which would address actual needs as it has been identified by the community.

## **2.8 Community Development in South Africa**

The CDWP commenced in 2003 when President Mbeki, in his State of the Nation Address, promised the creation of a new multi-skilled echelon of public service servants who would be known as Community Development Workers. Essentially the purpose of creating this new cadre of civil servants was to strengthen the link and narrow the gap between Government and the local communities it serves. The envisioned role of this new cadre of community workers were as follows:

- To maintain direct contact with the beneficiary communities right where they live
- To inform the people of services offered by government and bring these government services within reach of the people
- To facilitate improved living conditions of the people by taking government to the people to improve public expenditure outcomes
- To strengthen the awareness and capacity of local government to respond to the needs of the people at local grassroots, thereby increasing the effectiveness of local government.

Mbeki (2003a) emphasized the importance of attracting and correctly training the right individuals who were “truly inspired by the letter and the spirit of Batho Pele” for this important work. He also expressed the need for them to be supervised effectively. At national level the programme was steered by the Department of Public Service and Administration. The vision was that the CDWP would be locally driven although it was to receive national and provincial support hence it was decided at Cabinet Lekgotla, held in July 2003, that provinces would be individually responsible for the implementation of the programme (South African Government Information, 2004). Mbeki confirmed the “creation of a new echelon of Community Development Workers to help build social cohesion” in his address to the National Council of Provinces (Mbeki, 2003b). In his 2004 state of the Nation Address President Mbeki (South African Government Information, 2004) stated that poverty alleviation remained a central national theme in South Africa and it was targeted that the CDWP was to be implemented in all nodes of government.

In broad terms the CDWP was initiated for government:

1. to engage in participatory governance;
2. to facilitate CD at local grassroots; and
3. to assist in the elimination of bureaucratic bottlenecks across and within service delivery departments of government.

The CDWP was aimed at improving the lives of all South Africans by advocating and alleviating the plight of the poor and strengthening government’s partnerships with the community. The CDWP further envisages closing the gap between the first and second economy and “strengthening the democratic social contract and deepening citizenry”

(Parliamentary Monitoring Group, 2007). The programme set out to achieve the objectives of democracy through improved service delivery, citizen education, equality and social justice. In South Africa the Department: Provincial Local Government (DPLG) in partnership with South African Local Government Association (SALGA), has constructed a National Capacity Building Framework (NCBF) (2008 - 2011) for Local Government in support of local government's strategic agenda which spans over a five year period from 2008 to 2011.

To provide a common description of government's concept of capacity-building the NCBF puts forth that: "In its simplest form, capacity can be regarded as the potential for something to happen. The NCBF uses a multifaceted definition of capacity, which takes into account the factors that 'make things happen' on the environmental, institutional and individual levels" as per the National Capacity Building Framework for Local Government, 2008-2011(DPLG, 2008).

## **2.9 Conclusion**

Development and specifically CD is aimed at poverty alleviation and capacity-building by meeting the needs of local beneficiaries as identified by them and in ways that is meaningful to them. It also confirms that successful development initiatives create an enabling environment for community participation, which is a central theme in the discussion on development. In exploring the frameworks for CD, it is evident that South Africa's Government desires that its people interact with the different organs of State on a continuous basis. Community participation in development and their active involvement in the organs of State by means of their engagement with officials of Government and other role-players; and their participation in community meetings, ward committees and public programmes form the basis for South Africa's democratic society. It is important that CDWs should be empowered, nurtured and supported in their role as CAs to follow a holistic approach to development by implementing the building blocks of development if they are to meet the mandates of the Constitution (RSA, 1996), the Municipal Systems Act (32 of 2000) (RSA, 2000), the Intergovernmental Relations Act (13 of 2005) (RSA, 2005), the CBDF and more importantly their own CDWP.

## **CHAPTER THREE: Contextualising and locating the CDWP and CDWs within the public participation and community development debate in South Africa's Developmental Local Government**

### **3.1 Introduction**

Rhooide (2000:3) asserts that in most countries the State is the vehicle through which development is initiated. South Africa is testimony to this, especially following the 1994 Government of National Unity's adoption of the Reconstruction and Development Programme<sup>3</sup> (RDP) (ANC, 1994) reflecting Government's belief that development projects were the envisioned approach for the implementation of the RDP which advocated a "comprehensive strategy was needed to bridge the apartheid legacies in addressing and eradicating poverty whilst at the same time promoting sustainable development". The RDP (ANC, 1994) in conjunction with the Constitution of the Republic of South Africa (RSA, 1996) formed the basis for the policy framework in which development CAs were to function.

During the apartheid era South Africans were denied their human rights. This meant that the majority of South Africans did not have a say in how they were governed as they did not have a vote. This all changed with the advent of democracy when every appropriately aged South African citizen could exercise their vote in the country's first democratic election in 1994. South Africa's Department: Provincial Local Government (DPLG) in partnership with South African Local Government Association (SALGA) constructed the NCBF for Local Government in support of local government's strategic agenda spanning a five year period from 2008 to 2011. One outcome of this new democratic society was the Constitutional Assembly's adoption of South Africa's Constitution which came into effect on 04 February 1997. For the first time in its history the Constitution (RSA, 1996) represented the interests and needs of all South Africans as evidenced in chapter two of the Constitution containing the Bill of Rights which outline the rights of all South Africans. Section 152 (1) of the Constitution (RSA, 1996) bears witness that South Africa's Constitutional Assembly successfully, intentionally or unintentionally, managed to include all of the building blocks of development into its vision of a holistic approach to development. This exert taken from the

---

<sup>3</sup>African National Congress. 1994. The Reconstruction and Development Programme: A policy framework. Johannesburg: Umanyano Publishers.

Constitution confirms that: “. . . all municipalities, within their administrative and financial capabilities, must strive to provide democratic and accountable government for local communities; ensure the provision of services to communities in a sustainable manner; to promote social and economic development; promote a safe and healthy environment; and encourage the involvement of communities and community organisations in the matters of local government” (RSA, 1996). Parnell (2008:1) asserts that Section 153 of the Constitution (RSA, 1996) states that the developmental duties of municipalities are:

1. To structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community,
2. to promote the social and economic development of the community; and
3. to participate in national and provincial development programmes” (RSA, 1996).

With this in mind the stage was set for “DLG which held the exciting promises of greater democratic inclusion” (Parnell, 2008:1).

### **3.2 Community Partnerships in developmental local government**

Community participation is one the most important cornerstones of DLG’s quest for democracy. The onus rests on municipalities to create opportunities for community participation through varied strategies. Many municipalities have achieved this through ward committees; community participation in IDP and budgetary processes and other development forums. According to the White Paper (RSA,1998) municipalities must encourage active community participation at four levels namely, as voters to ensure maximum democratic accountability; as citizens to influence policies reflecting community preferences; as consumers to expect courteous, affordable, value-for-money services and finally as organised partners involved in the mobilisation of resources for development.

### **3.3 Performance Management**

Performance management has received attention in the public arena. This has been in line with the need for greater transparency and accountability on the part of the municipalities for the benefit of the beneficiaries of development as means of fostering the ideals of democracy through community participation. Performance management enables municipalities to set key performance indicators and facilitates the tracking of successful policy and programme implementation. It also enlists the community’s participation to hold municipalities

accountable for the effective and efficient implementation of resources and assessing the effectiveness of its development interventions. IDPs are important tools which facilitate this important matter of performance management through monitoring and evaluation.

### **3.4 The evolution of community development in South Africa**

South Africa's apartheid era resulted in much racial tension, economic divides and many disadvantaged communities which lacked essential resources and infrastructure. In disadvantaged communities this led to disempowerment and communities being de-capacitated to actively participate in development initiatives which they, the beneficiary communities, considered to be of greatest meaning and value to them in the light of their own knowledge, skills and experiences. Government followed a rigid one-sided approach to development. Local communities had little or no say in any development initiatives which affected them directly or indirectly. Development generally occurred under rigid; blueprint; outsider-in approaches and conditions usually resulted in dissatisfaction and a lack of appreciation and cooperation on the part of the local community. These developments disregarded the intellectual knowledge systems and local meaning-giving context of the local community. These practices stifled the community's ability to use its initiative; to be creative and to use its innovation to become self-reliant and attaining sustainability in the long haul. Since its democracy South Africa's Government has actively sought to pursue "bottom-up" development strategies which were sustainable and which visibly demonstrate its support for community capacity-building and empowerment by means of its various development initiatives such as the RDP and the IDP's.

Olorunnisola (2002) asserts that "community participation provides an opportunity for the community to be involved in the process rather than being human subjects of social change campaigns" by being active actors in the participation process. Thus the community is enabled to become the owners of the development decisions on issues affecting them, as opposed to merely having access to resources and information and "being passive recipients of information that may have nothing to do with the realities of their daily experiences". This shifts the emphasis from top-down short-term outsider results-driven development approaches to more tolerant sustainable insider participatory development approaches which create an equal platform for the participants of development to influence, direct and own the development process. Thereby restoring community identity, cultural pride and self-esteem

and ensuring that the majority in the community does not lose their collective power. South Africa's post-apartheid government has successfully demonstrated its support for democracy by proving its ability to ensure free and fair elections and its pursuit of devising and implementing community driven development plans at local, provincial and national levels. It has also successfully managed to demonstrate its commitment to promote self-reliant, sustainable development which will reduce poverty and inequality by empowering local communities. Prior to his February 2003 state of the nation address President Mbeki (2003a) demonstrated governments commitment to ensure dignity and a better life for all its citizens by conducting <sup>4</sup>imbizo's in various communities throughout South Africa. This was done to encourage community participation and the creation of a people-centred society. These imbizo's informed the implementation of the Expanded Public Works Programme (EPWP) to facilitate an integrated approach for the further expansion of services to the beneficiary communities, whilst ensuring the reduction of people in need of social grants by promoting self-reliance through their participation in their local economy. The imbizo's gave local communities the opportunity to express their own concerns and how their needs can best be met. Local communities also emphasized the importance of Government working in partnership with them to address unemployment, service delivery, municipal performance and other challenges they were still experiencing.

---

<sup>4</sup>An imbizo is a forum aimed at improving communication and engagement between Government and the people, promoting public participation and highlighting community concerns, dissatisfaction and sharing advice to improve Government's performance and the lives of the people. It also provided Government with an opportunity to communicate its plans of action to the people and report on progress made.

### **3.5 Guiding principles and role of Community Development Workers in South Africa**

CDWs were deployed to serve as grassroots development workers who form the crucial link between the State and the people it serves. This was done in the State's attempt to encourage greater community participation to achieve efficiency in service delivery and sustainable development. The onus thus rests on all community workers to cooperate and work together for the mutual benefit of their communities. It should be ensured that the CDWP is linked to programmes which already exist and are functional like for example the free basic services programme, the Expanded Public Works Programme and the local economic development programmes. The CDW Handbook (DPSA, 2007; 2009) also indicates that the actions of CDWs should be consistent with the Batho Pele Principles. CDWs should promote democracy and encourage participation, whilst being sensitive to cultural differences and promoting affordable access for all by using appropriate cost-effective technology to promote job creation and equitable distribution of resources. They should also prioritise programmes identified by the beneficiaries and facilitate effective coordination amongst all development stakeholders.

### **3.6 The community participation debate**

The community participation debate is central to people-centred development as stated by Burkey (1993), Davids *et al.* (2005) and Chambers (1997). In the researcher's experience participation forms the basis for CDWs work. Without equal participation from the beneficiaries the result will be a mechanistic top-down, arrogant outsider approach which has little regard for the communities' local meaning-giving context. CDWs should be careful not to operate in isolation but to implement development on the ideal platform. "Development is a partnership-in-planning approach through which the CA as outsider closely "collaborates" with the beneficiaries in all stages of planning and implementation of a project...thus seeing development as a process through which the beneficiaries are enabled (empowered) to conduct their own development and to determine and control resources, not merely influencing its direction" (Theron, 2008a:14). Kumar (2002) confers with Chambers (1997) and Burkey (1993) that participation by the locals should be central to the development process if development is to be sustainable. Kumar (2002:23) states that there are different methods through which to achieve participation. According to Cohen and Uphoff (1977) the participation process should entail people being involved in decision-making, programme

implementation and evaluation. Paul (1987) states that community participation entails that beneficiaries should be actively involved in directing and executing development projects aimed at improving their economic and/or social growth, enhancing self-reliance or other ideals they value.

International context such as the Manila Declaration on People's Participation and Sustainable Development (1989); the UN Agenda 21 for Sustainable Development into the 21<sup>st</sup> Century (1992); the African Charter for Popular Participation in Development and Transformation (1990) and national context such as the Municipal Systems Act (2000); the White Paper of Local Government (1998); the White Paper on Transforming Public Service Delivery (Batho Pele) (1997) and the South African Constitution (1996) inform community participation principles.

Community participation recognises the essential value which only the beneficiaries can bring to the development process. The IAP2 presents core values which provide policy guidelines for IDP. The first core value indicates that beneficiaries should give input into actions which could affect their lives. The second core value underpins that public contributions should influence development decisions. The third core value proposes participation by promoting sustainable decisions through recognising and communicating all participants and decision makers' needs and interests. The fourth core value calls for seeking out and facilitating the participation of those who may be potentially affected or interested in a development decision. The fifth core value prompts that participants should give input into the design of how they will participate. Core value six promotes that participants must be provided with information to enable them to participate in a meaningful way. And finally core value seven states that participants must receive feedback on how their input affected decision-making.

### **3.7 Contextualising and locating participation within Community**

#### **Development**

CDWs must work alongside communities to facilitate community participation in the development process. The community should be developed in a way that they can identify skills and resources which can be utilized to address development issues which they have identified. CD seeks to facilitate the process of participation to address inequalities; create an enabling environment; and empower disadvantaged communities to eradicate barriers which

hamper their long term development. Participation in community development include greater inclusiveness; creating an enabling environment for improved social learning; collective collaboration; power sharing; cohesion and facilitation.

### **3.8 Contextualising and locating participation within South Africa's Development Frameworks**

Everatt and Gwagwa (2005) are of the opinion that South Africa has put impressive frameworks in place to allow the local sphere to support community empowerment. "Local government jurisdictions now cover 100 per cent of South Africa's land area and all residents of the country, and the 284 local governments are explicitly tasked with responding to most service and infrastructure demands of communities". According to the National Capacity Building Framework (NCBF) (DPLG, 2008) participation is seen as the central theme which runs throughout this framework. It is aimed at enabling and strengthening marginalized communities to participate in their own development and giving them a voice and making it possible for them to "access services in languages they understand" (DPLG, 2008: ii). This capacity-building framework sets the stage for the envisioned capacity-building of local beneficiary communities and municipalities and other organs of State alike.

### **3.9 Conclusion**

Despite outsiders generally following a top-down approach to development, it is apparent that a bottom-up approach is better suited to meet the needs of the community as it enables the community to participate from the onset of the change process to identify their needs; make suggestions for intervention; help with actual interventions and continue the change process even after the CA has left. Previously a fast-slow approach was prescribed and applied but recently research has suggested that a slow-fast approach is more effective to facilitate capacity-building and empowerment within the community. Beneficiaries, the insiders of development, know best what their needs are and what limitations exist in their community. They possess the social capital and indigenous knowledge essential when trying to bring about sustainable change. Though seen as the professionals, outsiders (development agencies) do not necessarily have adequate knowledge of the needs and constraints of the community they are trying to facilitate. Beneficiaries are the "experts" in knowing what their needs and limitations are. CA's and beneficiaries need to collectively conceptualise the building blocks

towards development planning. Beneficiaries must participate in the development process from the onset because outsiders will eventually have to exit the process whilst the community remains behind.

The development journey should focus on the ‘big picture’ since through this approach we need to do a comprehensive “stakeholder analysis - who are all the interested parties” who might have a stake in a particular development intervention/enablement. No science or academic discipline is the expert on development but they should call for a wider and broader interaction amongst the many “experts” (beneficiaries) and CA’s who profess that they travel the development journey on behalf of the development beneficiaries. It is the CA’s responsibility to take the mental leap to understand how the local people approach, think about and do things. They also need to respect and understand the local people’s meaning-giving context and accept that the local people’s actions and reactions are structured-determined interactions within their own meaning giving context. This can most effectively be done by through community participation. There must be a link between CA’s and the beneficiaries to evolve into a process of structural coupling in which the context changes and creative potential is released (Kotze & Kotze, 2008:77).

## **CHAPTER FOUR: The Institutional, Legalistic and Regulatory Context guiding the CDWP**

### **4.1 Introduction to institutional guidelines**

South Africa's Constitution (RSA, 1996) displays the vision of DLG to promote equitable social and economic development, by providing sustainable services to communities through community participation in local government issues to ensure democratic and accountable governance. The Municipal Systems Act (32 of 2000) (RSA, 2000) enforces on municipalities the duty to put "mechanisms, structures and processes in place for community participation to encourage the involvement of the local community" by creating a culture which is supportive of participatory governance to:

- Encourage local community participation in the affairs of the municipality
- Contribute to the capacity-building of the local community to participate effectively in the municipalities affairs
- Allocate funds and other resources to facilitate capacity-building and participation in local municipal affairs.

The Municipal Systems Act (32 of 2000) (RSA, 2000) also ensures that municipalities are obliged to communicate information concerning community participation, issue public notices of meetings of municipal councils and facilitate the public's admission to community meetings within the guidelines of this Act.

Everatt and Gwagwa (2005) advocate that IDP's that are intended to be based on extensive with communities, drive the public sector planning process and ensure the "country's medium term planning process plays out in all local government jurisdictions and affords all citizens the opportunity to influence the allocation of public resources to meet community demands". Chapter five of the Municipal Systems Act (32 of 2000) (RSA, 2000) asserts that "municipal planning must be developmentally orientated and co-operative in nature in that it complements the development plans of other affected municipalities and other organs of State", in line with section 41 of the Constitution (RSA, 1996). Municipalities are mandated to follow the guidelines given for the core components, framework, adoption and processes to be followed for the drafting and acceptance of their IDPs. The Intergovernmental Relations

Framework Act (13 of 2005) (RSA, 2005) notes that all spheres of Government should seek to uphold its own objectives with due consideration for and taking into account the circumstances of other spheres of Government by means of consultation and coordinated actions; effective and efficient shared systems and procedures so as to avoid duplication and participation in intergovernmental structures”. The CDWP (DPSA, 2008) states that the “Intergovernmental Relations Framework Act (13 of 2005) (RSA, 2005) forms the basis for the operations of the CDWP. It aims to coordinate national priorities such as poverty alleviation, capacity-building of the State, job creation, improved service delivery and economic development across all organs of state”.

Locating participation in the context of the CDWP (DPSA, 2008) is simple as it states that “CDWs are expected to facilitate community participation in policy making, implementation and service delivery”. The CDWP (DPSA, 2008) encapsulates the spirit of the Batho Pele Principles emphasizing the need for active engagement and participation of communities by encouraging “full, continuing and meaningful participation of individuals and groups through direct democracy and involvement” (DPSA, 2008). The questions which CAs should answer are: Are current practices within municipalities in line with the vision of the capacity-building legislation of South Africa? Do these practices produce conducive conditions for them to incorporate the building blocks of development effectively in their pursuit of a holistic approach to development?

## **4.2 Developmental Local Government**

De Visser (2009:8-15) states that in the absence of a uniform system of local government before 1994, liberation movements and the apartheid government entered into negotiations in the early 1990’s to discuss the concept of local government. The transition to DLG is described as the transformation of local government to realise its potential to create a better life for all through a new generation of developmentally orientated municipalities. “At administrative level the transformation has resulted in an improved system for municipal administration. The Municipal Systems Act (32 of 2000) (RSA, 2000) and the Municipal Finance Act (56 of 2003) (RSA, 2003) have laid down a framework for municipal administration that is based on modern public management principles. Community participation in municipal affairs has been placed on the municipal agenda by the adoption of a progressive framework that instructs municipalities to involve communities in decision-

making”. Defining DLG, the White Paper on Local Government (RSA, 1998) encapsulates key objectives and duties of municipalities as it promotes capacity-building and transformation of local government to achieve its development goals to meet the needs of the community. NCBF states that: “...capacity can be regarded as the potential for something to happen. It takes into account the factors that 'make things happen' on the environmental, institutional and individual levels” (DPLG, 2008-2011).

### **4.3 Characteristics of developmental local government**

The White Paper on Local Government (RSA, 1998), states that DLG has four characteristics. The first characteristic is to ensure maximum impact on social development and economic growth by using its power to positively influence the local economy and to form partnerships with local businesses to provide optimum job creation and investment opportunities. The second characteristic is to ensure the integration and coordination of both private and public sector initiatives through IDP. The third characteristic is that it is uniquely placed to ensure democratizing, empowering and redistributing development. The fourth characteristic is leading and learning.

### **4.4 Tools and approaches for developmental local government informing the CDWP**

The White Paper (RSA, 1998) has identified three interrelated approaches which municipalities should utilise to facilitate development, which also affect and inform the CDWP namely:

- IDP, budgeting and performance monitoring
- Performance management and
- Working together with local citizens and partners.

### **4.5 Contextualising the CDWP and CDWs within DLG in South Africa**

The development and implementation of South Africa’s CDWP and the deployment of CDWs as a new “cadre of civil servants” came as a result of the public’s increased knowledge of their rights. CDWs were trained to link and serve across the levels of government. Their communication networks should enable them to recognise and unblock bureaucratic

bottlenecks at each level. They are appointed in the community to assist the community in accessing service delivery and programmes of all State departments at local government level, preferably at a central point (SouthAfrica.info, 2005). CDWs are required to perform their role within the context of the ward to which they have been appointed. They are located in municipal structures where they are expected to work alongside all stakeholders (mayors, councillors, ward committees and officials) in local government as a means of complementing their roles despite differences in their mandate and structures. Municipalities are mandated by DLG to support CDWs and to create a supportive working environment for them. And mayors are “political champions” who may delegate the speaker to give CDWs administrative and logistical support.

#### **4.6 Integrated Development Planning**

The White Paper (RSA, 1998) describes IDP as “a process through which a municipality can establish a development plan for the short, medium and long-term”. It serves as a frame of reference for stakeholders in the development process to meet the objectives of DLG. The purpose of the IDP is to encourage participation in the budgeting process as a means of spatially integrating existing neighbouring townships and rural villages through new housing, commercial and transportation developments to reduce and even eliminate the divides of the past. The idea is to identify and prioritise the vision of the municipal council by integratively and distributively formalising the strategic goals to develop the municipal area during their five year term of office, in a way that equitably distributes goods and services in order to integrate rich and poor areas or suburbs (Davids, 2008:35).

The Municipal Systems Act (32 of 2000) (RSA, 2000) demands community participation in both the content and drafting process of the IDP. The IDP is one way by which the public can measure the performance of municipalities by tracking their progress in terms of the IDP and also ensuring social and economic needs are met in a way that is democratic, participatory and sustainable (Davids & Maphunye, 2005:61). The IDP serves as a means of soliciting public participation to ensure sustainable development at local municipal level (Rauch, 2003:1). South Africa’s IDP is informed by legislature and policies. IDP’s dictate how development agencies should conduct their business within the parameters of the local municipality (Oranje et al., 2000:19). The benefit for communities and other stakeholders to participate in the IDP process is that it affords them the opportunity to:

1. inform council of their development needs,
2. influence and determine the direction of development within the municipality
3. communicate with councillors and governing bodies and
4. measure and monitor performance and councillors and municipalities as a whole (IDP Guide Pack).

#### **4.7 The CDWP and the role of the Community Development Worker (CDW)**

The absence of a formalised CDWP master plan during the 2004-2007 period resulted in varying understanding and a range of expectations of CDWs within the different spheres of government and the various government departments. This was fuelled by the uncoordinated and fragmented efforts of CDWs. The development and implementation of the 2008-2014 CDWP Master Plan as an evolving working document signifies the consolidation of the CDWP as a means of positioning and providing a framework and defining the duties and expectations of the CDWP and CDWs (CDWP Master Plan, 2008-2014). The CDW framework “does not pretend to create a generic plan for all provinces or for every situation which CDWs will face. The plan will be cascaded to provincial coordinating levels so that they might tailor it to their provincial work programmes. Stakeholders at the CDW Master Plan Indaba (2008) suggested that CDWs should be enablers rather than implementers, thus they should facilitate, mediate, create partnerships, network, mobilise, create linkages and empower community members to exercise their rights. This enabling role is confirmed by the two key platforms underpinning the functionality and founding strategy of the CDWP. These platforms are:

1. the access platform and
2. the information platform.

The CDWP is to bring government and services closer to the people through CDWs who serve as resource persons and CA’s who collaborate with State departments and stakeholders of development to meet the community’s needs. The criteria for the selection of CDWs are that they have to live in the community they are serving; they are reliable, trustworthy and responsible, acceptable to and trusted by the community they serve; they demonstrate respect and potential to be good communicators; and finally they must have volunteer or other community based experience in the community they are serving. CDWs were deployed at grassroots and based at the local Thusong Centres, Multi- Purpose Centres and/or

Municipality Offices operating within wards throughout the different municipalities to serve as foot soldiers that are available to and visible at all times in the community in which they work.

The CDWP Master Plan (DPSA, 2008-2014:16) asserts that the key areas of focus for the CDWP entail community participation for improved service delivery; ensuring sustainable programmes; strengthening civil services; stimulating local economic development and strengthening social well-being.

#### **4.8 Synopsis of Policy Intent and Reality**

Parnell *et al.* (2008:2-3) asserts that the White Paper on Local Government (RSA, 1998) crafted the birth of the Constitution's (RSA, 1996) ambitious vision of DLG to serve as the "custodian" for the achievement of sustainable social economic development. When comparing policy intent and impact there was a marked difference between the ideals of developmental and what happens in practice based on government's shift in emphasis from basic service delivery to job creation; pressure on government due to the loss of its innocence and increasing community level protest resulting from perceived non delivery of essential services; corruption and victimization of the poor (Pieterse and Van Donk, 2008: 51-75). Increased community level protest also indicate DLG's failure to deliver on the Constitution's (RSA, 1996) expectations. The scale and complexity of institutional reform also hampered holistic development as most municipalities did not have suitably qualified personnel and they struggled to achieve their mandates in terms of sustainable development and community participation. The need for improved power balance and greater emphasis on bottom-up initiatives; political accountability; experimentalism and vertical integration of institutional priorities and development plans were identified (Pieterse & Van Donk, 2008: 51-71). These led to the refinement of DLG's national policy framework and "sharpened outcomes" for integrated sustainable human settlements and credible local economic development strategies.

#### **4.9 Conclusion**

As a fairly new programme the CDWP, in and of itself is developmental in nature and undergoing a period of implementation, monitoring, evaluation, critical reflection and refinement. One programme objective is the formation of collaborative relationships which

are strengthened at community and municipal level. CDWs cannot and should not work in isolation. CDWs need to participate in evaluating the CDWP to comment on the frustrations, challenges and constraints hampering the effectiveness of the programme. CDWs are able to evaluate their performance and comment on the effectiveness of the CDWP. They can best identify barriers which hamper their effectiveness; the origin of these barriers; and the effects these barriers have on the CDWP, CDWs and grassroots. CDWs can recommend functional solutions to limit and/or eliminate barriers hampering their effectiveness. With new programmes it is reasonable and can be expected that challenges and difficulties will be experienced. The effectiveness of new programmes need to be closely monitored and evaluated by the stakeholders who may have a stake in the programme and/or may be affected by its implementation, like the evaluations which were done in 2007/8 which subsequently resulted in the development and implementation of the CDW Master Plan and a draft policy for the CDWP. The absence of a CDWP “roadmap or master plan” during its early infancy stage (2004-2007) led to varied understanding of the CDWP and expectations of CDWs in municipal wards, government departments and the levels of government they were expected to “please”, resulting in negative repercussions for the beneficiaries, the various institutions of Government and the CDWs collectively. Two drawbacks of this challenge were that the CDWs, who were mandated to bring the intent of Government’s ideal of holistic development closer to the people were frustrated and discouraged in their role as CAs and government did not realize its objectives of DLG. The development and implementation of the CDWP Master Plan (DPSA, 2008) came as a timely relief providing clarification and direction for the CDWP to meet government’s service delivery objectives within its Access Strategy. The current CDWP Master Plan serves as a framework for defining areas of operation and facilitating coordination and collaboration within broader programme areas (CDWP Master Plan, 2008-2014:9). The Master Plan also contains monitoring and evaluation indications and facilitates performance management.

## **CHAPTER FIVE: The Effectiveness of Community Development Workers: A Case Study of the Western Cape**

### **5.1 Introduction**

The Western Cape Provincial Government tasked the Department of Local Government and Housing to manage the implementation of the programme. In 2004 approximately 400 community activists were recruited to undergo a one year training course at the University of the Western Cape. At a workshop conducted from 28-29 October 2004, the commitment of all stakeholders was enlisted to meet presidential targets by building confidence in the CDWP. Some of the outcomes of the workshop were to design an outcomes based strategy for fast tracking the programme. Four issues were identified at this workshop namely:

1. designing an institutional framework to govern the structure, coordination, monitoring and evaluation of the programme;
2. defining the role of CDWs, map possible career paths and identifying training and tasks;
3. identify a budget, learnerships, workplace training, fieldwork and national budget; and
4. identify local stakeholder management and recourses for conflict resolution.

The implications of identifying these issues were amongst others, developing and implementing a clear, uncomplicated institutional framework for the strategic leadership and operations CDWP programme; the development and implementation of scorecards for key performance indicators and delivery processes; identification of key performance areas, tasks and measures for the expectations of CDWs and the value CDWs will bring in the execution of their duties. Further implications entailed the location of accountability for the budgets of the various stages of the CDW supply chain and the production of a CDW budget policy and structure for phasing in and sustaining CDWs. The workshop also addressed the need for a set of scorecards to facilitate CDWP institutional development implementation and enhance monitoring and evaluation at provincial and national level by amongst others completing a pre-learner readiness scorecard, a learnership implementation scorecard, a learnership profile scorecard, a CDW deployment scorecard, a CDW performance/delivery scorecard and finally a scorecard framework for the communication scorecard specifically aimed at the CDWP and national CDW communication. All these scorecards were characterized by key measures and

key indicators such as community events, the approval of strategy and monthly reports, the approval of a provincial communication strategy and the number of service delivery cases identified, how many cases resolved and unresolved and reasons for not resolving case etc.

## **5.2 Overview of the CDWP in the Western Cape and shortcomings of the CDWP identified since its inception**

February 2005 the first intake of CDWs commenced their training. It was earmarked that from those who would successfully complete the training, 16 would be deployed in Mitchell's Plain, 20 in Khayelitsha, 30 in the Central Karoo and the rest in rural areas in the province. One of the objectives of the CDWP is to ensure the deployment of at least one CDW per municipal ward throughout South Africa. The first 371 CDWs in the Western Cape successfully completed their one year learnership in December 2005. During their training these learners facilitated communities to access government services and they also assisted with community engagements during the African Peer Review in October 2005. 1 February 2006 two hundred fulltime CDWs were deployed on level 5 as the newest cadre public servants. Preference was given to the deployment of these public servants across poverty pockets, Presidential Nodal Points and Project Consolidated Municipalities within the province. The end of August 2006 a second cohort of 244 CDW learners, who were recruited in September 2005, also successfully completed their learnership and graduated on 5 September 2006. Initially the purpose for the training and deployment of CDWs was to facilitate government initiatives to achieve social development however in 2007 the emphasis changed to socio-economic development. By 6 November 2009 202 CDWs were employed at local municipal level. Some municipalities employed sector CDWs of their own, however it must be noted that their roles and responsibilities are different to that of CDWs working for province (Parliamentary Monitoring Group, 2009).

Documents like the National Policy Framework for CDWs; the CDWP Master Plan (DPSA, 2008-2014); Handbook for Community Workers and Grassroots Innovation: A guide for communities about CDWs (RSA, 2007) , served to inform the recruitment, selection, learnership strategy, characteristics, principles, mandate and institutional framework and support for and of CDWs. A review conducted of the CDWP in 2009 revealed that the CDWP was integrated and aligned with national and provincial vision, legislation and policy intent, i.e. facilitating “A home for all” and “iKapa Elihlumayo.

Subsequent to the recommendations of the 2009 report major strides have been made in terms of the monitoring and evaluation mechanism to inform CDWs of what is expected of them and standardise monitoring and evaluation of CDWs across the province. As part of these improvements a level of supervisors were appointed at local municipal level to assist Regional Coordinators (RCs) with the daily supervision and reporting of CDWs. This was necessary because the ratio of CDWs to RCs was too many for RC's to supervise and the distance which RC's had to travel to get to the various locations where CDWs were deployed was too difficult to cope with. Furthermore a system has been established whereby CDWs clock in daily by sending a sms to their supervisor as a way of reporting for duty when they commence work. This has improved the day to day supervision of CDWs. Amongst other achievements, is the referral system which has been designed to enhance interdepartmental and intergovernmental partnerships. The Western Province has reached many milestones and made significant progress in the rollout of the CDWP and deployment of CDWs. Despite many challenges and difficulties, as expected with a new programme, the Western Cape has successfully ensured that the CDWP has been rolled out to every district within the Province.

Being a new cadre of civil servants the mandate of CDWs was that they were not to be bound to an office or a department but rather that they were to operate throughout all spheres of Government and therefore across all departments in the execution of their work. Hence the positive working relationships and cohesion between CDWs and fellow public servants across all spheres of Government become increasingly important if CDWs are to be effective. However, during the initial implementation of the programme insufficient thought was given to the provision of institutional support, technical assistance, further training, distinct lines of accountability and authority and the creation of a common understanding of the programme and roles amongst the various stakeholders, thus diminishing the programme's success.

CDWs are the "workers on the ground" who have been identified as those CAs on whose broad shoulders participatory development rests since they are the officials who stand closest to "the people" by virtue of their participation at grassroots. CDWs became government's operational arm in an attempt and as a means of providing service delivery to South Africa's poor. Empowering poor disadvantaged communities to have better access to government benefits and services and enabling them to utilise services rendered by various Government departments better, thus improving citizens' quality of life and fostering community

development at grassroots. In theory this is ideal and seems feasible, however it is here where the difficulty lies for CDWs when they are challenged to be the agents of change in participatory development at grassroots. The efforts of CDWs could be and is often bombarded with various obstacles such as a lack of infrastructure, support and integration with other levels and departments of Government. These obstacles hamper the effectiveness of CDWs in the performance of their role within their local community. In many instances the perceptions of CDWs are determined by or dependent upon the extent to which they are supported or not by senior management; the development agencies employing CDWs and their institutional blueprints and bureaucracies.

FCR's investigation on the impact of the CDWP; the 2009 Report on Review of the CDWP and this study revealed that the CDWP encountered many challenges which weakened the effectiveness of the programme's impact:

1. Provision of institutional support like further training; technical support and in some cases infrastructure; and well defined lines of accountability and authority were lacking.
2. Not all stakeholders have a common understanding of the programme and its objectives. Provincial coordinating units experience conflicts within themselves and divided loyalties towards provincial coordinators and the national programme office.
3. CDWs relationship with fellow civil servants in all spheres of government required support and strengthening for them to effectively execute their mandate, without other civil servants perceiving that their positions were threatened by that of CDWs.
4. Initially there was inadequate awareness and training for all organs of State in the three spheres of government resulting in a lack of understanding on the role of CDWs and the frequent poor treatment of CDWs by other service delivery public servants.
5. Lack of intergovernmental awareness and support lead to CDWs often feeling excluded from government structures where they should have been feeding "intellectual capital" and information regarding community needs to these service delivery departments.
6. Tension resulting from a lack of understanding by ward councillors; financial issues; negative perceptions at grassroots and poor induction and introduction of CDWs by local executives was experienced in all provinces due to poor relationships.

7. Issues around reporting, accountability, transparency and perceptions that CDWs were not monitored and evaluated resulted from the lack of programme understanding in local government.
8. Assessing the impact of the CDWP on local communities the DPLG's national survey found that responses from the Western Cape were less positive, possibly due to the uneven way local government structures accepted the new cadre of civil servants.
9. Most respondents agree that the CDWP is achieving its strategic goals but there still appears to be a lack of familiarity and programme understanding especially at community and local municipal level. There also appears to be a lack of understanding, clarity and appreciation for the role of CDWs at municipal level. This could explain why CDWs continue to perceive a lack of support and cooperation at municipal level in some districts despite a Memorandum of Understanding (MOU).
10. Respondents agree that the ratio of CDWs deployed in relation to the number of wards is insufficient. Some wards only see a CDW once monthly whilst other wards have even less access to a CDW. There are instances where the situation is so bad due to lack of awareness of the CDWP that some community members may not even know of CDWs existence. The impact is that various developmental needs in some communities remain unattended, unresolved or only partially attended as CDWs have not been able to give their full attention and these communities have little recourse to access needed services.
11. In many cases the functionality of the institutional location of CDWs under the mentorship of the local municipality appears to be reaping positive results. But it remains problematic in some cases primarily due to a lack of knowledge and understanding of the CDWP and role and function of CDWs. It would be helpful for municipalities to realise the potential of partnering and collaborating with CDWs on common projects and objectives rather than perceiving CDWs as a threat or competing with the local municipality.
12. The need to conduct workshops at local municipal and community level regarding the nature and framework of the CDWP and the role and function of CDWs was highlighted. It still appears that CDWs are viewed as a threat or a "nuisance" or an additional and in some case "unnecessary" job function of officials at local municipal level as per the MOU between Provincial and Local Government. In some instances CDWs are merely seen as "pamphlet distributors" because "they have to be kept busy".

13. CDWs and Supervisors have confirmed that they experience “antagonistic relationships” and lack of cooperation and support at local municipal level as a result of the apparent lack of information. In these instances it may be more beneficial, functional and in the interest of ensuring the effectiveness of the CDWP to place the institutional location of the CDWP elsewhere rather than at local municipal level. Some supervisors stated that in their opinion it would be in the interest of the CDWP to be located at a single point at provincial level thereby dealing adequately and appropriately with political and institutional interference and manipulation.
14. Most respondents expressed concerns regarding the physical location and lack of resources available to CDWs, which had a detrimental impact on their effectiveness. Government made some resources available but there were observations that it was still inadequate to meet the needs and demands placed on CDWs. Strong appeals were therefore raised for appropriate resources, i.e. official dedicated office space, transport, telephones/airtime and fax facilities amongst others. Numerous reports were cited where CDWs had to operate from inside their own home which could have detrimental effects on their family life as the community were constantly coming there day and night. The impact of this is twofold as CDWs are more often than not required to assist the community beyond the “normal office hours” in the privacy of the CDWs homes and community members were especially concerned about the safety and security of CDWs and their families who could be exposed to possible exploitation and/or abuse. There were also many indications of CDWs using their personal resources to meet the needs of the community, i.e. when they run out their airtime allocation for the month they use their personal funds to buy additional airtime to assist the community to make calls to government.
15. Little evidence still exist of effective integration of the objectives of the CDWP and local government programmes. Although some CDWs are physically “housed and resourced” in some cases in offices and resources made available by local municipalities they are still functioning in silos or left to fend for themselves or made to feel like the local municipality is “doing them a favour” to assist them
16. Despite cordial and accommodating relationships between CDWs and ward councillors in some cases, there are many cases where relationships are strained and hostile on the part of ward councillors who seem to feel threatened by CDWs believing they are in competition with CDWs. In some cases councillors accuse CDWs of undermining their role as councillors. Reasons for this on the part of the

councillors include ward councillors not fully understanding the role of the CDWP and CDWs. Despite education regarding the CDWP and CDWs through info sessions and workshops councillors change every couple years in municipal elections. This does not help to foster lasting supportive relationships with CDWs to meet community needs across the board, regardless of political affiliations.

Following the above challenges, the 2009 report identified several options for locating the CDWP at provincial level like locating it at the Premiers Office; Department of Social Development; Provincial Community Development Agency or the Department of Local Government and Housing. The report details a list of pros and cons for the location of the CDWP at each of the aforementioned options. It appears that the best location for the CDWP would be with the Provincial Community Development Agency. This would insulate the programme against political pressures and ensure a more secure legislative and policy basis and funding for the CDWP. The only downside for locating the CDWP with the agency, although not impossible to overcome, is that Province must enable legislation. The challenge of institutional location of the CDWP at local government level still needs to be resolved as there is unfortunately no commonality regarding the institutional locations of the CDWP at this level. Concerning the factors determining the location of the CDWP at local level, the 2009 Report (2009:85-87) states that “each municipality makes arrangements according to local political institutional realities; in some cases the link between the CDWP and the municipality is via an official located in the office of the Municipal Manager, the Council Speaker or the Mayor. In other cases the linkage is with the line department that interacts with local communities such as Community Development, Social Development, IDP or Public Participation or Local Economic Development; and in cases where municipalities are politically hostile to the CDWP and CDWs, no provision is made for the institutional location of CDWs . . . the review finds that locating the programme in the same institutional setting at a local government level will be quite difficult and that it is not an issue that requires a directive in this regard. The institutional location of the programme within municipalities is highly dependent on local political contexts and balances of power and it will be virtually impossible to impose a uniform position in this regard”.

### **5.3 Government's remedial action since the inception of the CDWP**

Government has undertaken the following remedial actions to reduce confusion regarding the CDWP and the challenges and frustrations by CDWs:

1. It developed a comprehensive reference guide for CDWs to facilitate the implementation of the CDWP within Government's access strategy. It defines the role of CDWs, identifies the stakeholders with whom they should form collaborative partnerships and governs the operation of the programme
2. DPSA commissioned a study to review the impact of the CDWP and assess the challenges experienced during implementation. Using this assessment Government sought to find solutions to strengthen the programme
3. A National Task Team was established to discuss strategic issues regarding programme implementation to ensure early detection of challenges
4. Provincial CDWs must submit weekly reports on activities they were engaged in, inter alia local economic development; poverty alleviation; community participation and youth development
5. CDWs must report to their provincial supervisors. These supervisors must in turn track the performance outputs of CDWs and submit a consolidated report to the district coordinator who ultimately reports to the coordinator who oversees the operations of the Province. This ensures a functional internal system for monitoring and evaluating CDWs and it establishes lines of accountability and authority
6. Approximately R40, 000,000.00 was budgeted for the CDWP in the Western Cape in 2009. Just more than 20 per cent was towards operational expenses and the average annual salary of CDWs was R105 645.00, a notable improvement to the stipend they earned when they were initially (PMG, 2009).

### **5.4 General assessment of how respondents view the effectiveness of CDWs in their role as CAs in pursuit of a holistic approach to development.**

Based on the research methodology explained under section 1.5.2 the researcher found that despite numerous challenges and frustrations experiences by CDWs, respondents perceived the CDWP and CDWs to be effective in their role as CAs in their pursuit of a holistic approach to development in the social, economic, political, cultural and political spheres

based on the data gathered in response to Annexures A, B, C, D & E as outlined below. Despite respondents declaring confidence in and confirming the effectiveness of CDWs and the CDWP, concerns were expressed regarding the challenges observed and experienced by CDWs and respondents furthermore expressed general disappointment, frustration and dissatisfaction with service delivery and empty promises from various levels of government and government departments despite the efforts of CDWs in the quest to help. Data collection was gathered by means of semi-structured personal interviews with questionnaires with three DOs. Four RCs completed and returned questionnaires. Two focus groups with questionnaires were conducted with a total of six supervisors and two in-depth personal interviews with questionnaires were conducted with two supervisors. A total of 76 community representatives from across Cape Winelands, West Coast and the City were engaged in a three focus group discussions based on the questionnaire but primarily guided by the discussion of the participants. A total of 85 CDWs from across the Western Cape completed and returned questionnaires.

#### **5.4.1 Social sphere**

Provincial Government has demonstrated its support towards creating a developmental State by positioning the CDWP in such a way that it could meet the developmental challenges prevalent within the Province, through resource and budget allocations and improved infrastructure for CDWs. Communities have accepted CDWs and work well with them, thus CDWs are able to identify challenges and problems within the community and are able to conduct research and surveys on a basic level within the community. Wards with regular CDW presence experienced an improvement resulting from the effectiveness of the CDWs as opposed to those wards which did not have regular CDW presence. In the social development sphere CDWs successfully initiate projects in municipal wards and assist communities in various ways to remove and/or address barriers so as to achieve their full potential in the fight against poverty by helping them to apply for identity documents, birth certificates etc which are all important to promote their well-being and empower them to apply for work, access grants, health care, education, etc. CDWs also help Government by empowering communities to access information, resources and services such as housing thus discouraging the erection of shacks and makeshift dwellings after they get assistance, thereby helping beneficiaries to realise their dreams, build their confidence and dignity. By this CDWs facilitate self-reliance, poverty alleviation and promote employment and sustainability. CDWs view themselves as

fieldworkers rather than officials hence communities can raise their problems and concerns with the CDWs, who can make referrals to relevant stakeholders or Government departments. Whilst on learnership, CDWs learnt how to intervene and facilitate CD. CDWs create awareness within communities to inform them of Government programmes and projects which could benefit them and they mobilise the community to participate in development initiatives and ensure effective service delivery.

#### **5.4.2 Economic sphere**

CDWs encourage and facilitate communities to become self-reliant by assisting and empowering them to draw up business plans and proposals to start sustainable development projects, businesses, NGO and community benefit organisations. CDWs create awareness in communities of Government programmes and projects which could benefit them and inform them of training opportunities to write business proposals; skills development initiatives; the establishment of food gardens; learnership opportunities and grants; and assisting the community to successfully apply for these opportunities resulting in sustainable economic development and change in communities. The CDWP and CDWs are developmental in that they assist communities with the establishment of sustainable projects like day care centres, etc. thus helping communities to generate income by means of alerting them of job opportunities and job creation projects and education to know their rights and not abuse Government services.

#### **5.4.3 Political sphere**

CDWs are not involved in the politics of the local community hence they can remain unbiased and are successful in the execution of their work. CDWs are transparent and are not political champions. Communities are comfortable to approach them for assistance and in most instances where the relationship is supportive and cooperative rather than antagonistic at local municipal level, officials from other Government departments know they can approach CDWs and solicit their help when they are in need of information to be disbursed to and from the community. The relationship between CDWs and other stakeholders, including the community, is generally very good and CDWs make a positive contribution in the community as they inform communities of their rights without enforcing their political convictions on the community. With that said, the community prefer to work with the CDWs rather than with

ward councillors, because the CDWs are apolitical in their role as CAs and they are the first option to whom the community turn for help because they are the “soundboard” for the community’s needs and place the community’s needs above their own. Generally community respondents agree that CDWs are effective and that communities are satisfied with the performance and services rendered by the CDWs. Without being solicited to do so, community respondents made urgent appeals on behalf the CDWs in their areas to be granted adequate infrastructure and to facilitate the excellent work done by CDWs despite challenges. In one focus group with communities members, respondents were very vocal and assertive in saying that ward councillors in their areas should rather be removed and replaced with the deployment of more CDWs; and resources allocated to ward councillors should rather be allocated to CDWs because they are politically impartial and their efforts were more beneficial to the entire community as opposed to that of the ward councillors.

#### **5.5.4 Cultural and religious sphere**

Based on the local municipal officials (mentors) responses the researcher found that two of the officials were fairly new in their positions and their interaction with CDWs. Yet they were highly supportive and appreciative of the CDWs work, based on their observation of the dedication; perseverance; positive impact and difference CDWs make in their community through the referral systems; follow-up; assistance with applications for identity documents, grants and learnerships, etc. and their mobilisation, participation and networking with the community and Government departments at the Thusong and mobile Thusong Centres. CDWs perform their work with utmost respect for their communities’ culture and their religious convictions and they refrain from imposing their religious and political views on beneficiaries. On the contrary CDWs have been observed to encourage communities to give expression to their culture and they also respect and adhere to the norms and sociocultural structures within the community. Furthermore CDWs encourage communities to build on their culture and their religious convictions and use it as a basis for continued sustainable development in their community particularly in the socioeconomic sphere. DOs who had a more detailed understanding of the CDWP and the role of CDWs and who engaged more directly and regularly with CDWs and the projects they were involved in, showed more appreciation and support for CDWs efforts. These officials have tried to minimise the undue challenges and frustrations experienced by CDWs because they have personally witnessed the impact of the CDWP and CDWs on the community. These officials were also of the opinion

that it would be detrimental at this stage to withdraw the CDWP or CDWs from the community because they have seen the trust the community has in the CDWs and the extent to which CDWs assist the community, in ways that would be difficult for the local municipality to do without similar workers on the grounds. Only one of the three DOs interviewed was of the opinion that it would not be a huge loss to the community or the municipality if CDWs were withdrawn from their community. It is important to note that this official was not as actively involved in nor had directly observed the interactions of the CDWs with the local community as the other two officials.

It is important to note that any change in one of these spheres has ripple effects and can thus lead to a change in one or more of the other sphere due to the integrated nature of development. For instance assisting young people to acquire IDs enables them to seek employment and thus improve their economic circumstances, ultimately holding the potential to improve their social status and enabling them to register to vote and thereby influencing their political environment.

## **5.5 Analysis of research questionnaires**

The following section presents an analysis and findings of information gathered from questionnaires as per the attached annexures A-E on pages 133-147.

### **5.5.1 Community Development Workers perspective on the effectiveness of CDWs, see Annexure A which has 25 questions**

Pertaining to question 1, 2 & 3 it was ascertained that all the respondents in this section were employed by Provincial government for at least 6 years and they were deployed in various wards and municipalities throughout the Western Cape. Responding to question 4 CDWs assert that DLG and IDP is Government's initiative to improve the quality of life of community members. The IDP looks at the communities' social and economic development. DLG encourages the community to own and understand the IDP and the ideals of DLG are that it must be inclusive and create a platform for communities' complete participation in identifying their own development needs. The IDP puts the community in touch with Government as more can be achieved by collective planning and advocates that local government must be committed to work with citizens and community groups to achieve sustainable development. It is also an evaluation tool/plan to monitor development progress.

CDWs assert the IDP is a means of community participation to plan development in areas to overcome poor planning of the past. It is about developing the community through participation on their development needs through municipalities IDP and local economic development strategies to promote socio-economic development. It seeks to render improved integrated developmental service delivery and entails long-term five year projects which address the community's needs and improve their circumstances. It also aims to improve accessibility to public service and intergovernmental coordination between the three spheres of Government and line departments of Government. Ultimately the community must take ownership of the projects. They refer to the IDP as the "wish list" of the community as the community must participate and have a say in identifying their needs and areas to be improved. In terms of improving DLG and IDP, CDWs indicate that service delivery must be quick and more can be delivered to the community if they can get assistance from their HOD to acquire enough resources and office space. Greater participation on the part of the HOD to acquire resources will facilitate better participation. IDP can improve if the community can participate more and know what is happening in the IDP process; and Inter Governmental Relations must be strengthened and policies and legislation regarding DLG and IDP must be enforced. Greater interaction amongst all departments and stakeholders is needed to facilitate a good understanding amongst each other.

Addressing questions 5 & 6 the CDWP serves as gateway to the community and facilitates grassroots deployment of CDWs as advocates in the community for the poor, elderly and disabled etc. It improves service delivery and accessibility; intergovernmental coordination; interaction between Government and the community and participatory democracy. The CDWP enables the Government to touch base with the community and CDWs grasps the communities' challenges, problems and needs. With CDWs assistance Government has reached people who have never been reached before. Serving as a direct link between Government and the community the CDWP has opened doors and changed the lives. CDWs are often the 'voice of the community' to ensure that Government will "listen to and hear" the community; identify their challenges/problems and help and facilitate access to services to assist communities. There has been improved communication and assistance to beneficiaries since the inception of the CDWP and CDWs as they facilitate CD, stronger interaction between Government and communities and supports participatory democracy. The CDWP is important as it aims at community capacity-building and easier access to services. The CDWP shares government information through information sessions and assist communities with

registering their own cooperatives and provides them with advice on other issues affecting their lives. Communities are more educated now than prior to the CDWP. The CDWP has touched the lives of many people in different areas. Many poor who did not have access to Government grants were informed by CDWs on how to get these grants. CDWs also informed the community of different services available to them and how to access it. The CDWP has a huge impact on the beneficiaries giving them a place to ask information; being informed of service delivery challenges and getting educated on proposal writing.

Responding to questions 7, 8 & 9 many CDWs indicated that training received prior to deployment was relevant and good. Most trainees had no idea how to approach the community but the training enabled CDWs to give much to the community and has equipped CDWs with many skills such as communication and mediation skills etc. CDWs were trained to understand the communities needs and issues and know where and how to refer these needs. It also taught them about how Government policies and legislation. At the completion of their training CDWs received a certificate and they did practical fieldwork in sub councils. Unfortunately the training may not have covered all aspects of their work as there are gaps which need attention. CDWs were taught how to conduct door-to-door visitations; deal with farm evictions and labour related issues and how to deal with people affected by these issues. The training enable CDWs to assist beneficiaries to start their own cooperatives and to some degree it also equipped them with the theoretical and practical components of being a CDW but in the emotional sphere many CDWs had to teach themselves to be strong when they had to deal with the circumstances of some people. CDWs cannot be expected to perform at a high level without on-going empowerment. Due to the dynamic nature of development and changing needs as a consequence of this training is always needed and must therefore be continuous. Training could be improved by introducing higher NQF level education to ensure more in-depth accredited training over an extended period of time; including interaction with other countries and benchmarking best practice for CDWs; making it possible for CDWs to sign some documents like affidavits and other/or certification of documents for the community and also working more closely with other government departments whilst engaged in the training. Prior to deployment training should focus more on how Government functions. CDWs would also like to undergo training in project management, business skills, local economic development and advanced computer skills to aid them in educating the community and also undergoing refresher courses to stay in touch with new developments in other departments and Government policies and legislation (new and amended). Living a

changing society in which new ideas are needed, developed and implemented requires on-going training.

Responding to question 10 CDWs assert that their role as CA is very important and useful. The CA is sent to the community to bring about changes in the community or to people who face challenges which they do not know how to address, to improve their lives and facilitate empowerment to become self-reliant and know their rights. CDWs see their CA role as initiating, facilitating and also engaging all role-players (NGO's, CBO's government, community etc.) in development to ensure community participation. As CAs living in the community CDWs must facilitate identifying the community's needs through participation with them and then communicate these needs to Government. CDWs acknowledge that they need to network with all Government departments, stakeholders and beneficiaries; this is the only way they can effectively communicate their needs and find solutions.

Addressing questions 11, 12 & 13 CDWs state that holistic development requires that communities and the three spheres of Government work together towards common goals. It considers the whole picture of development; you cannot isolate any part of it. There needs to be participation with all the stakeholders from the planning stage through to the final implementation of the actual plan as all stakeholders must be included in the planning phase before implementation. Holistic development creates a platform for "joint-thinking" by all stakeholders to give their input or share ideas to promote growth in communities. This requires commitment, effectiveness, fairness, responsibility and honesty to benefit the community. The community must be trained and informed timeously to know what is happening in Government and around them and officials should be better trained and equipped to implement better development strategies and service delivery. CDWs should also undergo specific training in the area of holistic development and CDWs advocate that the community must be educated regarding the IDP process, rather than the IDP process merely becoming a review of the municipality. Holistic development should be kept free from politicising and political interference. The community must really be put first and there should be a stop to political infighting.

Responding to questions 14 & 15 CDWs indicate that the joint venture between the municipalities, province and CDWs is ineffective and that some entities have not yet signed their MOU's. CDWs cannot function effectively without proper resources and support from management. This is aggravated by restrictions on municipal infrastructure which results in

CDWs not having easy access to resources to facilitate their effectiveness. To be effective CDWs need dedicated office space and resources and DOs must have clear understanding of the CDWP and functions of CDWs. To develop the community, CDWs must be developed themselves. At present CDWs are earning a salary which does not enable them to purchase decent housing. To be development workers CDWs themselves must be motivated and equipped to do their work. Working under municipalities brings its own challenges as not all municipal officials and politicians support the CDWP. Some CDWs indicate that they have many supply chain issues and policies which they must adhere to when requesting resources. Often the red tape and bureaucracy involved in this process inhibits CDWs effectiveness. There is also opinion that only the social context enables CDWs to function effectively in their role as CA. This can be improved by removing the barriers in the other context. Many CDWs also do not have the necessary financial resources to do their work this also adversely affects their effectiveness and councillors do not support the CDWs. Many CDWs indicate that it is only the political environment which is not supportive and enabling for them to function in their role as CAs. Councillors should not see CDWs as a threat but should be more helpful to them. If the two groups (CDWs and ward councillors) can work together they can serve the community much better. The limitations experienced by CDWs lead them to feel “boxed in” so they cannot take charge of their own destiny. Some CDWs have indicated that they would like to be more innovative and creative. Better collaboration and working together between stakeholders will bring about a major change to make the administrative and organisation environment more flexible. CDWs must be creative in their line of work with the resources they need and the programmes they need to do. CDWs must be able to think out of the box. Most CDWs indicate that they have limited access to resources and some have gone as far as saying that it seems as if management purposefully restrains CDWs. Many CDWs indicated that they tried to make the most of their environment through manoeuvring and networking with other departments and stakeholders in order to achieve their goals, like the times when they have to borrow resources such as printing/computer facilities etc. from other departments or stakeholders to ensure they meet the community’s needs and their targets. Lack of support and cooperation in the political environment can be improved by proper induction and workshops/information sharing with politicians especially newly appointed ward councillors, municipal officials and HODs to educate them on the CDWP’s role and CDWs.

Responding to question 16 the lack of support is the primary reason why the CDWP is hampered. Where there is support for a programme, resources and infrastructure are inevitably made available to ensure success of such a programme. Most municipalities have too many wards and too few CDWs to serve these wards. Most CDWs agree that they do not have the necessary administrative and financial resources causing them to struggle doing their work. This is not good as affected CDWs do not have a place to do their admin work from, having a space to work from will solve many problems. The lack of office space and/or inadequately equipped offices, no stationery, insufficient airtime/money for projects, poorly maintained laptops without antivirus, no internet service, no transport or too little or inaccessible transport etc. to assist the community is evidence of this.

Answering question 17 there are various success stories where the CDWs establish themselves as enablers who successfully incorporate the building blocks of development in the community. This is evidenced by how CDWs mobilise the community toward public participation; disseminate information keeping the community abreast of new developments regarding government services and encouraging self-development and self-reliance in the community. Citizens have become more vibrant and confident to engage with government due of their interaction with CDWs who incorporate the building blocks of development. CDWs use the building blocks to inform their targets when drafting their year plan, review and quarterly deliverables. Service Level Agreements with other departments made it easier to unblock housing issues and assist a holistic approach to development. Incorporating the building blocks entails starting where the people are and working with the community's agenda; as opposed to merely adhering to the agenda of government and/or other stakeholders. This sets CDWs apart and distinguishes their work from other forms of social and government interventions and from the conventional ways of service delivery. Incorporating the building blocks of development can be improved through more training for CDWs, communities, municipalities, councillors and other relevant stakeholders; utilising opportunities to be more involved in the community and forging a change in municipalities approach and interaction with CDWs to improve how they work together to facilitate more effective development. Despite attempts to incorporate the building blocks, CDWs and the community experience blockages in most departments as a result of bureaucratic red tape. However government does provide regular training and some bursaries for further development but the lack of resources and budget constraints prevent CDWs to perform at a level which will ensure maximum effectiveness. Service Level Agreements with other

departments such as Correctional Services to take parolees through basic education training (ABET classes) are some of the programmes which CDWs are engaged in which evidence of how they incorporate the building blocks of development. Notwithstanding there are views from CDWs that they are not successfully incorporating the building blocks of development as they have not received specific training in this and most departments work in isolation but when their programmes fail or they are challenged they know where to get hold CDWs to assist them to achieve success. Some CDWs also indicate that their own capacity building needs should be addressed as they have not had training in one and a half years and despondency in completing training courses is setting in.

Responding to questions 18 & 19 most CDWs know what local and provincial governments performance targets are through their Annual Performance Plan (APP) targets as they get their targets from Province and they are reviewed quarterly. They also achieve targets by organising and facilitating information sessions and IDP meetings based on the community's needs in efforts to find solutions. Some CDWs however indicated that they have not been informed of provincial or local governments' performance targets therefore they assume that it is part of their APP deliverables set by the Directorate and government entities, especially local government demonstrate that they do not understand and see the communities' problems because they do not take time out of their offices to work on the ground. Other CDWs state that their targets relate to the communities' needs as they do needs assessments and refer these to different government department to assist in addressing these needs. CDWs also facilitate in LED, information sessions, workshops, day-to-day work helping the community to access services and case referrals, promote networks to improve service delivery; keep abreast of services rendered by government and the processes to access these services and compile reports and documents as required by their performance agreement with the department. It is CDWs responsibility to ensure that they reach their targets on a daily basis by facilitating and adhering to performance measure indicators which are a tool to ensure that when reviews are done their targets are met as set out in their annual performance plan. Their targets include facilitating at least one information session per month; 14 referrals per month; partnerships with relevant stakeholders; annual support for community projects and support government initiatives. To an extent performance targets relate to and are informed as communities are enabled to communicate their needs to the municipality through their participation in IDPs and their involvement with CDWs; councillors and other stakeholders, where these entities are open to this kind of participation. CDWs also facilitate the process of ensuring that the

communities' most urgent needs are met by collaborating with the most needed departments to bring their services to the community. There are also indications that in some instances performance targets are poorly informed or not informed at all by the community's needs because the municipality does not want the community and/or CDWs to participate in their processes. On a local level in some cases communities are not involved IDP because no meetings or workshops were held with the community regarding the IDP. There are also indications that in some cases communities give their input but nothing has been done to please the community. Municipalities and ward councillors should be more involved with the community on the communities' terms for better development results and there should be workshops regarding the annual performance targets of provincial and local government and how these relate to and are informed by the communities felt needs. At present certain communities are struggling if CDWs are not accessible or out of office. CDWs try to make the most with what they have available in the community. CDWs get to know the communities needs through information sessions in which the community are informed of their rights and they can use the information to their benefit. In some cases targets addressing the communities' needs are not effectively implemented.

Answering question 20 CDWs serve as resource persons in the community. They assist beneficiary communities in all aspects of development. Communities are better off because they get 'face-to-face' access to CDWs. CDWs play a vital role working at grassroots with the community and are open to give the community advice, unlike municipalities. Communities can follow-up on their issues easier because it is easy to contact CDWs. Communities are well informed as a result of the CDWs presence for example CDWs assist people who have no education, to benefit from the services they are entitled to. The CDWP is the best service/product used in wards to focus on social upliftment and CDWs eliminate development deadlocks and advocate for the plight of the poor. Being the eyes and ears of the community when enabled CDWs assist municipalities with their work and communities are happy about their assistance because they know where to get help and the community can be empowered to be independent by doing things for themselves like learning skills to become self-employed. The case was cited of a 75 year old lady who had not received her old age pension since February 2012. She received assistance when the Deputy Mayor referred her to the CDW who assisted her in only two days with the successful outcome that the pensioner was due to receive R9870, 00 on 16 October 2012. There are numerous other examples where CDWs helped the community to get IDs, grants, make application for unemployment benefits,

etc. There many cases where the municipality is far from the community, for example 30 kilometres away and government's mobile services only visit their area once a month, and CDWs assists the community in the absence of these services.

Answering question 21 CDWs rate their effectiveness between 6-9, reasons being that despite it being their opinion that their performance is highly effective; the lack of adequate resources and support reduces their effectiveness. This is evidenced by the numerous success stories and case studies reported to Provincial Office. CDWs are very involved and daily strive to speedily assist the community. Monthly reports, case studies and quarterly reviews which CDWs submit to provincial office enable them to measure their own performance. CDWs introduce communities to social development; facilitate education initiatives to improve the communities level of education; approach SASSA and Social Development for relief grants while community members are still waiting for grants; assist communities to acquire land for SMME's; assist NPOs to run effective poverty alleviation programmes and they facilitate self-reliance. Many CDWs lack office space; there is often no formal relationship with local government and the Directorate has little/no budget for the CDWP.

Addressing question 22 most CDWs assert their effectiveness is hampered by blockages which exists as most Government officials and politicians do not understand the CDWP and CDWs role. They perceive the lack of community participation as a factor which hampers their effectiveness as many community members are not attending community meetings and there is a need for greater community awareness regarding the CDWP. Politicians and Government departments work in silos and communities are not taking responsibility for their own development. In some cases the municipality itself hampers the effectiveness of CDWs as they do not make resources and budgets available to CDWs and CDWs perceive that municipalities do not support them and in some cases municipalities do not include CDWs in their activities. Some municipalities and government departments employed their own CDWs who are almost doing the work same as provincially employed CDWs, leading to overlapping functions. CDWs are of the opinion that their Directorate should sort out and resolve the lack of resources as a matter of urgency. CDWs indicate that if they could be directed to provincial Government rather than the local municipality they will be much more effectiveness, especially if they have the necessary resources, support and enabling environments. Politics and political interference is also a challenge as many ward councillors are not well informed regarding the role of CDWP and CDWs. There are views amongst CDWs that they must be

involved in decision-making engagements on provincial level with stakeholders and there are indications that communities are not given sufficient room by government departments and stakeholders to inform, direct and own the development process.

Answering question 23 some CDWs indicate that at this stage the extent of their participation with their local communities and other Government departments is developmental and fluid. There are many cases where their relationship with the community and most Government departments are good, very positive and informative. They work well together especially in Jamborees; collective planning sessions with the community; stakeholders conducting successful Thusong services in the community and mobilising the community to attend events in their area. Participation of other stakeholders is easy when they work closely together to meet mutual programme objectives.

Addressing question 24 CDWs ideals for the community are to promote democracy, stimulate local economic development, establishing poverty alleviation projects like food gardens and support SMME registrations; improve participation, service delivery and social interaction between entities; educate the community to be good citizens and community initiation of projects; and better access to government services. All community stakeholders including Government officials must be on the same level as to what is happening in their community ensuring proper planning and clarification of roles so that there is no duplication of services and programmes as the absence of this can be confusing and tedious for the community and stakeholders alike. CDWs would like more active community participation in municipal events/activities. CDWs would like to see more CDWs deployed in wards; there must be municipal participation with communities on any changes and development in their town and communities must participate in decision-making. IDP targets must be reached and all the targets which the community has prioritised must be achieved within and according to the five year plan. Communities must become more self-reliant and sustainable not depending on State grants only but own their development, thus local communities must stand up and do things for themselves to sustain themselves.

Addressing question 25 CDWs are of the opinion that it will be chaos and/or leave a huge gap in the community as it has become accustomed to having CDWs as their first point of contact as councillors have a “closed door policy”. In the researchers opinion this is not necessarily a good thing as it is not part of the ideals of sustainable development that communities should

become dependent on the presence of CDWs. However at this stage it would appear that CDWs are still needed in the community because the beneficiaries still require guidance to sustain the projects they have started as these are not self-reliant yet. CDWs assert the community will have no voice as they are key pillars in the community and community projects they are engaged in will collapse because they are not sustainable yet. Some projects would not have existed in the first place as the community would not have been empowered without the CDWs assistance. It will also be very difficult for the community as most beneficiaries will suffer if CDWs are no longer the link between Government and the community. There is also opinion that especially rural communities will become helpless and more despondent regarding government services or lack thereof and red tape amongst the various spheres of Government as the community will have to wait for services once a month from other departments while the CDW can assist them immediately as these communities do not have the privilege or comfort of having government offices in their midst as in bigger towns.

#### **5.5.2 Regional Coordinators (RCs) perspective on the effectiveness of CDWs, see Annexure B which has 27 questions**

Relating to question 1, RCs play an important role by ensuring the effective management of CDWs and Supervisors through daily interaction with them with regard to planning and regular contact through personal visits and staff meeting with CDWs and Supervisors to take care of HR related matters, institutional arrangements, help resolve impasses with regard to organisational issues e.g. code of conduct and general administration pertaining to CDWs. They promote intergovernmental relations; effective participation and communication with stakeholders to enhancing seamless Government and promote and accelerate community access to service delivery through the referral system and support joint programmes of Government. They also encourage and help with linking and networking opportunities with stakeholders and Government concerning CD; facilitate the dissemination of information and unlock challenges with operational hurdles. They also link national and provincial departments with local communities and develop service level agreements where necessary to enhance information and project support. Answering question 2, community participation improved. DLG and IDP could best be improved by ensuring people-centred holistic development and poverty alleviation by ensuring that a context-specific mix of participation strategies are employed (Gwala & Theron, 2012). And pertaining to question 3, RCs assert

that the CDWP is an excellent programme which is bearing radical and immediate fruit. CDWs are special civil servants who can detect problems within the community early. The CDWP facilitates the right to information, justice, accelerated service delivery, communicating information regarding policy changes affecting local communities, empowering communities. CDWs facilitate this and facilitate self-reliance and sustainable development. The CDWP responds to beneficiary needs through engagements and interaction with the communities at district level, for example the CDWP in Central Karoo make an average of 400 case referrals per month to relevant Government departments, Non-government Organisations (NGOs) and Agencies. Depending on the nature and intensity of the case, further to referrals CDWs also do follow-up and follow-through on cases to ensure closure and achievement for the beneficiaries. Information sessions are also conducted to address issues identified by communities to equip communities with knowledge to address issues which confront them. CDWs also facilitate access to potential funding for socio-economic projects for community based organisations. Letters of commendation from community members and other Government department express appreciation for CDWs excellent work and support given. This testifies to the impact of the CDWP and CDWs. Sector departments and local municipalities are dependent on CDWs to provide them with raw data about the community and CDWs serve as a one stop resource person or can assist the community to access the services of Government at a “one stop shop”.

Responding to questions 4 & 5, RCs assert that CDWs are enablers and mediators who facilitate community development and unlock challenges experienced by the community hence they need the following skills and competencies to perform their role effectively and discussing question 6, RCs disclose that the training CDWs received was an attempt to equip them but the reality is that many CDWs have never been exposed to a formal work environment. Through exposure in the work place most CDWs learn how to respond and prepare for work related issues on the job. Sometimes CDWs must be the Social Worker, Psychologist or Therapist, not that CDWs want to overstep their boundaries, but some circumstances forced them to respond accordingly in trying to resolve the issues at hand.

“Touch-up” training is a necessity for CDWs to keep abreast and deal with the demands and challenges in the field of CD which was not necessarily covered in the initial training they received. RCs agree that in some ways the training which CDWs received prior to deployment was relevant but not necessarily refined and specific enough. Responding to question 7

regarding improvements to the training of CDWs there were recommendations that CDWs should be trained to the next level, e.g. further undergraduate and postgraduate studies and supervisory/management and/or project management training. Other further training could include improvement in professionalism, life skills training. It was further indicated that apart from annual skills audits being conducted, CDWs must be requested or given an opportunity to give an indication of their personal shortcomings and challenges with regard to their training needs and training should then be provided accordingly to be responsive in meeting the needs of these CAs.

Answering question 6, RCs perceive CDWs to be effective in their role as CAs in that they were successfully making referrals to relevant departments and following through until cases were resolved. Feedback from beneficiaries also bear witness to the effectiveness of CDWs as they acknowledge the support and guidance received from CDWs. Community members were also of the opinion that they were able to attempt to resolve their own issues with sector departments or municipalities based on the information sessions conducted by CDWs. CDWs therefore perform very necessary coordination, integration and linkage functions.

Addressing questions 9 and 10, indications are that in many cases relationships and interactions is conducive, supportive and cooperative in promoting the effectiveness of CDWs in that CDWs are perceived as employees of the stakeholder departments. They have an open and trustworthy relationship whereby CDWs apply communication protocol if and when they interact with Government departments and organs of state whenever they refer cases to Government departments, invite government departments to present their programmes to communities in their information sessions and Jamborees, initiate projects based on development needs, facilitating and channelling resources to the most needy and to projects which are active and proactive in poverty alleviation and CD. There are observations that some Government departments still need induction on the CDWP and not all relationships and interactions are conducive and supportive as the effectiveness of CDWs is influenced by the extent to which officials at the various levels of Government facilitate a flow of resources to where it is needed; the quality of the relationship and/or the channelling of resources to beneficiaries.

Answering questions 11 and 12, to accomplish an ideal situation of cohesiveness greater interaction is needed through joint integrated CD planning to synergise efforts to minimise

duplication and encourage cost effectiveness. The external, administrative and organisational environments are not always enabling for CDWs to be effective as they are not exactly protected when doing house visits. There is still a tendency amongst some whereby they see CDWs as politicians and political meddling still exist and there is a lack of trust on the part of politicians because they fear for their own positions.

Responding to question 13, CDWs are officials who open doors. They are tolerant and the nature of their work is flexible and creative. There are differing perceptions that the administrative environment is rigid and predetermined and that CDWs must be allowed to do more innovative fieldwork. There are also views that a flexible environment exists and CDWs can exercise their passion or skills.

Answering question 14, RCs assert that CDWs have access to administrative and financial resources for operational items but it can be improved by supervisors playing a greater role to unbundle red tape which tie up resources unduly and discussing question 15, CDWs are effectively incorporating the building blocks of development. At times the pace is slow and is delayed due to seasonality of issues, political stumbling blocks and the unavailability of funds or reluctance of officials to provide assistance.

Addressing questions 16 & 17, RCs state that CDWs know what the annual performance targets are. They contribute to deliverables by providing input during goal setting and individual targets and implementation of targets and objectives as agreed upon through information sessions/ community meetings/ case referral/ development projects. Annual performance targets relate to sustainable development and are informed by and address the needs identified by the community. Targets are set as a result of meetings with community representatives and strategic planning sessions. CDWs are deployed to areas where real needs exist. Information sessions by way of workshops speak to real issues like community safety such as the safe use of paraffin in informal settlements. Door to door visits by CDWs to the beneficiaries of development, is used to gather information and record the felt needs of the community to inform annual performance targets.

Responding to question 18, RCs advise that CDWs enhance communities' access to services. The absence of CDWs in beneficiary communities would be felt rapidly because CDWs are generally the first point of reference to engage with government. Presently communities are

still too dependent on the services of CDWs; communities are thus worse off if CDWs have to leave or are no longer available to assist the community. The CDWP does not intend to create dependency; on the one hand it advocates empowerment and communities becoming self-reliant but on the other hand saying communities will be worse off if CDWs left, is very tricky. One RC was of the opinion that it depends on the conditions and specific situation in an area. For example in an area like Central Karoo where illiteracy levels are high and most people are dependent on Social Grants, a CDW will always be needed to help with the challenges brought on by illiteracy, etc.

Answering question 19, RCs rate CDWs effectiveness between 6-7. CDWs effectively impact CD but unfortunately it is not always lasting as much need to be done to narrow the gaps between rich and poor; national-, provincial- and local government and the poor, Government must assist with this. Poverty alleviation remains a challenge and CDWs can only do as much as they can. CDWs can do the necessary enquiries and follow-ups but it is out of their control and domain if funding for poverty alleviation gets delayed somewhere or not appropriately allocated. Responding to question 20, several factors hampering CDWs' effectiveness were identified. "Territory" - in many instances ward councillors and other community members see the community/ward as their "kingdom", hence they want CDWs to ask their permission to work there. Politics - especially ward councillors feel threatened by the presence of CDWs because CDW try to resolve needs speedily or communicate positive or negative outcomes swiftly, often resulting in communities referring to CDWs as their next candidate as ward councillor. But the CDWP must steer clear from engaging on a political level. It is easy suggesting the initiation of a working relationship with ward councillors, but perceptions of advancing a particular political party's views/agendas must be taken into account because beneficiary needs/developments must not be politically affiliated and CDWs must remain politically neutral. Political instability leads to fighting over resources, this minimises the effectiveness of CDWs as opportunists e.g. politicians can hijack potential projects/developments for whatever reason. Finances – there is generally a scarcity of funds, especially for development projects and there are cases where CDWs battle to get access to operational items which have been budgeted for at municipal level. A lack of will to continue - development projects/programmes can be drawn out due to Government agencies "dragging its feet" thus discouraging CDWs and/or beneficiaries.

Pertaining to question 21 & 22, CDWs genuinely understand and address the needs of beneficiaries because they live in and work in their communities. CDWs try to unlock challenges as soon as they become aware of it. Where CDWs are not sure of how to facilitate a need they consult their support network to help them address the particular need. Despite this there is concern from RCs as to when CDWs should exit the development process as they do not necessarily have the know-how when the right time is to leave further development in the hands of the community. One RC questions that “if CDWs continue to be deeply involved in the community’s development, who ultimately becomes the owners of such development projects, the CDWs or beneficiaries?” RCs are of the opinion that communities are given sufficient room to direct and own their own development. CDWs only capacitate and assist them but they require communities to be self-reliant. CDWs must advocate more community participation to increase capacity-building as it becomes more difficult for projects to follow Government’s red tape and financial periods and processes. Notwithstanding this RCs are of the view that although it might appear that communities have sufficient room to direct and own their development, Government employees and stakeholders are prone to be deadline-driven to meet plans and budgets resulting in minimal time and space for comprehensive community participation.

Answering question 23, RCs assert that although the IDP process creates platforms to acknowledge the local meaning-giving context, indigenous knowledge systems and resources of local communities the challenge is that despite mobilisation by CDWs community turnout is generally low. And unfortunately Government, especially local government still imposes their rigid bureaucratic procedures which inhibit the effective acknowledgement of local communities’ local meaning-giving contexts, indigenous knowledge systems and resources.

Regarding question 24, there are mixed views from RCs. There are views that communities do understand the role of CDWs as they find CDWs to be a convenient vehicle through which to communicate their needs, as they (the beneficiaries) often lack the confidence or acumen to engage with stakeholders whilst CDWs understand the “language” of the people and stakeholders. The other view is that communities’ does not always understand the role of CDWs but appreciate it in most cases. In addressing question 25, RCs state that communities undoubtedly have human capital and the prospects of success will be marginal if the social fabrics which comprise the community are not recognised. Communities have the capacity to remedy themselves and many communities have community members who have skills,

knowledge, competencies and resources such as mediation; problem solving; social work; education; church fraternities; home-based and health care; law and labour practitioners; community-based and NGOs, etc. These can be harnessed through stakeholder management and engagement on a quarterly basis to assess and evaluate combined efforts at CD in the local community.

Answering question 26, RCs ideals are that local communities should become independent, have economic growth, take responsibility and charge of their own development, be healthy, literate and educated, employed and be empowered to address their own challenges and problems on a daily basis. And answering question 27, RCs observe that it will be disastrous if the CDWP or CDWs were no longer to exist or withdrawn from communities at this point because communities are not yet self-reliant and will fall back into disempowerment and ignorance. Beneficiaries may have to travel long distances at great expense to access services and despite lacking the necessary knowledge they would also have to engage Government departments on a continuous basis to do follow-up and get assistance to address issues.

### **5.5.3 Local Communities perspective on the effectiveness of CDWs, see Annexure C which has 27 questions**

Addressing question 1, despite improvements in the monitoring and evaluation of CDWs and CDWP processes through submission of regular plans and reports there is still room for improvement. Regardless of positive interactive experiences with CDWs many community respondents were of the opinion that they could not adequately or fairly assess the effectiveness and performance of CDWs in terms of the strategic objectives of the CDWP. Community members were of the opinion that they do not have sufficient knowledge of the CDWP and in most cases they did not know about legislation of the Master Plan governing and performance of CDWs. This lack of knowledge is the result of the contents, parameters and expectations of the CDWP and CDWs being insufficiently shared through communication channels and workshops with the community.

Responding to question 2, The Cape Metro 1 group finds that the top down approach from Government is still very strong but they give the Department of Social Development credit for their efforts and the role they play in the community's development. IDP's take place but hardly anything comes of it because programmes are politicised and only certain people are

chosen/informed by the politicians (councillors) to participate and benefits do not reach all people. Unfortunately Government departments only come to the community when called by the community. The municipality is not bringing sustainable development to the community as it brings proposals for the IDP and does not consider inputs from the community. The West Coast focus group indicated that they did not know much about the IDP and what it entails. They have not seen CDWs playing a role at the actual IDP process but CDWs conduct awareness sessions before IDP process takes place and they give the community feedback after the IDP has been drafted so that the community can discuss what is in the IDP. They indicate that CDWs should educate the community on the IDP and facilitate them to give their input as many participants lack knowledge of what can be included in the IDP. There are frustrations in communities because they are given opportunity to identify and prioritise needs but in the end other items are prioritised and budgeted. When questioning this they are told that the local/district municipality has the prerogative to decide what is included in the IDP for instance when a community identifies and prioritises the need of a rugby field but in the end a netball field is constructed and the community is not consulted about the change.

Answering questions 3 & 4, the Cape Metro 1 group describes CDWs as “a blessing from God”. CDWs are available 24/7. It is a privilege to give CDWs credit because they are considered in the community as “caregivers, parents, social workers, police etc”. They are reliable in bringing information closer to the people and giving them access to services through workshops, skills development initiatives, ID applications, birth and death registrations etc. Opinions are that communities “don’t even need councillors if the community has CDWs, they are not politically affiliated when helping the community. Government can even save money because they are more beneficial than councillors. The community recommends that government should conduct a survey to investigate their opinion that CDWs are more beneficial in the community than ward councillors. Some community members are of the opinion that Government should get rid of councillors. According to them this is the reason that councillors feel threatened by CDWs presence. The community knows CDWs because they have regular meetings with them; they facilitate job creation and access to opportunities. The Cape Winelands focus group indicated that the Kayamandi community works hand in hand with the CDWs; ward committees and ward councillors because empowerment projects will not succeed if the parties do not cooperate. CDWs have been part of skills development and food security project from its planning phase. They inform and mobilise the community for learnership and employment opportunities; assists with housing

applications and bringing services to the disabled especially. They also intervene in service delivery issues. The community applaud CDWs for doing an excellent job. CDWs have a positive impact on the beneficiaries. They network with the community and good CD takes place in the areas where the CDWs are operating. The West Coast focus group could not tell if there was a “CDW development plan” in place, it appeared that many things happens per chance as they get things from above. Despite having a positive impact on their community CDWs are often disadvantaged because they are expected to be available to the community day and night. This expectation is unfair to CDWs and their families because it infringes on their personal time and resources when they are not equipped with adequate resources and infrastructure. In the West Coast CDWs conduct regular information sessions in the community to share obligations and goals of various Government departments with the community thus information is freely available.

Assessing questions 5, 6 & 7, the training of CDWs was effective as it equipped them with leadership, networking and communication skills etc. to assist the community. The training helped with the rollout of confident and competent CDWs as it equipped them to facilitate in meeting the community’s needs. CDWs work well with the community and with each due to the training they received. Communities have high regard and respect for CDWs as a result of their training, especially as they play a mentoring role in the community and enable the community to be empowered and motivated to take ownership of their own development. The community would like CDWs undergo continuous personal development to upgrade their qualifications. Answering question 8, communities perceive CDWs to be highly effective CAs. Communities have complete faith and trust in their CDWs as CAs, whilst they do not necessarily have the same kind of faith and trust in their ward councillors or local government.

Responding to question 9, 10, 11 & 12 CDWs network with the community, other stakeholders and Government departments to assist the community to access grants and services and they all the information about the community which ward councillors do not know. In many cases CDWs do not have offices so the community frequent CDWs homes to get assistance; this is not safe for CDWs and their families. The relationship between the community and some Government departments promote the effectiveness of CDWs as they have good understanding and networking with CDWs. Thusong Centres have come to be important structures because everybody in the community now has reasonable access to

services. Communities would like to see the establishment of a least one Thusong Centre per town. In the absence of this, they are satisfied with CDWs work as they know exactly who to speak to when making referrals.

Responding to question 13 & 14, although there are many instances where the environments in which CDWs work are supportive and enabling, what happens in one community may not necessarily happen in another and therefore they see some communities as being more privileged. There are views that towns which have Thusong Centres make the work of CDWs easier because it facilitates Government services as information and services from visiting departments are more visible and accessible. Unfortunately communities do not know what the terms of agreement are between province and local municipalities but they confirm that CDWs need infrastructure such as offices and equipment and transport. Every municipality must have an office for CDWs as many municipalities have buildings which are not being used. The partnership and working relationship between CDWs and local municipalities could be improved if municipalities provide CDWs with appropriate resources and infrastructure.

Responding to question 15 CDWs are definitely incorporating the building blocks of development. With CDWs help community projects are sustainable like the example of assisting with the establishment and registration of the Non-government Organisation (NGO) by community members in Hopefield in the West Coast.

Answering questions 16, 17 & 18 the community's perspective is that the community does not really know what the performance targets of provincial and local government are although they see what they do but do not know if what they are doing are targets. In the communities opinion targets are not put up or open for the community to see but they would like to believe that those targets are informed by the community's identified needs. They believe that CDWs projects to meet the performance targets are sustainable. Assessing question 19 the Cape Metro 1 group gave CDWs the maximum rating for their effectiveness as CAs, motivating that CDWs help the community from birth registrations to meeting their educational needs through to accessing gainful employment and using their initiative to successfully implement projects. CDWs explain information to the community and conducts workshops to educate them. Cape Winelands rate the effectiveness of CDWs as 9 due to the lack of resources hampering their maximum performance. Some areas in the West Coast gave CDWs a rating of 8 and in some areas a rating of 9 because there is still room for improvement.

Responding to question 20 despite being effective communities are of the opinion that CDWs are hampered in performing their role as CAs. Firstly Government must come out to the community to educate the community on the role of CDWs and introduce CDWs to the community as there are still community members who do not know their CDWs. Government must focus on the ratio of CDWs to community members and must ensure that there is at least one office based CDW and enough CDWs on the ground.

Answering questions 21, 22 & 23 community members assert that often they give their needs through to the ward councillors but nothing gets done about those needs because the ward councillors do not work with the CDWs. However they are of the view that CDWs understand their needs because they live in their neighbourhood and regularly consult the community to discuss and understand their needs because CDWs know and respect the communities meaning giving context, indigenous knowledge systems and know and appreciate resources that are available in the community. Some communities are of the view that they are not given sufficient room to influence, own and direct their own development as most departments and various levels of government do not know or acknowledge their meaning giving context, indigenous knowledge systems and resources, and numerous ministers from provincial departments and other levels of government do not respond to the community's needs. The West Coast focus group assert that often local government "hears them but do not listen to them" because things that are ultimately implemented or brought into the community as "development" is not what the community has identified as their wants or needs. In some instances also the community gets an opportunity to inform what their needs are but they do not necessarily get to inform how the needs are addressed. According to the communities some needs would not have been addressed had it not been for the facilitation they had received from CDWs.

Answering question 24 community understands, cooperates, appreciates and supports the role of CDWs. And assessing question 25 communities have a range of resources, skills and competencies at their disposal such as NGO's, buildings, community funding initiatives, leadership and management training, education, finance and parenting skills amongst other to assist CDWs in facilitating holistic development as they do not want to be reliant on donor funding to meet their needs. Many communities have been empowered to write their own tenders, business plans, policies and procedures, e.g. fishing, marketing, exports etc.

Addressing question 26 the communities ideals for themselves is essentially growth, i.e. facilities such as halls, schools, sports facilities for the youth, youth and education centres play parks which are safe and secure where children are protected, better living conditions, housing and toilets in homes which have been built much earlier. The community would also like to ensure more youth empowerment with skills development, job creation, the eradication of liquor houses and less politicising by politicians. They want to do things for themselves as they have been empowered by CDWs.

And finally answering question 27, community members are of the opinion that if the CDWP would cease to exist at this stage they would be worse off and a big gap/emptiness will be left in the community. Communities prefer the services of CDWs over that of ward councillors. They are of the view that more CDWs are needed than ward councillors because “councillors are useless – councillors do not do anything for the community, communities are not necessarily safer because there are councillors in their midst”.

#### **5.5.4 Supervisors perspective on the effectiveness of CDWs, see Annexure D which has 26 questions**

Responding to question 1, prior to being promoted all Supervisors were initially trained and deployed as CDWs and ascended to supervisory level as a result of career-pathing and answering question 2, supervisors work closely with CDWs and regularly meet with local government and other structures. The challenge in promoting CDWs as supervisor is that it left gaps in local communities. No new CDWs were deployed in these communities leaving them with no CDWs to serve them and thus at times they still approach supervisors for assistance. Despite telling communities that they have been promoted to supervisors they continue to listen and assist the community as far as possible in their own time after hours. Supervisors ensure that CDWs meet their quarterly targets and that they submit their monthly reports and weekly plans. They also assist and reach places where RCs cannot. Communities look to supervisors, recognising their level of authority to strengthen the relationship between stakeholders and CDWs and the creation of work plans in consultation with stakeholders to address their specific needs. Supervisors are advised of performance targets and agreements and communicate these to CDWs to ensure they are achieved. They guide CDWs and ensure that administrative work and reports are submitted to RCs; follow up on issues; facilitate stakeholder engagements and rollout programmes to the community through CDWs.

Supervisors have daily contact sessions with CDWs and have an email/sms check-in system whereby CDWs must indicate their daily plan and report progress on their weekly plan. They do spot checks three times per week to check on CDWs and help them with logistical items. When needed they oversee, support, mentor and help CDWs with problems and cases within the community and assist in referring certain cases to the correct structures. They facilitate local level engagements with municipalities and stakeholders and have written service level agreements with stakeholders and Government departments for networking and partnering in initiatives requiring CDWs help to roll out programmes. In this way they continue to assist local communities. Unfortunately their huge task does not allow them much continuous close interaction with the community. Their supervisory positions shifted their focus to a more overseeing role. They oversee extension programmes and are kept busy because they have many roles – they describe themselves as “jack of all trades” and being “all things to all people”. Their role is multifunctional rather than specialised as they work with and oversee CDWs work with youth, the elderly, disabled and various other beneficiaries. Supervisors are confident and trust CDWs ability and willingness to help the community.

Responding to question 3, there is major improvement in the understanding and implementation of IDP and DLG. Many communities and municipalities are still finding their way and it is still experimental at this stage. Most community members do not understand the phases and prioritisation of the IDP process. In many cases consultants developed the IDP and did not include the community’s contributions. Thus the community does not see the current IDP as beneficial to them because it mostly includes things which do not really matter to them or make a difference to their poverty/needs. In some ways DLG is exciting; unfortunately IDPs are the greatest challenge. CDWs must help to educate the community to prioritise items in the IDP which will make a real difference to them. Despite strides towards integration the recipe is not yet complete but information sessions by CDWs and better access to services and information has educated people to ask more informed questions. Community participation processes create a platform for the community to share in their own development by attending presentations and workshops. Unfortunately communities are not always empowered because presentations are not in the community’s indigenous language. Presentations and meetings must be in their own language to facilitate more participation. One-sided pre-planned Government/ stakeholder agendas do not encourage participatory planning and decision-making. IDP meetings are often merely “window dressing” to show the community’s presence on paper although decision-making has already been predetermined or steered in a

certain specified direction. Often the community just accept these decisions as they are in the dark or ignorant of certain realities, this is not developmental for them. CDWs often face conflicting roles at these meetings as they are also community members and their training has empowered and equipped them with knowledge. They are not always granted the opportunity to speak as community members when they are often required to convene and facilitate at these meetings. Opinion was raised that communities must be involved at all levels and processes of the municipality – not only at IDP level. Beside a faulty IDP process in many instances there is often little to no contact/interaction between the community and municipality as people with valuable points do not really speak up and some prefer not to attend meetings. Other challenges include for example the appointment of new councils resulting in changes to existing policies which promote community participation and thus disadvantage the community. The IDP is a formality in these cases, it only creates a platform for the municipality to present its plans instead of enabling collaboration between municipal departments and the community to meet the community's needs as identified and prioritised by the beneficiaries. Some municipalities combine wards for presentation purposes. This does not facilitate and enable discussions of the differing communities' individual needs. Bureaucracy is rife and some Government departments and municipalities only “know” CDWs when they are needed to distribute pamphlets and facilitate community mobilisation. CDWs input to promote optimum relationships between province and local municipalities as per the MOU do not get “heard”. CDWs want informed citizenry to address the right needs and speak up for their rights as some IDP items are not achievable.

Advising on question 4 & 5 supervisors assert the CDWP is a good programme which instilled communities' confidence to go to CDWs for rapid assistance, question items; speak up about issues and challenge decisions/actions affecting them. Though not 100% there yet poverty alleviation progress is made with assistance of the Community Rural Development Programme (CRDP) learner programme, which is like the CDWP except they focus more on rural development to assist struggling farmers – they get a stipend for people living under the breadline in rural areas. The CDWP has improved since its inception due to more structure, service level agreements; Key Result Areas (KRAs) and CDWs know what to do and what other departments want. The CDWP's ideals are for CDWs to play an administrative and logistical role to facilitate and guide the community in sustainable projects and to own their development. Communities appreciate and are grateful for CDWs availability and accessibility. CDWs are trustworthy fellow community members with whom the community

can share sensitive personal information and issues rather than “highly qualified, red tape officials”. Supervisors are of the opinion that municipalities would view and approach CDWs differently if they could see the impact CDWs make – some municipalities would even use CDWs to do some of their work. Supervisors advise that CDWs must report directly to their employer, i.e. provincial government which is more easily accessible because some municipalities have more “red tape” than others. Presently the Western Cape has 380 wards and only 165 CDWs, an obvious challenge as insufficient CDWs are deployed and expected to serve all areas equally. Supervisors view the CDWP and their own role as a work in progress. There are isolated cases of politically appointed CDWs. This gave rise to these CDWs not progressing well as they lack understanding of the CDWP; their heart is not in it; they have problems with reporting and submitting documents and cause the whole cadre to be accused of being political. Supervisors assert there is a clear difference in the performance of non-political versus politically appointed CDWs. Supervisors advise that CDWs have learnt to streamline processes and are effective, even better than some supervisors. Concerns are expressed that the history of the last six year of the CDWP with all its successes and lessons learnt has not yet been properly documented.

Addressing questions 6 - 8 the CDWP and CDWs training equipped CDWs with networking-; communication-; project management-; budgeting-; mediation and arbitration- and computer skills. The training which CDWs received was good and practical but perhaps insufficient time was given for in-depth training. Training helped CDWs to hold confident discussions with politicians, help the community, organise and facilitate programmes/projects, etc. Provision must be made for intensive on-going training on policy changes, budgeting, project management, Government developments and legislature, and how to network with departments for assistance to prevent the community from being abuse and disadvantaged with unfinished/incomplete projects. There are views that no or little attention is given to the CDWs identified training needs.

Responding to question 9 some supervisors indicate that they have seldom heard the term “change agent” and recommend that CDWs should receive more training to facilitate successful development and improvement to the community. Supervisors see the role of CAs as bridging the gap between Government and the community being the eyes, ears, feet and voice of the community to share information and guide the community in where/how to get

assistance and access services and answering questions 10-13 & 17 they demonstrate that they understand holistic development.

Responding to question 14 supervisors are confident of support for the CDWP at provincial level but it appears that they are not always sure of support at local and national levels. The environments in which CDWs work are generally cooperative, supportive and enabling amongst stakeholders. Supervisors agree and understand that politics must and will always be present but the political environment is very disabling. Although the CDWP exists for the common good of the community distrust still exist from politicians. Much growth has occurred but politicians still “take over, politicians blow their own trumpet and promote their own agendas”. Supervisors agree that the ward committee system is not working in the province although it has improved in recent year as CDWs have been involved in participation structures like imbizo’s to engage the community in information sessions and the IDP process, etc.

Answering question 15 supervisors assert that depending on the municipality CDWs use their own creativity and innovation when implementing community programmes, despite often not having access to resources including venues etc. Most municipalities are rigid and bureaucratic. But CDWs have leverage to be innovative as they have more flexibility than rigidity. A case in point is the development of the referral system which works well and resulted in improved interaction with officials. CDWs developed a formal referral system which informs the reporting system and has been identified as a system of best practice; it is in adoption to be used on a wider scale. The better the relationship between CDWs and officials, the better the service is that the client gets because officials tend to stick rigidly to their job descriptions not going beyond the call of duty whilst CDWs build relationships with officials to increase and improve services rendered. Responding to question 16 supervisors assert that previously CDWs were found to be vulnerable. Administration had to be improved and increased consequently some CDWs feel that their role and responsibilities are becoming more administrative as it requires better reporting, feedback to stakeholders and departments are held accountable to the community. Despite feelings of dislike for the administrative changes, these changes have been to their benefit due to the documentation which has been put in place a part of the vital role of CDWs to get beneficiaries access to services.

Analysing questions 18 & 19 CDWs know the Key Performance Indicators (KPI) i.e. the number of projects, case referrals and IDP targets they should have per quarter. CDWs have tangible monthly and annual targets which inform the regional totals and meet community needs. They must be competent in meeting their KPIs and must have time to assist sister departments. Supervisors help CDWs eliminate duplication as they should work with other departments to meet mutual targets. These are major improvements as all targets are directed at meeting the community's need. They also report on cases solved – these become learning curves, case studies and research into the community's needs and how to facilitate these needs. Many community needs have ripple effects; helping the community with one thing leads to empowering them to help themselves with other things also. For example helping a 65 year to old get an ID enables him/her to apply for pension. Facilitating community members to get IDs empowers them to access other services like pension, grants, housing, employment etc. Addressing question 20 supervisors assert communities are better off because CDWs help them and this causes ripple effects as information is shared and people talk about their good work. A case in point is the example of a former West Coast CDW who passed away. Her facilitation helped the community to act and follow-up on matter thus she ensured that development empowered and capacitated the community. She sewed the seed by teaching someone else the ropes whilst she was alive so that development could continue even in her absence but her loss in the Kalbaskraal community has left a big gap as information regarding learnerships and small business development, etc. is no longer reaching the community.

Answering question 21 supervisors rate the effectiveness of CDWs between 6-8. Some CDWs lag behind but most are effective at doing their work honourably and being committed to the programme. The programme is effective in the province but it can be improved by educating the community on how to access services and become self-reliant. The daily reporting system has also helped CDWs to give account of their activities and progress in the community. Despite it being a good thing that 14 CDWs were promoted as Supervisors, it is unfortunate that none of the vacancies left by them were filled by additional CDWs. The realities are that although new administrations and councillors have come around in their way of thinking and support for the programme, unfortunately new councillors are appointed every five years and they must be educated about the programme. There are views that the CDWP is more easily accepted and readily welcomed by regions outside the Metro. When compared to rural situations it would appear that the programme is more formalised there. More CDWs are

needed per ward, having too few CDWs is just not effective to service all the wards they are supposed to. Stakeholders including local municipal officials must also be educated on the role of CDWs to improve their perceptions and understanding of the CDWP. CDWs often feel isolated as municipalities tend to exclude them in various ways and many municipalities only use CDWs for their own gain. Assertions are that province does not really address CDWs issues concerning municipalities and CDWs do not feel protected as province is quick to further allegations which municipalities bring to province against CDWs in order to maintain stakeholder relations with the municipality. CDWs are frustrated as they must follow protocol but municipal and other Government officials do not follow protocol. The CDWP becomes a dumping ground for items which others do not want to do or get involved in. Most ward councillors still feel threatened by CDWs; or they do not want CDWs to work in their wards unless they further ward councillors' political agendas Improved community participation through information sessions; ward based planning, IDPs and imbizo's is needed. Duplication of task hampers cooperation with departments and some departments delay in giving feedback to communities. On the positive side, CDWs do door-to-door and "war on poverty" projects and campaigns, this makes the councillors jobs easier. CDWs do "follow through" and "follow up" on items and they help identify blockages. The community often comes back to report and offer their appreciation for CDWs assistance in cases.

Addressing question 22 supervisors are challenged because they must ask CDWs to work overtime to meet deadlines and imposed targets imposed. The challenge is that when supervisors request permission for overtime when needed verbal permission is granted but there is nothing in writing, giving rise to problems along the way. CDWs are often required to attend community meetings which mostly take place after hours to accommodate the community but CDWs do not get paid overtime and they do not necessarily get transport to take them around at night or over weekend when having to attend to work related items. CDWs have a passion to serve but national guidelines are not clear where the CDWP must be located leaving them vulnerable on issues of discipline as local municipalities cannot discipline CDWs because they are employed by province. A lack of adequate resources continues to hamper the effectiveness of CDWs as they do not receive sufficient airtime allowance. In some instances where CDWs have to share office space there are not enough landlines, or computers or access to printers, fax, or other office equipment etc. even though municipalities have a budget albeit limited for CDWs, the reality is that CDWs do not have access to this budget. Transport is a challenge as mileage must be well planned whilst services

must continue to be delivered regardless of transport challenges. The way in which CDWs were appointed is also problematic as more CDWs were employed in Clan William for example and fewer in rural areas with more distance to cover and less available resources. Provincially appointed CDWs are not necessarily well known in the community because of the distribution of CDWs in relation to the vast area they have to service. For instance in Vredendal there are only 2 CDWs who have a huge area to cover, it is not realistic to expect them to optimally meet the community's needs. Supervisors advise that the appointment of CDWs must be in proportion to the demographics of the community. Having deadlines which are close to each other is also a factor which hampers the effectiveness of CDWs. Some deadlines are more difficult to execute than others and some have a major impact or repercussions for the community or CDWs themselves. Bureaucratic red-tape is also often a factor which hampers CDWs effectiveness. At times supervisors and CDWs are given very short notice instructions of things that must be done immediately and deadlines to reach. Municipal officials often exclude CDWs from planning phases although they are required to do the ground work and they do not get recognition thus dampening their motivation. In certain cases CDWs are exposed to exploitation and political influence/interference by local officials as they manipulate CDWs to move specific agendas, building politicians portfolio and causing separation. There should be collective decision-making about project planning and implementation instead of each entity writing their own project proposals and CDWs going through a tedious process to get municipal and supply chain permission access funds without any guarantee that it will be granted.

Advising on question 23 there is mixed responses. There is community support and appreciation for CDWs. Many beneficiaries want to show their appreciation in tangible ways like paying and giving tokens of appreciation. There are also still people who label CDWs as politicians or are influenced by others who do not understand their role and function but even those who oppose the CDWP also benefit from CDWs efforts.

Reviewing question 24 supervisors identified that communities have various skills, competencies and resources available to facilitate holistic development. These include gardening, farming and mining skills; drama, arts, culture and sports; and networking, mobilisation and communication skills. All these can be harnessed to get buy-in from seniors and others in the community; develop the future intellectual capital and skills of the community to develop and train the community for job creation. And responding to question

25 supervisors want communities to be trained regarding policy changes, politics and development. They want communities to be informed, self-reliant, and sustainable in their development as they keep abreast on current and future developments at municipal and provincial levels.

Finally answering question 26 certain supervisors indicate that “it will be like a September 11 event” as it will be chaos for the beneficiaries if the CDWP would cease to exist. The programme would collapse and the community will be disadvantaged as they have become accustomed to utilising the CDWP as a tool to enhance their development. Although this might be good for the time-being; it is not the ideal in terms of sustainable holistic development as the envisaged outcome is that the community should ultimately become self-reliant and able to stand on their own feet and direct their own continuous future development.

#### **5.5.5 Local Government Dedicated Officials/Mentors perspective on the effectiveness of CDWs, see Annexure E which has 27 questions**

Answering question 1, DOs are responsible for CDWs in their region. They serve as local coordinators and represent CDWs at local government level; network as a direct link with other Government departments and CDWs; facilitate logistical arrangements for CDWs, e.g. office space, transport, etc. and manage the CDW functions in their region e.g. in the Cape Winelands region CDWs must send their DO a daily report detailing their plans and the activities they have been engaged in. In some cases DOs were merely assigned the added responsibility of managing the CDWP at municipal level without adequate orientation/education on the CDWP, CDWs and development approaches. The CDWP function was not part of DOs initial job description resulting in a lack of understanding, appreciation, cooperation and support for the programme. DOs had to use their initiative to take the CDWP seriously and get educated on the CDWP. Some Dos did this and stakeholders, especially the beneficiaries are benefitting. These DOs realised that the local municipality could benefit from their collective efforts with CDWs to meet their mutual development goals.

In some cases DOs do not engage much with other Government departments but in these cases CDWs are more likely to be involved with other Government departments assisting with

mobilisation and roll-out of programmes and services such as mobile Thusong Centres. DOs also work with ward committees but most ward committee member's work during the day and are not available for meetings during the day. CDWs distribute pamphlets and make logistical arrangements for community participation, etc. and intervene in community issues such as housing, like helping the elderly to get access to appropriate housing as in the Khayelitsha where younger people who applied for housing after the elderly were placed on the waiting list first and allocated housing before the elderly who waited longer. CDWs helped to resolve the issue and the elderly rightfully received housing first. CDWs have direct access to and know the community. They help to protect the community from exploitation and abuse when suspicious newcomers enter the community to access their resources and they conduct their own investigations to get facts from the community. CDWs must dedicate at least 40 per cent of their workload to their local municipalities per month to conduct surveys, information sessions, logistics, training in the community, roll-out of projects, etc and they should work closely with DOs and approach them on CDWP and work related matters.

Responding to question 2, Dos inform that CDWs are effective at people-centred development; they are well-placed in the community and do what is required to ensure effective maintenance of the CDWP. Despite community participation the IDP does not necessarily meet the community's needs in Khayelitsha, the outcomes are not necessarily the community's identified needs and there is limited understanding of the IDP i.e. the community does not fully understand that it is a five year process – they want things to be done and results to be seen immediately to satisfy constantly changing short-term and new needs with the advent of new community members. Cape Winelands has integrated action with local government and CDWs facilitate IDP campaigns to make it more workable but political and administrative functions must work together in the community for logistical reasons.

Responses to question 3 indicate that the CDWP and CDWs are making a big impact on beneficiaries in Khayelitsha, Cape Winelands and West Coast. There is a monitoring and evaluation tool to assess the impact of CDWs. Despite lacking resources like dedicated landlines CDWs are impacting positively in Khayelitsha. CDWs make work related calls from the municipal office enabling the DO to hear how they communicate, facilitate referrals and network with relevant departments. If CDWs lack answers they consult and seek guidance to get the right information and they conduct follow-ups check on referrals. In the Cape

Winelands approximately 50 per cent of the annual performance plan was achieved indicating the effectiveness and commitment of the CDWP to meet CD needs.

Answering question 4, DOs state that the CDWP is generally a good programme. Some people try to politicise it but CDWs must struck a balance and they do not politicise matters when working. The programme can be improved by creating more awareness of CDWs role by having kiosk or information sessions more often, i.e. once a quarter so that communities (especially those who are not yet so familiar with the programme) can know their CDWs. In Khayelitsha the CDWs offices are not conducive and better signage is needed to direct the community to their offices and make it/them more visible. The present office is too small as at least five CDWs regularly have share space at a small desk. DOs agree that more workshops must be held e.g. at sub-council meetings which the community attend improve awareness of the CDWP and CDWs. Thusong Centres, including mobiles, like in Saron are a good initiative for remote communities which are far removed from the municipality to enable departments like SASSA, etc. to reach the community to avoid backlogs. A case was cited of a sixty-five year old man who never had an ID and could consequently not apply for pension. The mobile Thusong Centre enabled him to get his ID and successfully apply for pension. One DO stated, “You can’t wish the programme away – it is good”.

Responding to question 5 and 6, the Cape Winelands DO observed that training equipped enabled them to have the capacity and basic skills to do their work. He also works closely with trained, though unemployed, CDWs who volunteer and are very good especially conducting surveys. Dos agree that CDWs training was adequate and relevant. There is monthly engagement with CDWs to equip them with additional skills and competencies. They master new competencies daily and their competence grow as they perform their tasks. Training geared CDWs on all levels. Some Dos found that CDWs had advanced skills. “They are not just specialised but they various things and have good knowledge, e.g. youth issues”. Reviewing question 7, some officials believe that training can be improved by including more people skills. Not all CDWs are passionate about CD as some do not have their heart and soul in the work, possibly as a result of the way they were recruited e.g. political affiliation, interference and manipulation. Training could include change and project management and enhanced communication and computer literacy skills. Unfortunately even with training many CDWs do not have access to computer facilities.

Answering question 8 & 9, one DO's opinion is that CDWs do what is required to in a way and they have a bigger picture in their head but they do not do enough or go the extra mile – they do not meet their commitment to the municipality and initiative towards the municipality's goals and objectives is not always there. It was stated that CDWs do not know the needs of the community – they are almost out of touch with the needs of the community. This is a particular opinion and challenge of one DO where the municipality has employed its own CDWs and are unfortunately required to work with provincially employed CDWs. Confidence was expressed that CDWs employed by all spheres of Government take the communities meaning-giving context and IKS into consideration. The Khayelitsha DO observes what CDWs are making a positive impact. Despite lack of participation in the CDWP before his appointment, the Cape Winelands DO has no doubts that CDWs are effective - "the basic thing is that they do the job". There are good working relationships between CDWs, all spheres of Government, other Government departments and the community even in the absence of written agreements between all the stakeholders. It just developed and was negotiated over the years and networking was naturally established. The Cape Winelands DO was open that CDWs are often more informed and know more about CD than the officials and they know where to go for help. The bottom line is that they are Government employees and work well together. Things could improve on the part of the municipality e.g. local government departments still see CDWs as "loudhailers and pamphlet distributors and not as government workers – this is a challenge as they do not see them as part of one great team". Teambuilding between CDWs and local government could create a platform to understand each other's role and functions better and thereby solicit support for the CDWP. Relationship and interaction with stakeholders promote effectiveness but some departments do not use CDWs as often, it is uncertain if they do not want to use CDWs or because they have their own interns but networking is taking place. It is possible to improve stakeholder interaction eliminating some challenges. For example in the Cape Winelands there are cases where 7 CDWs must serve 31 wards thus their workload is too much. Cultural diversity and language skills are also challenging. For instance black CDWs can be deployed to coloured communities and vice versa but language and cultural barriers hamper their effectiveness although training can help to bridge this. Municipalities can use CDWs more to gather information and conduct surveys. CDWs want to be seen as more than just foot soldiers – they have project management and other skills which can be utilised better e.g. to process the data which they collect and performing more value-adding services. CDWs and communities have good relations and work well together. CDWs worked well with sub-

council in Khayelitsha but the DO is not sure about their relation with local government. Discrepancies exist in how stakeholders interpret and support CDWs role. At provincial level stakeholders are passionate and compassionate towards the CDWs work. The CDWP can be expanded to reach more communities, e.g. presently in Cape Winelands CDWs are better known in the black communities than in the coloured communities. Campaigns to introduce CDWs and discuss their role when new ward committees and ward councillors were appointed has done well in several wards, but not all wards have been reached in this process. Rolling out the “Know your CDW” campaign programme to more communities and educating chosen community leaders like ward councillors can improve this. Thusong Centres also promote stakeholder collaboration and networking.

Responding to question 10 &11, administrative and organisational environments have been created to assist CDWs in their work. Local government does not necessarily support and consult CDWs regarding their resource needs. These environments can be made more accessible and improved in many cases. CDWs are not asked for their input and “they are not taken seriously”. Often there is an attitude of “use it or lose it” or “this is what is here/available so . . .” and in many case there is a lack of acknowledgement for their role and functions. Local government can take on a more supportive, consultative and enabling role to facilitate the effective of CDWs.

Discussing question 11, political interference will always be there and CDWs will always be seen as a threat by ward councillors. However in sub-council 9 in Metro 1, CDWs get good support from councillors and the community although some community members might not like CDWs. CDWs in their turn support ward councillors but the effectiveness of CDWS depends on the extent to which wards or ward committees enable CDWs. Some ward committees are new and do not know the CDWs; hence the need for them to meet each other and a point of contact. There are also instances where ward councillors are not as involved in the ward committees but they know and support the CDWs.

Relating to question 12 CDWs are given the space they need to use their initiative and be creative. The structure in which they work is mostly flexible. They do not get stuck doing the same thing over and over again because their duties are broad and they are required to do a wide spectrum of activities. Their supervisors are supportive and encourage them be proactive and to think outside the box. Thus far there is not much red-tape and blueprints governing the

administrative and organisational environment of CDWs in the Cape Winelands region although they are putting systems in place.

Responding to question 13 DO's assert that although most CDWs have access to administrative and financial resources there is room for improvement. In some cases there is no network access and telephone usage, transport and other resources challenges are still problematic. In sub-council 9, CDWs need bigger office space and a dedicated telephone line. In most cases CDWs walk or use public transport when having to do community work. CDWs continuously have to ask for the use of municipal resources because they lack their own.

Responding to question 15 DOs inform that CDWs effectively incorporate the building blocks of development, especially relating to community participation and information sharing. The community is enabled to participate and empowered through the information kiosk for example. CDWs have earned the trust of the community and they know CDWs can help them. The community often share deep thoughts with CDWs because they go out of their way to help them. It is important that CDWs must be able to work well with people. CDWs have good communication skills – there are no qualifications attached to good interpersonal skills and experience with people.

On question 16 Dos state that CDWs are more effective at facilitating the achievements of provincial performance targets than that of local government, they have been 'voted' or institutionalised at provincial rather than local level i.e. CDWs are aware of performance targets of all spheres of Government; but opinion in the West Coast has it that they are not so active in facilitating local government targets. In the Cape Winelands opinion is that CDWs effectively facilitate achieving performance targets due to regular interaction since it is part of their duties. They are also required to attend regular staff meetings at regional and local level to share information.

Answering question 17, performance targets definitely relate to sustainable community development and empowerment and are informed by the community's identified needs as in the IDP although this can be improved by encouraging and enabling improved participation and determining question 18, communities benefit by having CDWs to help them. It is an adjustment when CDWs move out of a community but it is also a learning process as CDWs do not necessarily know when to let go. The DOs opinion in Cape Metro 1 is that CDWs must

not exit their communities yet because “people are poor, they will be poorer”. The few CDWs are able to help the community and they are definitely better off for CDWs having been there because community members often need someone to guide them, for example helping a community member to get an ID as a gateway to accessing grants. CDWs have a positive influence in poverty alleviation as they already make a big difference and can continue to make a bigger contribution.

Advising on question 19, DOs rate the effectiveness of CDWs in the West Coast between 6-7. Communities know who to approach for help when they need it because they go to their CDWs. There are many cases where people don't always know nor have the means to get help, so CDWs facilitate by doing referrals. In Cape Metro 1 and Cape Winelands CDWs received a rating of 7-8. “CDWs are like social workers” but there is room for improvement. Perhaps the shortcoming is not just on the part of the CDWs but from the lack of integration from other stakeholders. And addressing question 20, factors hampering effective contributions entail a large percentage of community members who are not aware of the role of CDWs as too few CDWs have been deployed. Better marketing strategies must be used to market CDWs, possibly the local municipality's marketing is not that good but CDWs must be known by what they do, “they must be up and awake”, being visible. The lack of resources hampers the effectiveness of CDWs in Cape Metro 1. CDWs must be given improved travel allowances and operational resources to enable them to function even better.

Responding to questions 21, 22 & 23, the DOs are not sure whether communities are given sufficient room to direct and own their development. Communities know what their needs are although they do not always know how to address those needs. People are empowered but it is a 50/50 situation as it depends on the individuals/ community itself but the municipality gives enough scope to address their input by way of the IDP, etc. The City uses community participation but sometimes the community finds it difficult to participate as they work in the day or the disabled are unable to attend the participation processes. However if and when CDWs are involved they can go to the community, especially the disabled, poor and aged to take the programmes to the people to share information in their language and in the comfort of their area thus overcoming some of the transport and other constraints experienced by the community. Answering question 24 communities understand, support and appreciate the role of CDWs judging from the number of people who make use of their services, referrals and

contacts for help, especially in areas where CDW presence is strong. Some areas may not have adequate programme knowledge; education and awareness could improve this.

Responding to question 25 many communities do well in arts and culture unfortunately there is not really buy-in from larger business to sell and utilise their products. Local communities need training and resources to market and sell their products, despite having some knowledge and training. There is a tendency to look back to find someone or something to blame. Often they lack a developmental mind-orientation or they believe that the world owes them or that they do not have much to offer. Communities are equipped with skills and resources but sometimes they need interventions to bring about a paradigm shift. Interventions could focus on school dropouts to empower them to be creative and focus on finding solutions to problems.

Answering question 26, DOs would like to ensure self-reliant sustainable development where communities are taught to “fish rather than being given a fish”. Communities must be informed. They cannot be developed without being informed and they must have a choice, for example women in plumbing – government must determine what the community’s needs rather than just deciding that women must be trained and skilled in plumbing. Despite poverty there are people in the community who have skills but not everyone wants to use their skills for the community’s benefit. Often training is made available but the community does not want to go the extra mile to use what they have. This is true of youth who have a particular mind-set problem believing that the world owes them, so why should they go out of their way to make a positive difference. At times communities use opportunities because it is there and not because that is necessarily what they need. Bottom-up planning must inform Government of the community’s needs, for example food gardens are good but communities do not use their initiative to resolve who gets to eat from the gardens and who takes ownership. We should not create the nation’s dependency on receiving hand-outs. There is still a strong top-down approach to development. Some communities still have a tendency of “we do the training – now are you going to give us jobs?”

Addressing question 27, West Coast’s perspective is that communities are not too dependent on the CDWs as Thusong Centres help people with their needs. CDWs sit at the Thusong Centre – they are there but there are also other people who can inform and guide the community. CDWs help but they will not be sorely missed if they are no longer there because

other things are in place for example departments have their own interns and the “world will not stop turning . . .”. The perception in Cape Metro 1 is that if the CDWP would cease at this point it would be a disaster. Even if CDWs are not able at present to reach everybody in the community, they have made a big difference in the lives of those they have helped thus far. It will be a disaster to do away with CDWs and the CDWP now, rather more CDWs must be deployed. The DO in Cape Metro 1 has seen and heard what CDWs do, it is sad but CDWs are like social workers - they really do make a difference. Previously the DO did not understand what CDWs do but since they had to use the municipal phones the DO has realised that it is sad that CDWs must scramble for resources. The Cape Winelands DO is of the opinion that communities will be put back decades and it will leave a major gap if the CDWP ceased to exist. For example community members are now empowered to belong to unions, a privilege they did not have in the past. Presently with the help of CDWs mobile Thusong Centres reach about 800 community members daily. CDWs passion for CD is infectious and the DO asserts that he daily learns more about the CDWP. His opinion is that the programme must be expanded to employ more CDWs as they are the gateway to assist the community to get access to various departments and institutions. There are 7 CDWs in the entire Drakenstein area who have to serve 31 wards of which 10 wards are in rural areas. They try to reach as many community members as possible but this is a massive area to cover by too few CDWs – the ratio of CDWs to wards is insufficient.

## **5.6 Key achievements and successes demonstrating effectiveness of CDWs**

Key achievements associated with the CDWP include leadership and assistance with indigent and grant subsidies, Local Economic Development (LED), job creation, poverty alleviation, disaster management, establishment of street committees, development initiatives; trendsetters in cooperative development, food gardens, surveys and community mobilisation around service delivery blockages, collaboration with other departments, management of nutritional centres through involvement in local partnerships with municipalities, consumer education, and administrative management of the CDWP.

These successes manifested itself through initiatives and projects such as beading projects, sewing projects to capacitate and accommodate the unemployed, organic and small farmer projects, brick making, job creation i.e. Big Roof, food gardens, securing funding for heritage preservation and youth development, special investigation to identify cases of housing fraud,

ownership and tracing beneficiaries who have benefitted from housing allocations, voter education, assistance with LED projects and the establishment of community safety forums, integration with mainstream human settlement development and collaboration with communities to conduct surveys and assess community needs, registrations of births, ID's and illegal immigrants with Home Affairs, mobilisation of volunteer campaigns, accessing services, mobilising the community for volunteer and other service delivery campaigns. Communities which have directly benefitted as a result of the assistance of CDWs include but are not limited to Kalbaskraal, Abbotsdale, Klawer, Bitterfontein, the DMA in the West Coast, Delft, Lang and Mfuleni, Bo Kaap, Wallacedene, Matjiesfontein, EersteRiver, Theewaterskloof, Stanford and Swellendam, Riviersonderend, Grabouw, Pacaltdorp, Hessequa, Suikerfontein, Zoar, Kannaland, Port Alfred Hamlet, Kayamandi and Khayelitsha (Report on Review of CDWP, 2009: 116-118).

### **5.7 Dilemma's, challenges and frustrations experienced by CDWs in their role as CAs**

Since inception the CDWP by nature was and continues to be a work in progress meaning that many unforeseen dilemma's, challenges and frustrations would be experienced by CDWs in their role as CAs. In this section the research will highlight some of these issues.

During the programmes conceptualization stage there was a great lack of programme development and implementation planning. Generally Government institutions lack understanding of and appreciation for the term CA as it refers to CDWs in the development context. Baseline studies done by DPLG and FCR found that there were deeper structural problems which underpin effectiveness of the CDWP; the impact of CDWs was more noticeable in areas where Government's national and provincial functions were weaker and the relationships between CDWs and other stakeholders were strained and weak. Effectiveness of the CDWP and CDWs is inhibited as adequate resourcing remains a barrier. Lacking infrastructure and shortage of resources is a major frustration as CDWs are not office bound but they are expected to effectively bring Government closer to the people. The lack of adequate access to telephones/cellular phone allowances/ computer/ faxes/ printers/ internet access in various instances to continue to seriously limit CDWs ability to communicate efficiently with all development stakeholders. Adequate resources, infrastructure and office space remains a matter of urgency. Inherent in its nature local government and especially

ward councils undergo changes in staff turnover leaving gaps in understanding; knowledge and support of the CDWP and CDWs. This significantly challenges CDWs and necessitates that those new and incoming ward councillors be educated on the CDWP. Often CDWs are not acknowledged for their work in closing the gap between Government and communities. Reasons for this include a lack of common understanding of their role, a lack of trust amongst stakeholders and differing expectations of stakeholders. Political interference and lack of buy-in from politicians is also source of frustration for CDWs. Politicians often drive their own political agendas and expect CDWs to do the same by acting on these agenda's. CDWs often feel isolated and burned due to the lack of institutional support and being expected to act contrary to CD and Batho Pele Principles. Bureaucratic structures also frustration CDWs as they are often restricted in using their initiative. They must abide by strict bureaucratic blueprints in dealing with matters. Initially CDWs had to deal with the lack of a policy framework and in some cases this still impacts their performance as successful awareness campaigns on their role and functions is still a shortcoming across all levels of Government.

Often work is duplicated and poor communication exist due to the lack of integration and coordination in planning and implementation of policies and programmes. Administrators refuse to accept that local communities possess valuable information and local intellectual capital about their environment, needs and resources, etc. and they often lack understanding and appreciation for the people's local meaning-giving context. Often conflicts of interest arise when individual or departmental target get preference and must be reached ahead of communities actual needs as identified by beneficiaries. The use of difficult concepts and terminology is often as source of confusion as it can mean different things to different people in the absence of a common understanding.

There is still a tendency amongst Government officials to follow a top-down approach to development. Often consulting and informing beneficiaries is mistaken as community participation. CDWs often face a dilemma in responding to community needs whilst having to adhere to organizational red tape and reforms in the execution of their duties. Senior Government officials and politicians often do not understand and appreciate the CDWs work context; hence they find it in order to impose their will upon them.

CDWs have a good understanding of the development needs of their community as they live and work in the community but they are limited in their ability to effect desired changes as

they lack the capacity to act of their own accord and/or they may need more training and development themselves to empower the community further. While CDWs may have an understanding and desire to implement holistic development it remains a challenge as competition exist between municipal departments resulting in a lack of integrated planning and coordination of efforts, i.e. silo approach. “The fact that the core management functions of the CDWP is located at a provincial level while the deployment and day to day work programme of the CDWs take place a municipal level” (Report on the CDWP, 2009:91) it hampers CDWs effectiveness. Despite most municipalities showing their commitment to implementing the CDWP by signing MOU’s the programme is still not enjoying full municipal support. Although several municipalities receive a CDWP Grant from Province some of them do not use the grant to benefit the CDWP or CDWs despite their budgets reflecting allocations in the CDWPs favour. Integration of the CDWP at local level has not taken place as desired as ineffective communication between Province and municipalities continue to be a concern. It appears that the skills and services of CDWs are still not utilised optimally as municipalities remain unsure as to the extent to which they can use CDWs at local level. DOs responsible for the CDWP function at municipal level may still not be suitably placed in the organisation or competent to do justice to the portfolio or they may not be fully educated and conversant about the CDWP or supportive of provincially employed CDWs who work at local level or even though DOs may be very supportive and wanting to give CDWs their best efforts to pursue a holistic approach to development. They are restricted from doing so by their superiors who may be of the opinion that other mandates and objectives of local government which take precedence and are much more important than the CDWP.

Some CDWs cited instances of resentment stating that their effectiveness was hampered by ineffective and late communication from Province and other stakeholders who often require them to drop what they were busy with to attend to urgent requests. CDWs frequently summarily have to deviate from plans and programmes they are engaged in causing disruption to their local duties and plans. Despite effective relationships, good communication and collaboration between CDWs and ward councillors remains a challenge. There are many reports with regards to strained relations. There is consensus that tension and hostility comes mostly from politicians and councillors due to a lack of trust on the part of councillors who feel that their positions are threatened; poorly defined and misunderstood roles between

CDWs, ward committees and councillors; political will of ward councillors wanting to dictate the CDWs efforts and councillors wanting CDWs to forward their own political agenda.

## **5.8 Conclusion**

The Western Cape has made significant progress in aligning itself with national development policy guidelines, vision, strategy and legislation. The Western Cape CDWP has established itself as a trendsetter with the development of its provincial Master Plan underpinning the precepts of national policy intent.

Healthy relations between stakeholders and CDWs enhance the pursuit of a holistic approach to development. There were positive results in wards where there is a regular presence of CDWs as opposed to the wards which do not have as regular access to the presence of CDWs. Communities which do not have regular CDW presence are often uninformed about the CDWP and have limited access to service delivery and Government programmes. Most respondents were of the opinion that CDWs were effective in meeting the communities' expectation and achieving sustainable self-reliant holistic development. There is consensus that should the CDWP or CDWs cease to exist it would leave huge service delivery gaps and a negative impact on access to services at grassroots.

There is still a need for formal awareness sessions and workshops to introduce the CDWP to uninformed communities. Factors which could promote the effectiveness of the CDWP include the deployment of more CDWs to ensure a fulltime presence of at least one CDW per ward; appropriate training; respect and support from local municipalities and other service delivery Government departments; amicable relationships amongst stakeholders; clarification of roles and objectives; equitable and safe work environments. The Province has improved much in the development and implementation of its monitoring and evaluation system, setting it apart as a benchmark. Since the programme inception and the 2009 report there has been improvement in budget and resource allocation but the CDWP budget and resources remains inadequate and negatively impacts CDWs effectiveness. CDWs desire career-pathing and advanced training opportunities to build on basic competencies and improve their qualifications and skills to qualify for promotions. Despite effectiveness CDWs still frequently experience frustrations and challenges in stakeholders understanding of the CDWP at municipal level. Poor information sharing, communication, marketing and programme

implementation strategies still exists amongst stakeholders. Joint training, cooperative planning amongst stakeholders to avoid duplication and maximise resources; and adequately equipped functional ward-based offices for CDWs still remain unattained ideals.

Institutional location of the CDWP remain a concern as respondents expressed fears of not enough institutional immunisation to insulate the programme against institutional and political interference and manipulation especially at local government level where many municipalities are politically hostile to the CDWP and CDWs.

Successes attesting to the effectiveness of the CDWP include the creation of a supervisory level to assist regional coordinators with the supervision of CDWs at local municipal level and the implementation of a functional rigorous monitoring and evaluation system managed by Provincial level. Despite many successes and numerous indications of effectiveness much unhappiness was still expressed at the lack of budgetary provisions especially as it was indicated that most CDWs are forced to use their salaries for operational expenses for items related to their work such as airtime and travel.

Finally, regarding their training most CDWs were of the opinion that the training they received prior to deployment equipped them with the necessary skills to perform tasks and functions optimally. More-in-depth training which could culminate in the achievement of formal tertiary qualifications such as a diploma or degree which could aid in pursuing further career opportunities was desirable. There were indication that advanced IT training; community counselling skills; project management skills; LED project initiation, facilitation and management; problem solving skills and participatory action research could be included in the further training initiatives.

## **CHAPTER SIX: Recommendations and Conclusion**

### **6.1 Introduction**

Based on the findings in the preceding case study it is evident that since the inception period of the CDWP Government has made strides in its attempt to achieve the objectives of the legal and policy framework which govern CD in South Africa. But shortcomings in the planning and implementation of the CDWP became evident as the programme moved from incubation to consolidation, resulting in various research efforts to analyse the success and constraints of the programme and chart a way forward to realise the ideals of the programme. The period leading to consolidation of the programme was paved with various initiatives like the CDWP handbook (DPSA, 2007; 2009) and Master Plan (DPSA, 2008-2014) amongst others as part of Government's intervention to remedy the situation. This research revealed that although CDWs are considered effective in their role as CAs they face numerous dilemmas, challenges and frustrations which hamper their performance. The chapter presents recommendations to improve the effectiveness of CDWs and reduce or eliminate some of the issues which CDWs experience in their role as CAs. The following recommendations are aimed at addressing the aforementioned finding.

### **6.2 Recommendations**

Some recommendations highlighted in the 2009 report remain valid and it would be beneficial to produce results in terms of implementation i.e. the production and distribution of a comprehensive Provincial CDWP case study booklet depicting development reports of programme achievements within the Province so as to develop coherent institutional support and memory. It will be insightful for annual reports reflecting cases studies, best practices, lessons learnt and the achievements of the CDWP and CDWs to generate in booklet form or electronically. It will be beneficial and necessary to distribute these reports to all Government departments; levels of Government and communities to foster trust, confidence, respect, transparency, accountability, recognition, support, collaboration, synergy, successful performance management and highlighting areas for improvement.

Although provincial government strived to ensure on-going training initiatives for CDWs, they should be afforded the opportunity to re-train and/or do further training. CDWs must undergo needs specific training and they must be allowed to do what they had been trained to do. Shortcomings identified by the skills development audit should be appropriately addressed to close the skills gap and promote individual empowerment. There is a need for more long term comprehensive training which afford CDWs the opportunity to impact and offer communities the full package without having to hand over to other specialist because CDWs do not possess adequate qualifications. Further training should include proposal writing and applications, legislation like the Municipal Finance Act and the Procurement Act and how these work, counselling, how to handle call outs at night, dealing with safety and security issues, project management, participatory action research, sustainable development, self-reliance, holistic/integrated community based development and supervisory and management skills. It would also be beneficial for training to be taken to the next highest levels i.e. a SAQA accredited diploma and degree level. CDWs would like to be challenged and developed further through academic training and career prospects to put them in line for promotions.

There should be greater participation and hands-on engagement with CDWs and communities from senior officials and top management at the various levels of government. Senior officials and councillors must also treat CDWs with respect and recognition for their work as CAs by interacting with them on a collective level. The role, function and duties of the CDWs must be communicated to all departments so that CDWs are not expected to do other departments work and CDWs need quick and efficient assistance from Government departments when making referrals, giving the programme greater credibility and success. Departments which do not integrate their efforts with other departments or duplicate work done by other departments must be evaluated and they should be adversely affected.

In some instances CDWs were bound to the office, frustrating the fulfilment of their mandate. They should be allowed greater freedom to work within the community as they have been appointed as “foot soldiers”. A mechanism must be put in place where CDWs are allowed to follow up on interventions to affirm and provide them feedback regarding their performance in terms of their commission. CDWs desire greater participation and an established role in the IDP process rather than being abused to do the “dirty”/ground work.

A performance plan is in place for CDWs however the focus groups with community members revealed that the community is not necessary aware of what the performance requirements of CDWs are and how it relates to addressing the community's needs. Sharing this information with the community will enable them to engage knowledgeably and provide educated feedback on the effectiveness of CDWs and job descriptions should be revised to give clear direction about what is expected of CDWs at national, provincial and local municipal levels.

Infrastructure must be adequately addressed to capacitate and empower CDWs to perform more effectively. Institutional support in terms of funding and infrastructure should be improved across all Government departments and structures. Strategies must be put in place to provide CDWs with adequate resources; facilitate empowerment and effectiveness leadership. There must be regular engagements with municipalities on a directorate level to ensure that CDWs get all the support needed to work effectively. Equipped offices, with relevant equipment, should be made available at local level for CDWs sole use so that they can function optimally.

Political interference hampers the effectiveness of CDWs and thus DLG; this type of interference should be dealt with. Higher organisations should support CDWs and protect them from abuse by politicians. Changes in political leadership often result in differing points of view regarding the role and expectation of CDWs at local level. Politicians and municipal officials should regularly be educated as to CDWs role. Resistance to the CDWP coming from a highly charged, competitive and contested political environment giving rise to shaky and hostile relations between stakeholders must be addressed. CDWP strategies promoting synergy, mutual respect and trust amongst councillors, CDWs, ward committees, grassroots communities, local municipalities and their officials should be devised to build confidence in the programme through combined inclusive and collaborative programmes.

Regular meetings should be convened at which CDWs can "rub shoulders with one another and share ideas to support each other and province should try to bring all CDWs together once or twice per year to iron out issues; engage with each other; give opportunity to share information and feedback; and meet in different regions. More regular meetings should also be convened between CDWs and senior officials so that they can offer CDWs greater support to bring about effective service delivery. And improved communication strategies and

structures should be implemented to improve communication amongst stakeholders and CDWs must be consulted and informed of proposed changes to structures or/and processes.

Supervisors recommend raising awareness of the CDWP through radio broadcast and interviews; promotional slots at church and other functions and/or having stalls at community events etc. More in-depth information sessions are needed to educate the community regarding the role of CDWs. Furthermore improved communication, marketing and stakeholder engagement strategies must be formulated and implemented to educate all stakeholders i.e. communities, ward councils, councillors and local municipalities on the CDWP to clarify the role, scope and purpose of the CDWP and the differing roles, services and responsibilities of all stakeholders in the CDWP.

Provincial conferences should also be conducted with the community to talk about the effectiveness of CDWs. There are recommendations from the community that provincial and national Government should work directly with the CDWs rather than through local government because in many instances there is a lack of cooperation and support for CDWs from the local municipality. CDWs must convene monthly meetings or information sessions to communicate with the community as a collective and workshops must be conducted where ward councillors, CDWs and the community are brought together to assess how and what each party is doing.

A recommendation from the supervisors is that there is a need for a more integrated approach with other Government departments by establishing the CDWP as an agency rather than having it reside fully under the wings of a municipality - thus reducing unnecessary red-tape and minimising the lack of commitment and cooperation from municipalities which do not acknowledge or recognise the value of CDWs. CDWs must report directly to their employer, i.e. to province or their specific department because it is more open and easily accessible to CDWs. In some municipalities there is much more red-tape than in others. For example there may be a CDWP budget available at municipal level but bureaucracy hamper CDWs from accessing these funds. CDWs indicated that municipalities are not always effective hence they recommend that CDWs must fall under National Government for greater grassroots impact. However there are also opinions that CDWs should work with district municipalities and have a central regional office as the regional office is far from them resulting in a lack of communication. As another alternative to the dilemma of the correct placement of the CDWP

supervisors recommend that an independent agency like Social Development, should be established with its own budget, having its own specifically directed focus and determining its own operations etc. Another alternative that may be to locate the CDWP is in a Public Participation Unit on municipal level to facilitate participatory grassroots development.

Local government must involve CDWs more, i.e. when doing budgeting they must be more developmental and include CDWs or at least the RCs from stage one in all departments as their functions are essentially about service delivery and CD. CDWs must give input in strategic plans and integration between the community, departments and other stakeholders in order to pursue uniform plans. Each municipality should have its own CDWP supervisor and municipalities must do away with pursuing personal agendas and favouritism. At present there is the perception that DOs do not have the time to build good relationships and partnerships with CDWs. This is something that should change as a matter of urgency so as to build trust, mutual respect and understanding.

It may be preferable to appoint a dedicated official specifically for CD at local municipal level whose job responsibility would solely entail the CDWP function at local level rather than having this portfolio as part of a list of other functions of an existing official as is presently the case.

Some municipalities employed their own Community Liaison Officers (CLO) and CDWs are required to report to these CLO. This is problematic as it confuses existing reporting structures as per the CDWP framework thus adherence to the framework must be enforced. Notwithstanding more CDWs must be deployed to a ratio of at least one CDW per ward although the ideal would be to have two CDWs per ward as some wards are particularly large. Where there are at least two CDWs per ward they can help and relieve each other, and be more effective in meeting communities' needs in a shorter time. At present many trained CDWs serve as unpaid volunteers assisting local municipalities. It will be beneficial to provide appropriate budget allocations for additional CDWs.

CDWs are of the opinion that holistic development must be improved with proper planning; getting more assistance from officials; having more manpower to reach the community and improved communication from the municipality. Government departments and officials must be answerable to the community for poor and non-delivery of services and when they do not

achieve targets. Government officials must also be better trained and equipped in holistic development, implementation of development strategies and service delivery. Communities must also receive training regarding development and their role in development. Holistic development can be more successfully pursued by having the different departments and stakeholders networking to plan how new initiatives will be collectively approached to benefit the community. In the West Coast especially duplication of items are a particular problem. Stakeholder engagements should be held to consolidate programmes so that they can combine resources to work collaboratively on mutual targets rather than each department doing its own thing and duplicating efforts. There may also be more value in State departments drafting their yearly plans and merging these with other departments in the finalisation of plans to combine plans and effort where target overarch, hence approaching development collectively. Government must also include CDWs in community related meetings so that CDWs can get first-hand information which they need to share with the community.

Interventions must be devised to overcome barriers hampering community participation so that all community members can have an opportunity and confidence to be heard. It will be helpful to use simple terminology in the community's indigenous language when meeting or communicating with beneficiaries to ensure they understand and contribute to Vision 2030, DLG and IDP helping them become the drivers of their own development. Concepts such as Vision 2030, IDP and DLP must be explained in such a way that it is more attractive and appealing for young people to participate in the holistic development process.

An equitable and fair remuneration structure should be implemented whereby CDWs enjoy equal benefits. As an incentive Government could consider offering an affordable housing scheme to CDWs to accommodate their level of income and policies and processes should be developed and implemented for CDWs to be reimbursed for out of pocket expenses as they often foot the bill for work related expenses to facilitate operations; achieve targets and ensure effective performance.

Progress regarding transport issues for CDWs has been made but there are still many situations where CDWs do not have adequate or exclusive use of vehicles. Despite budget allocations for vehicles to be purchased at local level for CDWs use this has not materialised, frustrating CDWs performance and effectiveness. Municipalities must be held accountable to make more vehicles available for sole use by CDWs or vehicle subsidies must be granted to

CDWs to purchase decent cars to facilitate work purposes, thus also empowering CDWs to become more self-reliant.

Finally, the safety of CDWs remains a concern. A policy guidelines and safety measures informing the safety and security of CDWs must be developed and implemented to minimise health and safety risks to CDWs.

### **6.3 Conclusion**

Exploring the theoretical views and frameworks for CD it is evident that South Africa's Government desires that its people interact with the different organs of State on a continuous basis. Community participation in development and their active participation with Government officials and other stakeholders in community meetings, ward committees and programmes form the basis for South Africa's democratic society. The CDWP was established in line with this to facilitate democratic governance, CD, poverty alleviation, self-reliance and sustainable development at grassroots through holistic development in partnership with beneficiaries.

With the commencement of the CDWP, formal presentations on the programme were conducted at municipal council and management meetings of other Government departments. The programme was introduced and a way forward was crafted for working relations and interactions between entities. Attempts succeeded and working relationships were formalised by entering into Service Level Agreements and MOUs to clarify roles, responsibilities and financial accountability. At community level road shows were conducted to introduce the CDWP and the services offered in particular areas, to encourage beneficiaries to support and/or access these services. A new cadre of civil servants, CDWs, were born out of this programme. CDWs interacted and continue to interact with the community via door-to-door campaigns, awareness campaigns, information sharing, data collection or feedback on progress regarding issues affecting the community.

Nturibi (1982:15) asserts that "the ultimate efficiency and effectiveness of any community-based system depends heavily on the functions and responsibility entrusted to these grassroots workers (CDWs) and how well they carry them out. It is essential that they be given strong,

continuous support and supervision from the outside in order to attain their competence, morale, credibility and effectiveness in the community. Care must be taken not to impose too many different functions and responsibilities on individual local workers, lest they end up doing none of them adequately. It is generally helpful if the local community plays a significant role in selecting them. Village workers should desirably possess the right values and motivations, a strong sense of community service, good intelligence, and the ability to take initiatives, accept responsibility and follow instructions. Through proper selection, orientation and training as well as follow-up supervision and counselling it is possible to encourage agents to develop the following required qualities, i.e. observant; analytical; patient and persevering; resourceful; approachable; self-motivated; humble; good communicator (good listening and speaking ability); organised and cooperative". It is therefore important that CDWs be empowered, nurtured and supported in their role as change agents in their pursuit of a holistic approach to development as they incorporate the building blocks of development towards facilitating self-reliance and sustainable development so as to meet the mandates of the Constitution (RSA, 1996), the Municipal Systems Act (32 of 2000) (RSA, 2000) the Intergovernmental Relations Act (13 of 2005) (RSA, 2005), the National Capacity Building Framework (2008-2011) and more importantly their own Community Development Worker Programme (2008-2014).

Assessing the effectiveness of CDWs as change agents in their pursuit of a holistic approach to development, the question to be answered is therefore: "Has the change which CDWs as change agents in partnership with the community, with due consideration for their meaning-giving context and IKS resulted in the beneficiaries of development being capacitated and empowered to influence, direct and own their development towards self-reliance and sustainability in their development journey?".

The Western Cape is one of the few provinces which have come a long way in its progress in moving away from broad strokes and generalisations towards refining its approach to effective CD by utilising the master plan to bring some focus. This focus has contributed towards value adding standardised, coordinated and well-structured guidelines for the implementation of the CDWP in the province in a manner which complements and is consistent with the overall objectives of DLG and IDP.

The province is achieving much success with the CDWP. Research findings indicate that CDWs are generally considered to be successful as they facilitate and enhance economic, social, political, cultural and religious change in their communities. Simultaneously research findings affirm the hypothesis that the effective of CDWs is hampered, as they are challenged and frustrated in their role as CA in their attempts to incorporate the building blocks of development in their pursuit of a holistic approach to development at grassroots level.

## REFERENCES

African Charter for Popular Participation in Development and Transformation 1990.

African National Congress (ANC). 1994. *The Reconstruction and Development Programme: A policy framework*. Johannesburg: Umanyano Publishers. pg 62.

Ambert, C. Chimbuya, S., Goldman, I., and Muthala, K. 2005. *Community-based Planning Facilitators Guide*. Pretoria: AICDD & Development Works.

Batten, T.R. 1957. *Communities and their development: an introductory study with special reference to the topics*. London: OUP.

Bless, C. and Higson-Smith. 1995. *Fundamentals of social research methods. An African perspective*. 2<sup>nd</sup> ed. Cape Town: Juta.

Bless, C. Higson-Smith, C. and Kagee, A. 2006. *Fundamentals of social research methods. An African perspective*. Cape Town: Juta.

Bourner, T. 2002. The research journey: four steps to success. In Greenfield, E. (ed.) *Research methods for postgraduates*. New York: OUP.

Brokensha, D. and Hodge, P. 1969. *Community development: An interpretation*. San Francisco: Chandler Publishing Company.

Bryant, C. and White, L.G. 1982. *Managing development in the Third World*. Boulder, CO: Westview Press.

Brynard, P.A. and Hanekom, S.X. (eds.) 2006. *Introduction to research in management related fields*, 2<sup>nd</sup> Ed. Pretoria: Van Schaik.

Burkey, S. 1993. *People First. A Guide to Self-Reliant, Participatory Rural Development*. London: Zed Books.

Cavaye, J. (undated). Understanding community development. [Online] Available at: <http://www.communitydevelopment.com.au/Documents/Understanding%20Community%20Development.pdf>. (Accessed 12 October 2012).

Chambers, R. 1997. *Whose Reality Counts? Putting the First Last*. London. ITDG Publishing.

Chile, L. 2003. *Community Development Workers as Development Initiators for Community Well-being*. Auckland New Zealand.

Coetzee, J. 2001. A micro foundation for development thinking. In Coetzee, J., Graaff, J, Hendricks, F. and Wood, F. *Development theory, policy and practice*. Cape Town: OUP.

Cohen, J. and Uphoff, N. 1977. *Rural Development Participation: Concepts and measures for project design, implementation and evaluation*. Ithaka: Cornell University.

Community Development Exchange. 2011. *What is community development?* [Online] Available at: [http://www.iacdglobal.org/files/what\\_is\\_cd.pdf](http://www.iacdglobal.org/files/what_is_cd.pdf). (Accessed 10 September 2012).

Cornwell, L. 1986. *Gemeenskapontwikkeling: wetenskaplike konsep of metafoor?* M.A. Thesis. Pretoria: University of South Africa.

Cummings, F.H. 1997. Role of participation in the evaluation and implementation of development projects. *Knowledge & Policy: International Journal of Knowledge Transfer and Utilisation*. Spring/Summer 97, Vol.10: 1/2, 24-33.

Davids, I. 2005a. Development theories: past and present. In Davids, I., Theron, F. & Maphunye, K.J. 2005. *Participatory development in South Africa: A development management perspective*. Pretoria: Van Schaik. pg 1-29.

Davids, I. 2005b. Development management as an interdisciplinary field. In Davids, I., Theron, F. & Maphunye, K.J. (eds.) *Participatory development in South Africa: A development management perspective*. Pretoria: Van Schaik.

Davids, I. 2008. The global context of development and its effect on South Africa – a macro approach. In Theron, F. (ed). *The development change agent: a micro-level approach to development*. Pretoria: Van Schaik.

Davids, I. and Maphunye, K.J. 2005. The public sector: promoting development and good governance. In Davids, I., Theron, F. & Maphunye, K.J. (eds.) *Participatory development in South Africa: A development management perspective*. Pretoria: Van Schaik.

Davids, I. Theron, F. and Maphunye, K.J. 2005. *Participatory development in South Africa: A development management perspective*. 1<sup>st</sup> ed. Pretoria: Van Schaik.

Davids, I. Theron, F. and Maphunye, K.J. 2009. *Participatory development in South Africa: A development management perspective*. 2<sup>nd</sup> ed. Pretoria: Van Schaik.

Davies, A. 2009. Understanding local leadership in building the capacity of rural communities in Australia. *Geographic Research*; Vol. 47: 380-389.

De Beer, F. and Swanepoel, H. 1998. *Community development and beyond: issues, structures and procedures*. Pretoria: Van Schaik.

Department of Cooperative Governance and Traditional Affairs. (CoGTA) 2006. *A handbook on Community Development Workers in South Africa*. Pretoria: CoGTA.

Department of Local Government and Housing. 2008. National Capacity Building Framework for Local Government.2008-2011.DLG.

Department of Local Government and Housing. 2012. National Capacity Building Framework for Local Government.2012-2016.DLG.

Department Public Service and Administration (DPSA). 2008-2014. *Community Development Workers: Master Plan*. Pretoria: DPSA.

Department Public Service and Administration (DPSA). 2007. *A handbook for Community Development Workers*. Ministry for Public Service and Administration. South Africa.

Department Public Service and Administration (DPSA). 2009. *Community Development Handbook*. Pretoria: DPSA.

De Visser, J. 2009. Developmental Local Government in South Africa: Institutional fault lines". *Commonwealth Journal of Local Governance*.1 (2) [Online] Available at: <http://www.austlii.edu.au/au/journals/ComJLLocGov/2009/2.html> (Accessed 23 June 2011).

Downing, M., Rosenthal, J. and Hudson, M. 2002. Community Capacity Building. Conference Paper presented at the WM'02 Conference, 24-28 February, Tucson, Arizona.

Economic Commission of Latin America. 1973. Popular Participation in Development, *Community Development Journal*, Vol. 8:2, pp77-93.

Everatt, D. and Gwagwa, L. 2005. *Community driven development in South Africa. 1990-2004*. Africa Region Working Paper Series, No 92. [Online] Available at: <http://www.worldbank.org/afr/wps/wp92.pdf>. (Accessed 4 June 2010).

Everatt, D. and Zulu, S. 2001. Analysing rural development programmes in South Africa 1994–2000. *Development Update* Vol. 3:4, 1-38.

Ghai, D. 1998. *Participatory development: Some perspectives from grass-roots experiences*. Geneva: UNRISD.

Gray, M. and Mubangizi, BC. 2009. Caught in the Vortex: Can Local Government Community Development Workers in South Africa Succeed? *Community Development Journal*. Vol. 45 (2), 186-197.

Gwala, M. and Theron, F. 2012. *Beyond community meetings: towards innovative participation in developmental local government*. 13th International Winelands Conference, Stellenbosch

Hart, CS. 2012. Professionalisation of Community Development in South Africa: Process, issues and achievements. *Africanus*. Vol. 42 (2), 55-66.

Heller, P. 2008. Local democracy and development in comparative perspective. In Van Donk, M., Swilling, M., Pieterse, E. and Parnell, S. *Consolidation developmental local government: Lessons from the South African Experience*. Cape Town: UCT Press.

Hettne, B. 1990. *Development theory and the three worlds*. Harlow: Longman.

Hickey, S. and Mohan, S. 2004. *Participation. From tyranny to transformation: Exploring new approaches to participation in development*. London: Zed Books.

Holdcroft, L. 1978. *The rise and fall of community development in developing countries, 1950-1965; A Critical Analysis and an Annotated Bibliography*, MSU Rural Development Paper No.2, 1978.

Holdcraft, L. and Jones, G. 1982. The rise and fall of community development in developing countries, 1950-1965: A critical analysis and implications. In Jones, G. and Rolls, M. (ed.). *Progress in Rural Extension and Community Development: Extension and relative advantage in rural development*. Michigan: Wiley.

IAP2. 2000; 2002. International Association for Public Participation. [Online] Available at: <http://www.iap2.org/>. (Accessed 24 September 2012).

IDP Guide Pack. [Online] Available at: <http://www.limpopo-dlgh.gov.za/docs/IDP%20-%20General%20Overview%20Guide%20Pack.pdf>. (Accessed 18 September 2012).

Ife, J. 1995. *Community development: Creating community alternatives - vision, analysis and practice*. South Melbourne: Longman.

Ife, JW. and Tesoriero, F. 2006. *Community development: Community-based alternatives in an age of globalisation*. 3<sup>rd</sup> ed. Australia: Pearson Education.

Kaplan, A. 1996. *The development practitioner's handbook*. London: Pluto Press.

Kaplan, A. 2002. *Development practitioners and social process. Artists of the invisible*. London: Pluto Press.

Kotze, D.A. and Kotze, P.M.J. 2008. Understanding communities and enabling people: a holistic approach. In Theron, F. (ed.). *The development change agent: a micro-level approach to development*. Pretoria: Van Schaik.

Kruger, L.A. and Sowman, M. 2004. Western Cape IDP Environmental Toolkit Handbook. Western Cape. Dept Environmental Affairs & Dev. Planning, National Dept Environmental Affairs & Tourism.

Kumar, S. 2002. *Methods for Community Participation: A complete guide for practitioners*. London: ITDG Publishing.

Manila Declaration on people's participation and sustainable development, 1989. Philippines" ANGOC.

Mansuri, G. and Rao, V. 2003. *Evaluating Community-based and community-driven development: a critical review of the evidence*. World Bank.

Mansuri, G. and Rao, V. 2004. "*Community-based (and driven) development: A critical review*," Policy Research Working Paper Series 3209, The World Bank.

Mbeki, T. 2003a. *State of the Nation Address*, February 14, 2003. [Online] Available at: <http://www.dfa.gov.za/docs/speeches/2003/mbek0214.htm>. (Accessed 1 November 2010).

Mbeki, T. 2003b. *Address to the National Council Of Provinces*, 11 November 2003 [Online] Available at: <http://www.dfa.gov.za/docs/speeches/2003/mbek1111.htm> (Accessed 01 November 2010).

Mbeki, T. 2004. State of the Nation Address of the President of South Africa, Thabo Mbeki: Houses of Parliament, Cape Town, 6 February 2004 [Online] Available at: <http://www.info.gov.za/speeches/2004/04020610561002.htm>. (Accessed 5 November 2012).

Mbeki, T. 2004. Address by the President of South Africa, Thabo Mbeki, on the occasion of his Inauguration and the 10<sup>th</sup> Anniversary of Freedom, Pretoria, 27 April 2004.

Mbeki, T. 2005. Address of the President of South Africa, Thabo Mbeki, at the National Council of Provinces, Limpopo, 4 November 2005. [Online] Available at: <http://www.dfa.gov.za/docs/speeches/2005/mbek1104.htm>.

Mbeki, T. 2006. State of the Nation Address. [Online] Available online at: <http://www.info.gov.za/speeches/2006/06020310531001.htm> (Accessed 08 October 2008).

Mellors, C. and Copperthwaite, N. 1987. *Local Government in the community*. SA Publishing Ltd: Cambridge.

Monaheng, T. 2008. Community development and community organization – the role of the change agent. In Theron, F. (ed.) *The development change agent: a micro level approach to development*. Pretoria: Van Schaik.

Mouton, J. 2005. *How to succeed in your Master's and Doctoral Studies. A South African guide and resource book*. Pretoria: Van Schaik.

Mubangizi, BC. 2009. Community Development Workers in South Africa: The Work, the Workers & the Challenges. *Journal of Public Administration*. Vol. 44 (3) , 435-450.

National Archives. 2008. *National Occupational Standards for Community Development. Lifelong learning*. UK. London. [Online] <http://webarchive.nationalarchives.gov.uk/20100216092443/lluk.org/developing-national-occupational-standards.htm> (Accessed 8 August 2012).

Nturibi, D. 1982. Training in Communications for Community Development Workers. A paper read at the Communications for Basic Services Sub-Regional Trainers Workshop in Mbabane March 1982.

Oakley, P. 1991. *Projects with people – the practice of participation in rural development*. Geneva: ILO.

Oranje, M., Harrison, P., Van Huysteen, E. and Meyer, E. 2000. A policy paper on integrated development planning, prepared for the South African Department for Provincial and Local Government, October 2000.

Olorunnisola, A.A. 2002. Community Radio: Participatory communication in post-apartheid South Africa, *Journal of Radio and Audio Media* Vol. 9(1): 126-45.

Parliamentary Monitoring Group (PMG). 2007. Presentation to the portfolio committee on public service and administration, Limpopo, 5 October 2007. The Impact of the Community Development Worker Programme [Online] Available at: <http://www.pmg.org.za/docs/2007/071114limpopo.htm> (Accessed 8 August 2011).

Parliamentary Monitoring Group (PMG). 2009. Available at: <http://www.pmg.org.za/questions-and-replies/2009/11/25/question-replies-no-2176-2200> (Accessed 9 September 2014).

Parnell, S. 2008. Consolidating developmental local government. In Van Donk, M., Swilling, M., Pieterse, E. and Parnell, S. (eds.) *Consolidating Developmental Local Government: Lessons from the South African Experience*. Cape Town: UCT Press.

Paul, S. 1987. *Community participation in development projects*. Discussion Paper No 6 World Bank: Washington DC.

Payn, V. 2007. The holistic garden. *SA Gardening*, April, 24-27.

Phifer, B.M. 1980. "History of Community Development in America. In Christenson, J.A. and Robinson, J.W. (Jr) (eds). *Community Development in America*. Ames: The Iowa State University Press.

Pieterse, E. and Van Donk, M. 2008. Developmental local government. Squaring the circle between policy intent and impact. In Van Donk, M., Swilling, M., Pieterse, E. and Parnell, S. (eds.) *Consolidating Developmental Local Government: Lessons from the South African Experience*. Cape Town: UCT Press.

Rauch, T. 2003. *Principles of integrated development planning and assessment of the process 2001/2002*. Department of Provincial and Local Government, Pretoria: UNDP & SALGA.

Republic of South Africa (RSA). 1994. *White Paper on Reconstruction and Development* (Notice 154 of 1994). Pretoria: Government Printers.

Republic of South Africa (RSA). 1996. *Constitution of the Republic of South Africa*. Pretoria: Government Printers.

Republic of South Africa (RSA). 1997. *White Paper on Transforming Public Service Delivery*. Pretoria: Government Printers.

Republic of South Africa (RSA). 1998. *White Paper on Local Government*. Pretoria: Government Printers.

Republic of South Africa (RSA). 2000. *Municipal Systems Act (32 of 2000)*. Pretoria: Government Printers.

Republic of South Africa (RSA). 2003. *Municipal Finance Act (56 of 2003)*. Pretoria: Government Printers.

Republic of South Africa (RSA). 2004. *Community Development Worker: Course Manual, Book 1*. Department of Provincial and Local Government. SETA, Education and training unit, Pretoria, South Africa: LGSETA.

Republic of South Africa (RSA). 2005. *Intergovernmental Relations Framework Act (13 of 2005)*. Pretoria: Government Printers.

Republic of South Africa (RSA). 2007. *Handbook for Community Workers and Grassroots Innovation: A guide for communities about CDWs*. Pretoria: RSA.

Rhoades, R. 2000. *Study Guide 205: Development Planning and Community Participation*. Wellington: Huguenot College.

Rondinelli, D.A. 1993. *Development projects as policy experiments: an adaptive approach to development administration*. London: Routledge.

Shah, A. 2009. *Sustainable Development Introduction*. [Online] Available at: <http://www.globalissues.org/article/408/sustainable-development-introduction#WhatisSustainableDevelopment> (Accessed 8 May 2011).

Sihlongonyane, M. 2009. Community development as a buzz-word. *Development in Practice*, 19:2, 136-147.

South African Government Information. 2004. Draft Speech notes for the Deputy Minister for Provincial and Local Government, Ms N Botha, delivered on the occasion of a National Stakeholders Workshop on Community Development Workers (CDWS) Holiday Inn, Johannesburg International Airport, 26 January 2004 [Online] available at: <http://www.info.gov.za/speeches/2004/04012710461004.htm> (Accessed 01 November 2010).

South African Government Information. 2005. *Community development workers*. [Online] Available at: <http://www.info.gov.za/issues/cdw.htm> (Accessed 27 May 2011).

SouthAfrica.info. 2005. *Community development workers*. [Online] Available at: <http://www.southafrica.info/about/social/communityworkers.htm>. (Accessed 09 May 2011).

South African Management Development Institute (SAMDI). 2005. Evaluation of the Community Development Worker (CDW) Programme. Research Report. [Online]. Available at: (<http://152.112.253.5/Document-1585.phtml>). (Accessed 10 September 2012).

Swanepoel, H. 1997. Introduction. In Swanepoel, H. and De Beer, F. (eds). *Introduction to development studies*. Johannesburg: International Thomson.

Swanepoel, H. 2000. The dynamics of development. In De Beer, F. and Swanepoel, H. (eds). *Introduction to development studies*. Cape Town: OUP.

Swanepoel, H. and De Beer, F. (eds). 1997. *Introduction to development studies*. Johannesburg: International Thomson.

Swanepoel, H. and De Beer, F. 1998. *Community capacity building: A guide for field workers and community leaders*. Cape Town: OUP.

Swanepoel, H. and De Beer, F. 2006. *Community development. Breaking the cycle of poverty*. 4<sup>th</sup> ed. Cape Town: Juta.

Theron, F. 2005a. Trends in micro-level development. In Davids, I., Theron, F. and Maphunye, K. J., *Participatory development in South Africa: A development management perspective*. Pretoria: Van Schaik.

Theron, F. 2005b. Public participation as a micro-level development strategy. In Davids, I., Theron, F. and Maphunye, K.J. *Participatory development in South Africa: A development management perspective*. Pretoria: Van Schaik.

Theron, F. (ed.) 2008. *The development change agent: A micro-level approach to development*. Pretoria: Van Schaik.

Theron, F. (ed.) 2008a. The development change agent: a micro level approach to development. In Theron, F. (ed.) *The development change agent: A micro level approach to development*. Pretoria: Van Schaik.

Theron, F. (ed.) 2008b. Key themes, reflection and action for development change agents – a call for a change agent-beneficiary partnership. In Theron, F. (ed.) *The development change agent: A micro level approach to development*. Pretoria: Van Schaik.

Theron, F. (ed.). 2008c. The change agent-project beneficiary partnership in development planning – theoretical perspectives. In Theron, F. (ed.) *The development change agent: A micro level approach to development*. Pretoria: Van Schaik.

Theron, F. 2008. *MPA Integrated community-based development programme Guide*. School of Public Leadership. University of Stellenbosch: Stellenbosch.

United Nations (UN). 1963. *Community development and national development*. New York: Ad Hoc Group of experts on Community Development.

United Nations (UN). 1992. Agenda 21- An agenda for sustainable development into the 21<sup>st</sup> Century.

United Nations (UN). 1995. World Summit on Social Development. Report of the world summit on social development. Copenhagen 6-12 March 1995, Denmark. [Online] Available at: <http://www.un.org/documents/ga/conf166/aconf166-9.htm> (Accessed 01 November 2010).

United Nations (UN) (ESCAP). 2009. Case studies on community participation: regional trends, issues and practices in rural poverty reduction. [Online] Available at: [http://www.unescap.org/pdd/publications/poverty\\_and\\_development/trends\\_rural.pdf](http://www.unescap.org/pdd/publications/poverty_and_development/trends_rural.pdf). (Accessed 23 October 2012).

United Republic of Tanzania. 2012. *Ministry of community development, gender and children*. [Online] Available at: <http://www.mcdgc.go.tz/> (Accessed 06 June 2012).

Welman, C. Kruger, F. and Mitchell, B. 2006. *Research Methodology*. 3<sup>rd</sup> ed. Oxford: Oxford University Press.

## ANNEXURE A

### CDW QUESTIONNAIRE ON THE EFFECTIVENESS OF CDW'S AS CHANGE AGENTS AT GRASSROOTS LEVEL

*Dear CDW, the purpose of this questionnaire is to gather much need valuable information from you to be used as research as part of an independent study, in order to determine the effectiveness of CDW's as change agents within the context of Developmental Local Government and the Integrated Development Plan, at local municipal level in your pursuit of a holistic approach to development. You are kindly requested to answer these questions as honestly and completely as possible and you are assured that the information you have supplied will be treated discretely and confidentially. You are under no obligation to provide your name or surname for the purpose of this research.*

1. Who is your current employer? \_\_\_\_\_
2. Where are you deployed? \_\_\_\_\_
3. How long have you been employed as a CDW? \_\_\_\_\_
4. What is your understanding of Developmental Local Government and Integrated Development Planning and how if in any way, can it best be improved to ensure more successful people-centred development in poverty alleviation?  
\_\_\_\_\_
5. What are your thoughts on the Community Development Worker Programme (CDWP) and the impact which the CDWP and CDW's have on the beneficiaries of development?  
\_\_\_\_\_
6. What difference, if any, is the CDWP making on the lives of the beneficiaries of development? And how can the CDWP best be improved to ensure greater impact on the development needs of beneficiaries as identified by the beneficiaries themselves?  
\_\_\_\_\_
7. Did you receive formal training as a CDW prior to deployment?  
\_\_\_\_\_
8. Was the training you received prior to deployment relevant to the work you are required to perform as a CDW and did it prepare you adequately for the context in which you are expected to function effectively as change agents at grassroots level? Please explain.  
\_\_\_\_\_
9. What, if anything, could be done to best improve the training of CDW's post or prior to deployment? \_\_\_\_\_

10. What is your understanding of the term “change agent” and also the role of the change agent in community development? \_\_\_\_\_
11. What is your understanding of a holistic approach to development?  
\_\_\_\_\_
12. Describe how you see your role as change agent in facilitating a holistic approach to development whilst at the same time ensuring that real needs, as identified and informed by the beneficiary community themselves, are appropriately addressed with due consideration and appreciation for the local meaning giving context and indigenous knowledge systems of the beneficiary community? \_\_\_\_\_
13. What, if anything, can be done to improve the successful pursuit of a holistic approach to development? \_\_\_\_\_
14. Is the environmental-, social-, political-, economic-, cultural-, psychological context in which you are working supportive and enabling for you to function effectively in your role as change agent? If it is not sufficiently enabling, how can it best be improved? Please motivate. \_\_\_\_\_
15. Does the administrative and organisational environment in which you work allow you to be innovative and creative in your role as change agent or is it rigid, predetermined, prescriptive and inflexible? How could it best be improved if it is rigid, predetermined, prescriptive and inflexible? Please motivate. \_\_\_\_\_
16. Are you of the opinion that you have access to the necessary administrative and financial resources and support of government to assist you to be an effective change agent in the community in which you work? Please motivate and indicate how it can best be improved if it is not adequate. \_\_\_\_\_
17. Are you successfully incorporating the building blocks of development, i.e. participation; social learning process; capacity building; self-reliance; empowerment and sustainable development, in pursuit of a holistic approach to development? Please motivate and if you are not successfully incorporating these building blocks at present, how can this best be improved? \_\_\_\_\_
18. Do you know what the annual performance targets of provincial and local government are? Are you facilitating the achievement of these targets? If so, how and what is your role? \_\_\_\_\_
19. How do the annual performance targets of provincial and local government relate to community development at local grassroots level and would you say these targets are

informed by and actually address real needs as identified by the beneficiary community?

Please motivate. \_\_\_\_\_

20. In your opinion, are communities better off for CDW's having been there to assist the beneficiary communities in achieving their development goals and helping them with their problems or are beneficiary communities poorer for CDW's leaving once the development goals of the beneficiaries has been achieved and their needs met? Please motivate. \_\_\_\_\_
21. On a scale of 1 - 10, with 10 being the highest, how would you rate your own effectiveness as a CDW in your role as a change agent, in pursuit of a holistic approach to development in poverty alleviation and helping people with their problems at grassroots level in the local community? Please motivate \_\_\_\_\_
22. In your opinion, are there any factors which hamper the effectiveness of CDW's in their role as change agents within the community? If so, please identify those factors and motivate why they hamper the effectiveness of CDW's and what can be done to address those factors. \_\_\_\_\_
23. Describe the nature of your role and the extent of your involvement with the CDW's, local beneficiary communities and other government departments? \_\_\_\_\_
24. Based on your experience what are your ideals for the local community in which you work? \_\_\_\_\_
25. In your opinion, hypothetically speaking, what would the effect be on the beneficiaries of development at local grassroots level if the CDWP were no longer to exist and/or if CDW's were withdrawn from beneficiary communities? \_\_\_\_\_

*Thank you for your participation in this research and for your willingness to complete this questionnaire!*

## ANNEXURE B

### QUESTIONNAIRE FOR REGIONAL COORDINATORS ON THE EFFECTIVENESS OF CDW'S AS CHANGE AGENTS AT GRASSROOTS LEVEL

*Dear Regional Coordinator, the purpose of these questions are to gather much need valuable information from you to be used as research as part of an independent study, in order to determine the effectiveness of CDW's as change agents within the context of Developmental Local Government and the Integrated Development Plan, at local municipal level in pursuit of a holistic approach to development. All the information you supply will be treated discretely and confidentially.*

1. Describe the nature of your role and the extent of your involvement with the CDW's, local beneficiary communities and other government departments? \_\_\_\_\_
2. How, if in any way, can Developmental Local Government and Integrated Development Planning best be improved to ensure a more successful people-centred, holistic approach to development and poverty alleviation? \_\_\_\_\_
3. What are your thoughts on the Community Development Worker Programme (CDWP) and the impact which the CDWP and CDW's have on the beneficiaries of development?  
\_\_\_\_\_
4. What difference, if any, is the CDWP making on the lives of the beneficiaries of development? And how can the CDWP best be improved to ensure greater impact on the development needs of beneficiaries as identified by the beneficiaries themselves?  
\_\_\_\_\_
5. Describe what skills and competencies CDW's need to perform their role effectively within the community and how, if in any way, the training they received has equipped them to acquire these skills and competencies? \_\_\_\_\_
6. Was the training which CDW's received, relevant to the work they are required to perform and did it prepare them adequately for the context in which they are expected to function effectively as change agents at grassroots level? Please \_\_\_\_\_
7. What, if anything, could be done to best improve the training of CDW's post or prior to deployment? \_\_\_\_\_
8. Describe how you perceive the effectiveness of CDW's in their role of change agents in their pursuit of a holistic approach to development whilst endeavouring to meet the performance targets of their organisation and at the same time ensuring that real needs, as identified and informed by the beneficiary community themselves, are appropriately addressed with due consideration and appreciation for the local meaning giving context and indigenous knowledge systems of the beneficiary community? \_\_\_\_\_

9. Describe the nature of the relationships and interactions between CDW's, the various levels of government, other state departments and the local communities they serve.  
\_\_\_\_\_
10. Are these relationships and interactions conducive, supportive and cooperative to promoting the effectiveness of CDW's in their pursuit of a holistic approach to development? If it is not, how can it best be improved to make it more conducive? \_\_\_\_\_
11. In addition to their current roles and responsibilities are there any other new, additional or alternative roles which local government departments, their officials and CDWs can perform in pursuit of a holistic approach to development? \_\_\_\_\_
12. Is the environmental-, social-, political-, economic-, cultural-, psychological context in which CDW's are working supportive and enabling for them to function effectively in their role as change agents? If it is not sufficiently enabling, how can it best be improved? Please motivate.  
\_\_\_\_\_
13. Does the administrative and organisational environment in which CDW's work allow them to be innovative and creative in their role as change agents or is it rigid, predetermined, prescriptive and inflexible? How could it best be improved if it is rigid, predetermined, prescriptive and inflexible? Please motivate. \_\_\_\_\_
14. Are you of the opinion that CDW's have access to the necessary administrative and financial resources and support of government to assist them to be effective change agents in the community in which they work? Please motivate and indicate how it can best be improved if it is not adequate. \_\_\_\_\_
15. Are CDW's successfully incorporating the building blocks of development, i.e. participation; social learning process; capacity building; self-reliance; empowerment and sustainable development, in pursuit of a holistic approach to development? Please motivate and if they are not successfully incorporating these building blocks at present, how can this best be improved?  
\_\_\_\_\_
16. Do CDW's know what the annual performance targets of provincial and local government are? Are they facilitating the achievement of these targets? If so, how and what is their role?  
\_\_\_\_\_
17. How do the annual performance targets of provincial and local government relate to sustainable community development and empowerment at local grassroots level and would you say these targets are informed by and actually address real needs as identified by the beneficiary community? Please motivate. \_\_\_\_\_
18. In your opinion, are communities better off for CDW's having been there to assist the beneficiary communities in achieving their development goals and helping them with their problems or are beneficiary communities poorer for CDW's leaving once the development goals of the

beneficiaries has been achieved and their needs met? Please motivate.

---

19. On a scale of 1 - 10, with 10 being the highest, how would you rate the effectiveness of CDW's in their role as change agents, in pursuit of a holistic approach to development in poverty alleviation and helping people with their problems at grassroots level in the local community? Please motivate \_\_\_\_\_
20. In your opinion, are there any factors which hamper the effectiveness of CDW's in their role as change agents within the community? If so, please identify those factors and motivate why they hamper the effectiveness of CDW's and what can be done to address those factors.  
\_\_\_\_\_
21. In your opinion, do CDW's truly understand the needs of the beneficiary communities and they appropriately address those needs? Please motivate. \_\_\_\_\_
22. Are beneficiary communities afforded sufficient room to direct and own their own development by identifying their development needs and how those needs will be addressed? Please motivate.  
\_\_\_\_\_
23. Do CDW's, local and other government departments, the different spheres of government and other development agencies give sufficient opportunity for beneficiary communities to inform, influence and direct their own development by acknowledging their local meaning-giving context, indigenous knowledge systems and resources. Please motivate.  
\_\_\_\_\_
24. Does the community understand, support, cooperate and appreciate the role of CDW's as change agent at grassroots? \_\_\_\_\_
25. What skills, competencies and resources are available in the local community that can assist in your work? How can these skills, knowledge, competencies and resources be harnessed to facilitate holistic development? \_\_\_\_\_
26. Based on your experience what are your ideals for the local community in which you work?  
\_\_\_\_\_
27. In your opinion, hypothetically speaking, what would the effect be on the beneficiaries of development at local grassroots level if the CDWP were no longer to exist and/or if CDW's were withdrawn from beneficiary communities? \_\_\_\_\_

*Thank you for your participation in this research and for your willingness to answer these questions!*

## ANNEXURE C

### FOCUS GROUPS QUESTIONS FOR LOCAL COMMUNITIES ON THE EFFECTIVENESS OF CDW'S AS CHANGE AGENTS AT GRASSROOTS LEVEL

*Dear Participants, the purpose of these questions are to gather much need valuable information from you to be used as research as part of an independent study, in order to determine the effectiveness of CDW's as change agents within the context of Developmental Local Government and the Integrated Development Plan, at local municipal level in pursuit of a holistic approach to development. All the information you supply will be treated discretely and confidentially.*

1. Describe the nature and the extent of your involvement with the CDW's, development agencies and other government departments? \_\_\_\_\_
2. How, if in any way, can Developmental Local Government and Integrated Development Planning best be improved to ensure a more successful people-centred, holistic approach to development and poverty alleviation? \_\_\_\_\_
3. What are your thoughts on the Community Development Worker Programme (CDWP) and the impact which the CDWP and CDW's have on the beneficiaries of development? \_\_\_\_\_
4. What difference, if any, is the CDWP making on the lives of the beneficiaries of development? And how can the CDWP best be improved to ensure greater impact on the development needs of beneficiaries as identified by the beneficiaries themselves? \_\_\_\_\_
5. In your opinion, what skills and competencies do CDW's need to perform their role effectively within the community and how, if in any way, has the training they received equipped them to acquire these skills and competencies? \_\_\_\_\_
6. Was the training which CDW's received, relevant to the work they are required to perform and did it prepare them adequately for the context in which they are expected to function effectively as change agents at grassroots level? Please explain. \_\_\_\_\_
7. What, if anything, could be done to best improve the training of CDW's post or prior to deployment? \_\_\_\_\_
8. Describe how you perceive the effectiveness of CDW's in their role of change agents in their pursuit of a holistic approach to development whilst endeavouring to meet the performance targets of their organisation and at the same time ensuring that real needs, as identified and informed by the beneficiary community themselves, are appropriately addressed with due consideration and appreciation for the local meaning giving context and indigenous knowledge systems of the beneficiary community? \_\_\_\_\_

9. Describe the nature of the relationships and interactions between CDW's, the various levels of government, other state departments and the local communities they serve.  
\_\_\_\_\_
10. Are these relationships and interactions conducive, supportive and cooperative to promoting the effectiveness of CDW's in their pursuit of a holistic approach to development? If it is not, how can it best be improved to make it more conducive?  
\_\_\_\_\_
11. In addition to their current roles and responsibilities are there any other new, additional or alternative roles which local government departments, their officials and CDWs can perform in pursuit of a holistic approach to development? \_\_\_\_\_
12. Is the environmental-, social-, political-, economic-, cultural-, psychological context in which CDW's are working supportive and enabling for them to function effectively in their role as change agents? If it is not sufficiently enabling, how can it best be improved? Please motivate.  
\_\_\_\_\_
13. Does the administrative and organisational environment in which CDW's work allow them to be innovative and creative in their role as change agents or is it rigid, predetermined, prescriptive and inflexible? How could it best be improved if it is rigid, predetermined, prescriptive and inflexible? Please motivate. \_\_\_\_\_
14. Are you of the opinion that CDW's have access to the necessary administrative and financial resources and support of government to assist them to be effective change agents in the community in which they work? Please motivate and indicate how it can best be improved if it is not adequate. \_\_\_\_\_
15. Are CDW's successfully incorporating the building blocks of development, i.e. participation; social learning process; capacity building; self-reliance; empowerment and sustainable development, in pursuit of a holistic approach to development? Please motivate and if they are not successfully incorporating these building blocks at present, how can this best be improved?  
\_\_\_\_\_
16. Do you know what the annual performance targets of provincial and local government are? Are they facilitating the achievement of these targets? If so, how and what is their role?  
\_\_\_\_\_
17. How do the annual performance targets of provincial and local government relate to sustainable community development and empowerment at local grassroots level and would you say these targets are informed by and actually address real needs as identified by the beneficiary community? Please motivate. \_\_\_\_\_
18. In your opinion, are communities better off for CDW's having been there to assist the beneficiary communities in achieving their development goals and helping them with their problems or are beneficiary communities poorer for CDW's leaving once the development goals of the

beneficiaries has been achieved and their needs met? Please motivate.  
\_\_\_\_\_

19. A scale of 1 - 10, with 10 being the highest, how would you rate the effectiveness of CDW's in their role as change agents, in pursuit of a holistic approach to development in poverty alleviation and helping people with their problems at grassroots level in the local community? Please motivate \_\_\_\_\_
20. In your opinion, are there any factors which hamper the effectiveness of CDW's in their role as change agents within the community? If so, please identify those factors and motivate why they hamper the effectiveness of CDW's and what can be done to address those factors.  
\_\_\_\_\_
21. In your opinion, do CDW's truly understand the needs of the beneficiary communities and do they appropriately address those needs? Please motivate.  
\_\_\_\_\_
22. Are beneficiary communities afforded sufficient room to direct and own their own development by identifying their development needs and how those needs will be addressed? Please motivate.  
\_\_\_\_\_
23. Do CDW's, local and other government departments, the different spheres of government and other development agencies give sufficient opportunity for beneficiary communities to inform, influence and direct their own development by acknowledging their local meaning-giving context, indigenous knowledge systems and resources. Please motivate.  
\_\_\_\_\_
24. Does the community understand, support, cooperate and appreciate the role of CDW's as change agent at grassroots? \_\_\_\_\_
25. What skills, competencies and resources are available in the local community that can assist in CDW's in their work? How can these skills, knowledge, competencies and resources be harnessed to facilitate holistic development? \_\_\_\_\_
26. Based on your experience what are your ideals for the local community in which you live?  
\_\_\_\_\_
27. In your opinion, hypothetically speaking, what would the effect be on the beneficiaries of development at local grassroots level if the CDWP were no longer to exist and/or if CDW's were withdrawn from beneficiary communities? \_\_\_\_\_

*Thank you for your participation in this research and for your willingness to answer these questions!*

## ANNEXURE D

### QUESTIONS FOR THE FOCUS GROUP DISCUSSION WITH CDW'S SUPERVISORS ON THE EFFECTIVENESS OF CDW'S AS CHANGE AGENTS AT GRASSROOTS LEVEL

*The purpose of these questions are to gather much need valuable information from you to be used as research as part of an independent study, in order to determine the effectiveness of CDW's as change agents within the context of Developmental Local Government and the Integrated Development Plan, at local municipal level in your pursuit of a holistic approach to development. All the information you supply will be treated discretely and confidentially.*

1. Did you receive formal CDW and supervisory/managerial training? \_\_\_\_\_
2. Describe the nature of your role and the extent of your involvement with the CDW's, local beneficiary communities and other government departments? \_\_\_\_\_
3. What is your understanding of Developmental Local Government and Integrated Development Planning and how if in any way, can it best be improved to ensure more successful people-centred development in poverty alleviation? \_\_\_\_\_
4. What are your thoughts on the Community Development Worker Programme (CDWP) and the impact which the CDWP and CDW's have on the beneficiaries of development?  
\_\_\_\_\_
5. What difference, if any, is the CDWP making on the lives of the beneficiaries of development? And how can the CDWP best be improved to ensure greater impact on the development needs of beneficiaries as identified by the beneficiaries themselves?  
\_\_\_\_\_
6. Describe what skills and competencies CDW's need to perform their role effectively within the community and how, if in any way, the training they received has equipped them to acquire these skills and competencies? \_\_\_\_\_
7. Was the training which CDW's received relevant to the work they are required to perform and did it prepare them adequately for the context in which they are expected to function effectively as change agents at grassroots level? Please explain. \_\_\_\_\_
8. What, if anything, could be done to best improve the training of CDW's post or prior to deployment? \_\_\_\_\_
9. What is your understanding of the term "change agent" and also the role of the change agent in community development?  
\_\_\_\_\_
10. What is your understanding of a holistic approach to development? \_\_\_\_\_

11. Describe how you see the role of change agents in facilitating a holistic approach to development whilst at the same time ensuring that real needs, as identified and informed by the beneficiary community themselves, are appropriately addressed with due consideration and appreciation for the local meaning giving context and indigenous knowledge systems of the beneficiary community? \_\_\_\_\_
12. In addition to their current roles and responsibilities are there any other new, additional or alternative roles which local government departments and their officials can perform in pursuit of a holistic approach to development? \_\_\_\_\_
13. What, if anything, can be done to improve the successful pursuit of a holistic approach to development? \_\_\_\_\_
14. Is the environmental-, social-, political-, economic-, cultural-, psychological context in which CDW's are working supportive and enabling for them to function effectively in their role as change agents? If it is not sufficiently enabling, how can it best be improved? Please motivate.  
\_\_\_\_\_
15. Does the administrative and organisational environment in which CDW's work allow them to be innovative and creative in their role as change agents or is it rigid, predetermined, prescriptive and inflexible? How could it best be improved if it is rigid, predetermined, prescriptive and inflexible? Please motivate. \_\_\_\_\_
16. Are you of the opinion that CDW's have access to the necessary administrative and financial resources and support of government to assist them to be effective change agents in the community in which they work? Please motivate and indicate how it can best be improved if it is not adequate. \_\_\_\_\_
17. Are CDW's successfully incorporating the building blocks of development, i.e. participation; social learning process; capacity building; self-reliance; empowerment and sustainable development, in pursuit of a holistic approach to development? Please motivate and if they are not successfully incorporating these building blocks at present, how can this best be improved?  
\_\_\_\_\_
18. Do CDW's know what the annual performance targets of provincial and local government are? Are they facilitating the achievement of these targets? If so, how and what is their role?  
\_\_\_\_\_
19. How do the annual performance targets of provincial and local government relate to community development at local grassroots level and would you say these targets are informed by and actually address real needs as identified by the beneficiary community? Please motivate.  
\_\_\_\_\_
20. In your opinion, are communities better off for CDW's having been there to assist the beneficiary communities in achieving their development goals and helping them with their problems or are beneficiary communities poorer for CDW's leaving once the development goals of the

beneficiaries has been achieved and their needs met? Please motivate.

---

21. On a scale of 1 - 10, with 10 being the highest, how would you rate the effectiveness of CDW's in their role as change agents, in pursuit of a holistic approach to development in poverty alleviation and helping people with their problems at grassroots level in the local community? Please motivate. \_\_\_\_\_
22. In your opinion, are there any factors which hamper the effectiveness of CDW's in their role as change agents within the community? If so, please identify those factors and motivate why they hamper the effectiveness of CDW's and what can be done to address those factors.  
\_\_\_\_\_
23. Does the community understand, support, cooperate and appreciate the role of CDW's as change agent at grassroots? \_\_\_\_\_
24. What skills, competencies and resources are available in the local community that can assist in your work? How can these skills, knowledge, competencies and resources be harnessed to facilitate holistic development? \_\_\_\_\_
25. Based on your experience what are your ideals for the local community in which you work?  
\_\_\_\_\_
26. In your opinion, hypothetically speaking, what would the effect be on the beneficiaries of development at local grassroots level if the CDWP were no longer to exist and/or if CDW's were withdrawn from beneficiary communities? \_\_\_\_\_

*Thank you for your participation in this research and for your willingness to answer these questions!*

## ANNEXURE E

### INTERVIEW QUESTIONS FOR LOCAL GOVERNMENT OFFICIALS ON THE EFFECTIVENESS OF CDW'S AS CHANGE AGENTS AT GRASSROOTS LEVEL

*Dear Official, the purpose of these questions are to gather much need valuable information from you to be used as research as part of an independent study, in order to determine the effectiveness of CDW's as change agents within the context of Developmental Local Government and the Integrated Development Plan, at local municipal level in pursuit of a holistic approach to development. All the information you supply will be treated discretely and confidentially.*

1. Describe the nature of your role and the extent of your involvement with the CDW's, local beneficiary communities and other government departments? \_\_\_\_\_
2. How, if in any way, can Developmental Local Government and Integrated Development Planning best be improved to ensure a more successful people-centred, holistic approach to development and poverty alleviation? \_\_\_\_\_
3. What are your thoughts on the Community Development Worker Programme (CDWP) and the impact which the CDWP and CDW's have on the beneficiaries of development?  
\_\_\_\_\_
4. What difference, if any, is the CDWP making on the lives of the beneficiaries of development? And how can the CDWP best be improved to ensure greater impact on the development needs of beneficiaries as identified by the beneficiaries themselves?  
\_\_\_\_\_
5. Describe what skills and competencies CDW's need to perform their role effectively within the community and how, if in any way, the training they received has equipped them to acquire these skills and competencies? \_\_\_\_\_
6. Was the training which CDW's received, relevant to the work they are required to perform and did it prepare them adequately for the context in which they are expected to function effectively as change agents at grassroots level? Please explain. \_\_\_\_\_
7. What, if anything, could be done to best improve the training of CDW's post or prior to deployment? \_\_\_\_\_
8. Describe how you perceive the effectiveness of CDW's in their role of change agents in their pursuit of a holistic approach to development whilst endeavouring to meet the performance targets of their organisation and at the same time ensuring that real needs, as identified and informed by the beneficiary community themselves, are appropriately addressed with due consideration and appreciation for the local meaning giving context and indigenous knowledge systems of the beneficiary community? \_\_\_\_\_

9. Describe the nature of the relationships and interactions between CDW's, the various levels of government, other state departments and the local communities they serve.  
\_\_\_\_\_
10. Are these relationships and interactions conducive, supportive and cooperative to promoting the effectiveness of CDW's in their pursuit of a holistic approach to development? If it is not, how can it best be improved to make it more conducive?  
\_\_\_\_\_
11. In addition to their current roles and responsibilities are there any other new, additional or alternative roles which local government departments, their officials and CDWs can perform in pursuit of a holistic approach to development? \_\_\_\_\_
12. Is the environmental-, social-, political-, economic-, cultural-, psychological context in which CDW's are working supportive and enabling for them to function effectively in their role as change agents? If it is not sufficiently enabling, how can it best be improved? Please motivate.  
\_\_\_\_\_
13. Does the administrative and organisational environment in which CDW's work allow them to be innovative and creative in their role as change agents or is it rigid, predetermined, prescriptive and inflexible? How could it best be improved if it is rigid, predetermined, prescriptive and inflexible? Please motivate. \_\_\_\_\_
14. Are you of the opinion that CDW's have access to the necessary administrative and financial resources and support of government to assist them to be effective change agents in the community in which they work? Please motivate and indicate how it can best be improved if it is not adequate. \_\_\_\_\_
15. Are CDW's successfully incorporating the building blocks of development, i.e. participation; social learning process; capacity building; self-reliance; empowerment and sustainable development, in pursuit of a holistic approach to development? Please motivate and if they are not successfully incorporating these building blocks at present, how can this best be improved?  
\_\_\_\_\_
16. Do CDW's know what the annual performance targets of provincial and local government are? Are they facilitating the achievement of these targets? If so, how and what is their role?  
\_\_\_\_\_
17. How do the annual performance targets of provincial and local government relate to sustainable community development and empowerment at local grassroots level and would you say these targets are informed by and actually address real needs as identified by the beneficiary community? Please motivate. \_\_\_\_\_
18. In your opinion, are communities better off for CDW's having been there to assist the beneficiary communities in achieving their development goals and helping them with their problems or are beneficiary communities poorer for CDW's leaving once the development goals of the

beneficiaries has been achieved and their needs met? Please motivate.

---

19. On a scale of 1 - 10, with 10 being the highest, how would you rate the effectiveness of CDW's in their role as change agents, in pursuit of a holistic approach to development in poverty alleviation and helping people with their problems at grassroots level in the local community? Please motivate. \_\_\_\_\_
20. In your opinion, are there any factors which hamper the effectiveness of CDW's in their role as change agents within the community? If so, please identify those factors and motivate why they hamper the effectiveness of CDW's and what can be done to address those factors.  
\_\_\_\_\_
21. In your opinion, do CDW's truly understand the needs of the beneficiary communities and they appropriately address those needs? Please motivate. \_\_\_\_\_
22. Are beneficiary communities afforded sufficient room to direct and own their own development by identifying their development needs and how those needs will be addressed? Please motivate.  
\_\_\_\_\_
23. Do CDW's, local and other government departments, the different spheres of government and other development agencies give sufficient opportunity for beneficiary communities to inform, influence and direct their own development by acknowledging their local meaning-giving context, indigenous knowledge systems and resources. Please motivate.  
\_\_\_\_\_
24. Does the community understand, support, cooperate and appreciate the role of CDW's as change agent at grassroots? \_\_\_\_\_
25. What skills, competencies and resources are available in the local community that can assist in your work? How can these skills, knowledge, competencies and resources be harnessed to facilitate holistic development? \_\_\_\_\_
26. Based on your experience what are your ideals for the local community in which you work?  
\_\_\_\_\_
27. In your opinion, hypothetically speaking, what would the effect be on the beneficiaries of development at local grassroots level if the CDWP were no longer to exist and/or if CDW's were withdrawn from beneficiary communities? \_\_\_\_\_

*Thank you for your participation in this research and for your willingness to answer these questions!*

**ANNEXURE F:**

**Mindmap**

