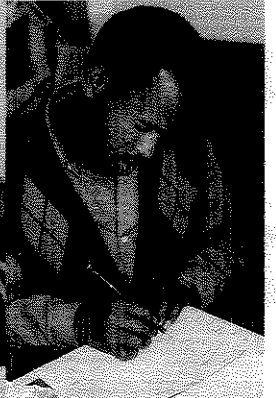
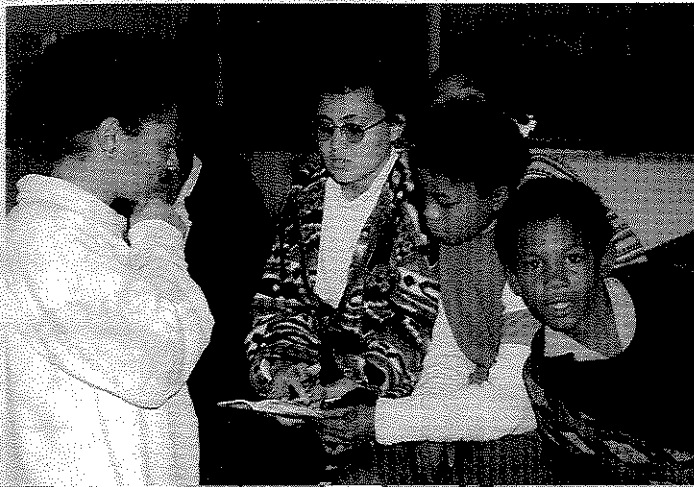
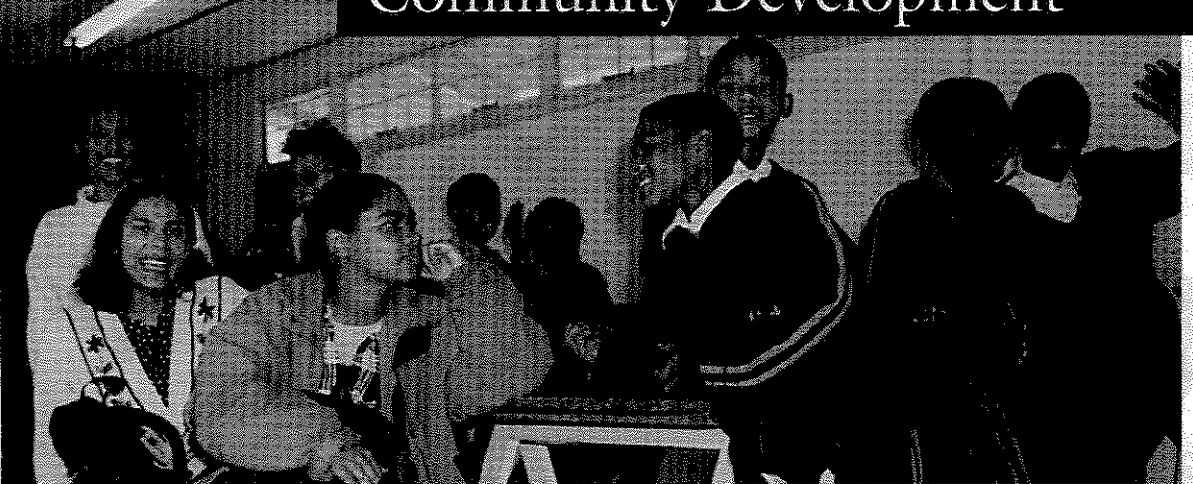
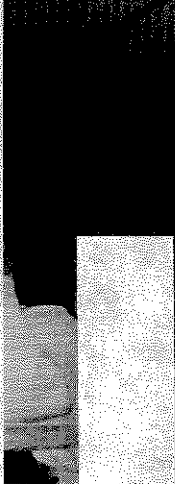


People First!



A Practical Guide to Community Development



307.14 PEO Authors: Pieter Cloete, Cornie Groenewald, Maureen van Wyk

307.14 PEO



UNIVERSITEIT VAN STELLENBOSCH
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Community Leadership Project
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Community Leadership Project

The Community Leadership Project is a holistic empowering programme involving resources and expertise of the University of Stellenbosch in addressing the development needs of communities.

Participants

- Uskor Community Service
- Department of Sociology
- Datadesk
- Centre for Applied Ethics
- in collaboration with other role players

Services

- Community research and profile studies
- Training
- Workshops
- Training guides
- Project development

People First!

A Practical Guide to Community Development

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PREFACE

The implementation of the Reconstruction and Development Programme affirmed the long cherished idea that formed the basis for the compilation of this guide. It's history goes back to the vision of a group of people who were originally organised as a Social, and later, Rural Development Committee (within the former Winelands Regional Development Association). They sensed the need that community workers within local communities required a guide on community and human development. It appears now, more than ever before, that the training of development workers is essential. The working method of the RDP, to activate local communities towards self development, reinforces the fact that knowledge and skills regarding community and human development have become indispensable.

The title *People First!* reflects the main thrust of the guide: to provide a practical introduction to those who are committed to people-driven development and to achieve it through the empowerment of the local community and in particular the community leadership. The guide offers an explanation of the basic concepts and approaches to development and provide practical hints and techniques. A case study is also included.

Although training opportunities already exist for community workers and developers, it is often expensive, time consuming and removed from the real environment. This guide offers a programme, that can be presented in the local environment within the time frame of a one or two day workshop. It can also be used during training courses, seminars and for self-study.

The following individuals should benefit in particular from the use of this guide, whether as a guideline document or a refresher course:

Members of forums and local authorities;
Housing officials;
Environmental and health officials;
Community workers and developers;
Social workers;
Home economists and related personnel;
Teachers;
Religious/spiritual leaders and workers;
Police officials;
Planners and researchers;
All other people who are involved in community development.

The editors would like to express their gratitude and appreciation to the contributors. The final responsibility for this work, however, rests with the undersigned.

Pieter Cloete

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Maureen van Wyk

1. DEFINITION OF CONCEPTS

1.1 HUMAN DEVELOPMENT

Human development is a process which continues throughout the life of the human being. Each life situation entails the possibility of growth. A person is thus constantly changing.

During this process the person's potential, "gifts" and talents will be expanded and developed. It develops from a latent and unused potential which, over time, becomes visible behaviours..

The process is primarily a learning process. The human potential develops, as a result of upbringing, education and personal experience into skills.

These skills enable a person to perform different life tasks, as well as doing them proficiently and dextrously. Each task that is successfully completed, is followed by human development. People also learn from their mistakes.

Skills are generally known as:

- the ability to think creatively and logically;
- the ability to act with self confidence, make decisions and to feel self worth;
- the proficiency to feel positive towards people, and to communicate, act and collaborate constructively;
- the ability to have a positive attitude towards everyday life, and to experience life in a meaningful way.

Human development can be progressively promoted by the approach that is commonly known as **community development**. Through this process the person is equipped with the skills to improve own abilities, self-esteem and indirectly his/her own "quality of life". This can only succeed if the person accepts active responsibility and is involved in the development process. Concepts which are important to the development process will be further explained.

1.2 COMMUNITY

A community can be defined in various ways, viz.

- A group of people who live in a confined **geographical area**, for e.g. a specific town or even a neighbourhood within that town;
- A group of people that share the same **basic interests** for e.g. a group of businessmen or the parents of children in a specific school;
- A group of people who can be defined in terms of their **needs** for e.g. the receivers of a disability grant or a group of single parents.

The specific group of people that are implicated in human development are known as the target group. Any of the above-mentioned groupings can get involved with development and can become target groups. The concept of community thus gets divided into smaller groupings. This is a much more understandable concept and easier to work with. In most circumstances the emphasis is thus placed on a specific target group rather than a total geographical community.

Community empowerment is the most important aim of community development. This will be discussed later. In this respect it is important to involve the poorest, marginalised groups in the community with the aim of enabling them to develop their potential and to give them the opportunity of becoming involved in the life of their community. This group of people must be made aware that they possess the ability and potential to improve their circumstances.

It is of the utmost importance that the group which is supposed to benefit from the project is directly involved. It is totally contradictory to the underlying concepts of people centred development that an organisation (i.e. a government department, local authority, NGO) or a group of people decides for others what their problems and needs are, and makes them the "target" of a project.

1.3 COMMUNITY SECTORS

In geographical communities different interrelated sectors can be distinguished. The following sectors must be involved as far as possible, depending on the availability and the specific community's unique circumstances.

economic sector: for example agriculture, industry, trade, informal sector and small business sector;

physical sector: for example housing, infrastructure, environmental conservation, town development and services;

political sector: for example local government, citizenship development, management development, leadership development, political skills and the development of structures for governance;

social sector: for example culture, health, education, teaching, recreation, social welfare, church and organisational development, networks and collaboration.

1.4 RESOURCES

Each community has at its disposal resources and potential that must be utilised to promote development.

Two categories can be distinguished :

- human resources such as experts, role players, facilitators and volunteers from within the participatory community;
- non-human resources such as money, infrastructure and means.

Organisations can be utilised as both human and non-human resources.

1.5 ROLE PLAYERS

A role player is a person or an organisation which fulfils some task or contributes in order to make a service possible, and therefore plays a specific role in the promotion of human development. Role players are, inter alia, persons such as experts, managers and donors.

Experts, who are prepared to work according to community development principles, are an exceptional asset and must be involved as much as possible. The ideal is to use this source of knowledge as widely spread as possible, i.e. in a multi-disciplinary team. Here reference is made to experts such as home economists, sociologists, psychologists, social workers, theologians, nurses and educators. If a community does not have this expertise, then people from outside can be brought in, for example from universities or other institutions.

The final objective is to actually identify this expertise within the community. If it does not already exist, the first priority is to identify the potential and to nurture and develop it through training.

1.6 COMMUNITY DEVELOPER

The person who facilitates the process of community development (assists or gets it started) is known as the community developer, development agent, facilitator, developer, community worker, to name but a few of the terms that can be used. In this guide the term community developer will be used.

This person can be a paid official that is appointed by the Government, local authority, NGO or another institution in the community, or even someone from the community that is trained and exclusively used for the development of the community. Community members that represent specific interest groups (e.g. women in the community) and participate in the development process are not all community developers, but are known as volunteers or community leaders. To be a community developer, requires training and knowledge.

2. APPROACHES TO DEVELOPMENT

2.1 INTRODUCTION

Anyone who wants to get involved in community development must have an understanding of what is meant by development. Development is a difficult term to define. What is accepted for one person as development, might be interpreted by another person as no development or even as a decline. Development obviously entails a value judgement. Some development is judged as good and other as bad. The term is often seen in conjunction with other terms such as, change, growth, progress, reformation, transformation or even revolution. These terms bring the problem of value judgements to the fore. We cannot talk about development without putting across certain viewpoints and objectives.

A further problem is that development cannot be looked at in general. It must be seen in relation to a specific aspect of our existence. Development can occur, inter alia, in the **physical, economic, social and political** sectors. Human development thus entails the acquisition of skills and abilities and the improvement of the quality of life in all these sectors.

2.2 ECONOMIC UPLIFTMENT

Development was originally seen as purely economic in nature. It was commonly thought that development only occurs where there is economic growth. Materialistic prosperity was seen as the key to development for the human being. The privileged were of the opinion that the pumping in of capital and knowledge was the answer to economic and social "upliftment". However this did not deliver the desired results, because the people that were supposed to benefit from this "development", were passive recipients. Their ability to participate in their development, and to grow as a result, was not developed.

People's own contribution was not seen for its true value. They were thus not involved in the process of development. Those who did not have resources at their disposal were not considered important. Prejudice was a salient feature and people were looked down upon. As a result things were done for the people. Development was done with a mentality of superiority and it was believed that development must be imposed.

During this process only the external circumstances were mainly changed and not the actual person. People, especially the recipients of the services, were not given the opportunity to develop and utilise their own potential to the fullest. In the new approaches of development this school of thought is rejected.

2.3 PEOPLE CENTRED DEVELOPMENT

This approach places people in the centre of the development process. People become the central point and is regarded as the main asset and resource. The improvement of the people's quality of life is thus the main objective. In order to assure this, attention must be given to their needs, starting with their basic (survival) needs. This is the bottom line. From there the move can be made to the higher needs viz. those of "self actualising" (potential development).

It is further argued that only people themselves can say what their needs are and what they want. Development must thus start at grassroots level, from within people. This approach to development thus puts people and their needs in the centre and puts special emphasis on their responsibility. People must state their needs, get involved and make decisions. Human dignity and self-help potential are thus emphasised in this approach.

2.4 THE DEVELOPMENT OF ORGANISATIONAL CAPACITY

In the process of human development human as well as non-human resources are used. Organisations, it was said above, can be utilised as both human and non-human resources and may be from both inside and outside the community. Development of organisational capacity deals with the establishment, development and utilisation of organisations, institutions and structures as assets to the development process. This ensures the sustainability of the process. The establishment of a committee to give attention to the community's needs can be used as an example.

3. COMMUNITY DEVELOPMENT

3.1 INTRODUCTION

Community development can be defined:

"...to connote the process by which the efforts of the people themselves are united with those of government authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to the national progress. This complex of processes is, therefore made up of two essential elements: the participation of the people themselves in effort to improve their 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 those more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements" (United Nations: 1963).

This general definition strongly emphasises the involvement and the development of the potential of the people to be developed. It has already been mentioned that the mere provision of material or financial means does not really contribute to the development of the abilities and potential of the members of a community.

Through participation during all the phases of community development, development becomes a learning process in which specific human abilities can be acquired that make sustainable development possible.

Community development thus offers a certain context in which the human being, as a person, can develop and in which human development comes to fruition.

Human development happens when participants work together towards the solutions of community problems.

This "being part" of the solution of community problems creates the opportunity for the person, inter alia:

- to think about problems;
- to think for him/herself about solutions, to express feelings about these and to visualise them.;
- to take his/her own decisions;
- to be part of the solution;
- to work together with others.

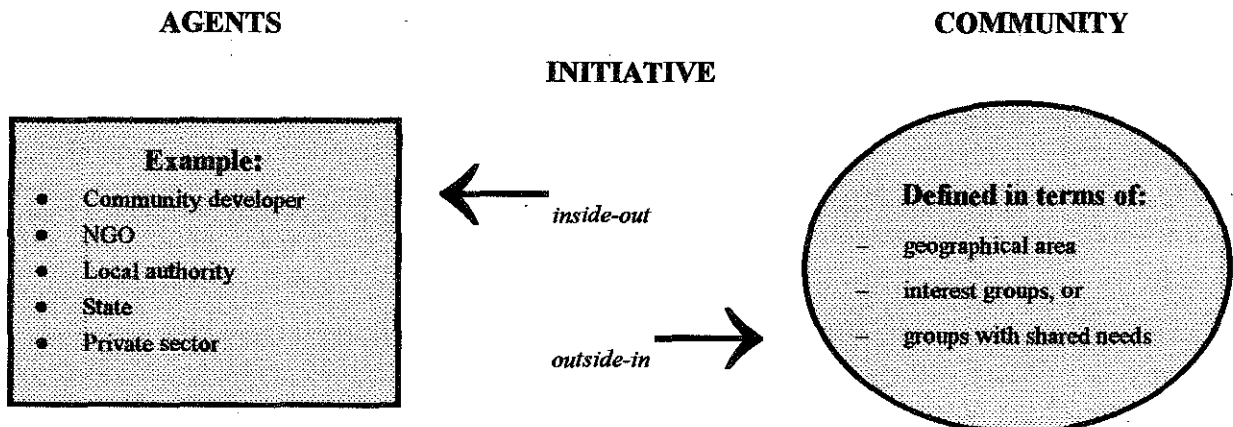
The community offers an educational context and a learning experience. Active participation within this context offers thus a variety of opportunities to grow. People thus learn and grow by exposure and experience, while participating and doing. Through this, education and learning become a direct and inherent part of life, experience and activities.

3.2 THE NEEDS OF COMMUNITIES

Communities themselves do not always identify their needs and take action by themselves in this regard. It often occurs that a project or development action gets stimulated from outside the community. Nevertheless, community involvement and participation during all the stages of the community development process are of importance. Significant community involvement can thus be accomplished in situations where the initiative originated from outside the community.

Reference can be made to the *inside-out* and *outside-in* forms of needs assessment. In the first instance the community members identify their own needs and initiate their own participation in the community development process, while for the *outside-in* approach the community gets invited by agents from outside the community to participate.

FIGURE 1: THE INSIDE-OUT AND OUTSIDE-IN APPROACHES

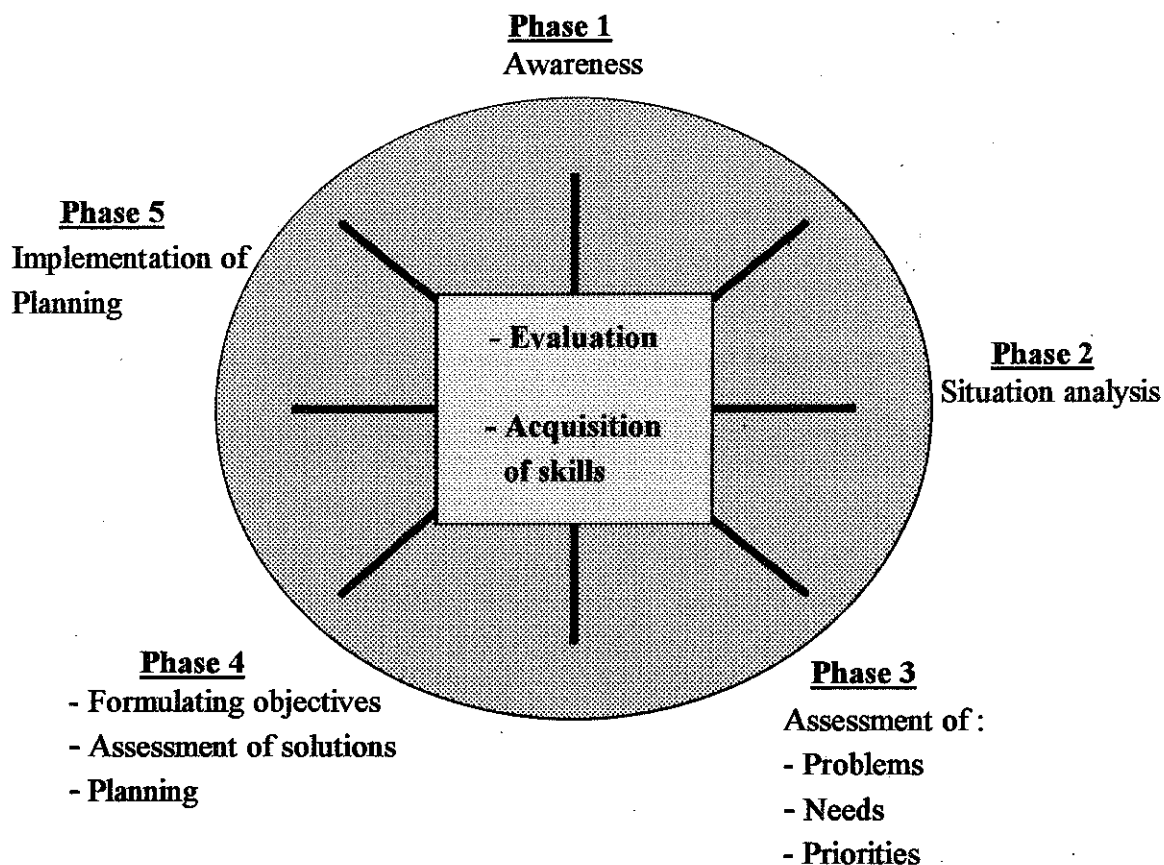


3.3 THE PROCESS OF COMMUNITY DEVELOPMENT

The concept, "process" might imply a beginning and an ending as well as certain phases in between in so far as it concerns the community developer's involvement in a specific community project. However it is important to remember that this distinction is merely theoretical and that the dynamics in communities are not so simple to be strictly defined according to specified phases.

The process of development in communities is also not totally dependant on the inputs or involvement of the community developer, although the latter, by initiating a project, can stimulate or accelerate the process. The process of development can be defined as the conscious or unconscious, voluntarily or involuntary movement from the identification of a problem or a need to its solution, or the reaching of the goal in the community.

FIGURE 2: THE PROCESS OF COMMUNITY DEVELOPMENT



3.3.1 Awareness Phase

The process of community development typically starts with an awareness phase. Someone from within or outside the community becomes aware of a specific problem in the community, or an organisation, such as a local authority, decides to appoint a person to work together with the community in order to assess its needs, and to work towards addressing the needs. The ideal is that someone from within the community experience discomfort with the circumstances and decides to take action to solve the community's problems.

In practice it often does not work this way, and development originated from "outside". This is not wrong and can even be an advantage, because communities are not always able and motivated to tackle their own problems without help and support from outside. A person or an organisation that "moves into" the community inevitably has a sense of commitment towards that community. The important points to consider in this situation are:

- All communities, even the poorest, have the **potential** to identify problems and to take steps towards solving these. In the beginning it might be necessary for motivation and stimulation to come from outside in order to make the community aware of certain "issues". It must however be the right stimulation at the right time, in order to motivate rather than inhibit a sense of self-reliance and self-help.

- The fact that disadvantaged communities are often characterised by apathy, low self-esteem, lack of confidence, leadership and organisational skills, indicates that **community participation** is difficult to accomplish.
- In the beginning the local community's **trust** must be won and they must be convinced that the community developer (as an outsider) will act in the interests of the community and not exploit the community.
- Make the people aware of their **own abilities** to bring about change in their circumstances.
- Identify **issues of importance** and build up representation from those who are affected by the issues. This occurs by identifying and inviting groups in the community to participate, or by the development of structures in the community.

The awareness phase should lead to the formation of an **action group** within the community that takes the process of community development further, in conjunction with the community developer.

3.3.2 Situation analysis phase

A situation analysis of the community is done by studying the relevant community resources such as reports, existing profile studies, visits to community leaders from different interest groups, interviews with community members, surveys and by observing the community. A simple guideline for the compiling of a complete community profile is given in figure 3.

FIGURE 3: GUIDELINES FOR COMPILING A COMMUNITY PROFILE

1.	<p>MAP OF THE COMMUNITY THAT INDICATES residential areas public parks, open spaces transport routes developed areas social structures, e.g. schools, hospitals, fire brigade, etc.</p>
2.	<p>POPULATION INFORMATION composition (internal and external) population spread within the area age range births deaths</p>
3.	<p>HISTORICAL AND GEOGRAPHICAL INFORMATION history of development and important milestones location of towns/communities residential areas</p>

4. **PHYSICAL CHARACTERISTICS**
 availability of land/space for development
 factors that can influence the costs of services
 mountains, mines, rivers, forests that can influence development or that deserve
 mention
 engineering services
 transport services e.g. airports, railways and road transport
 telecommunication services
 housing, e.g. formal, informal, hostels
5. **ECONOMIC CHARACTERISTICS**
 main products of an area, e.g. sheep farming, tourism, mines, factories
 availability of job opportunities
 average income
6. **SOCIAL CHARACTERISTICS**
 educational facilities, schools, universities, etc.
 health facilities, hospitals, clinics, ambulance services, private medical services
7. **RELIGION**
 churches
 mosques
 synagogues
8. **WELFARE**
 organisations, services providers, areas serviced
 feeding schemes
 workgroups/classes
 old age care and homes
9. **MANAGEMENT BODIES**
 local authorities
 community leaders
 government departments that render services
 community-based organisations
 political groupings

People best know the circumstances in their immediate environment. They have all the relevant information concerning their situation. Real interest from outside and recognition increases people's feelings of their own intrinsic value. Conversing with people increases their willingness to get involved.

The following is important in order to get the community positively involved right from the start:

- Take the **pace** with which the community moves into consideration in the planning and implementation of projects. Thus the initial phase can be time consuming and frustrating for the community developer who, as an outsider, assumes that he has the answers, wants to get started and attain concrete results.
- It is not advisable to only conduct interviews and to study data during this phase. **Information** must also be collected regarding the economic circumstances, social patterns, power structures, different sectors in the community and the general climate of attitudes and opinions.
- Use existing **values** and local **structures** positively.
- Start by approaching different **subgroups** rather than trying to involve the whole community all at once. However make sure that these groups are well representative of the total community and not only representative of the elite groups. Through this more regular participation in small group situations is encouraged that can later be more widely expanded.

3.3.3 Assessment of problems, needs and priorities

On the basis of the information that was collected during the preliminary phase, further investigation will be conducted into the community's **problems** and **needs** in order to assess the **priorities** that should be attended to. During this phase the community analyses, in conjunction with the community developer, their problems and needs with reference to the causes and the possible **solutions** and assess the **priorities** that need to be addressed.

The techniques whereby a **needs assessment** can be done, are explained in appendix B. It is recommended that a trained person (such as a community developer) must facilitate this process because it entails technical procedures.

Seeing that the community does not necessarily have the required knowledge and can be isolated and even conditioned with regard to their circumstances, it can be expected that their interpretation of their problems and priorities will change as they are exposed to facts, interpretations and perspectives from outside their own circle. An important question is also: who or which group in the community's problems must be taken as the point of departure and how does one get to the real community problems? It is the task of the community developer to support the community members in this regard.

The following resources may be considered in the process:

- What people themselves experience and say their needs are;
- Existing written information in records and reports;
- Research findings regarding the specific community.

Needs of communities can refer to any of the development sectors or can be spread across the entire spectrum. Examples:

- **physical:** buildings, facilities;
- **economic:** job opportunities, entrepreneurial developments;
- **social:** problems and needs in relation to health, welfare and education;
- **political:** empowerment, management.

It is important to start with locally identified needs that can show quick, effective results. These needs must be of importance to as many groups as possible in the community, seeing that this is a way in which the goodwill of the interest groups can be won or their possible negativity can be timeously neutralised.

3.3.4 The formulation of objectives, assessment of solutions and planning

The problems and needs that were assessed as priorities by the community and the community developer, in the preliminary phase, are now described as **objectives** and possible **solutions** are assessed. The community developer gives guidance and facilitates the process, but a representative action group of the community is completely involved in the identification of solutions to the problems. People involved in the community development process must get the opportunity to help find the solutions to the community's problems.

To get the best **solutions** for the problems of the community, certain steps are a necessary prerequisite:

- the **problem** must be clearly described.
- all **resources** (potentials) that are available, must be identified.
- all **possible** (and even impractical) **solutions** for the problem must be listed. This can be done by means of brainstorming sessions.
- the **most effective (best) solution** must be found. This means that the problem and the resources that fit the best (with each other) must be combined.
- the **different tasks** that are needed to get the desired solution, must subsequently be identified.

During this phase the solutions for the problems and the appropriate tasks to manage these problems, are considered - this is a thinking process. The contributors to the solution must then be further equipped with the specific skills required to complete their tasks successfully. People cannot be expected to fulfil certain tasks if they do not know how.

In this phase the participants get the chance to gradually learn how to handle problems and how to fulfil certain tasks as part of the solution. As the process progresses, skills to complete the tasks are acquired, practised and implemented.

These skills are acquired as an inherent part of each phase of the entire community development process through practical participation and own experience.

Needs that are clearly and simply identified, can easily be converted into objectives, by stating what can be done to address them. During goal formulation available resources and possible milestones must be considered. Figure 4 is an example of how this can be done.

A distinction can be made between task goals and process goals.

- **Task goals:** includes physical improvement that is mainly directed towards basic human needs such as food, shelter, increasing of peoples' educational level as well as the improvement of their economic position. It thus refers to attempts to reach certain concrete goals.
- **Process goals:** are goals focused on the positive change of attitudes, values and abilities of people. It also includes efficient decision making. Process goals are thus focused to help people to improve their abilities by participation, self-judgement and mutual co-operation.

It is, however, important to consider that task and process goals complement one another and must not be seen in contrast to one another. A community project with a primary task goal, e.g. the erecting of a care centre for pre-school children, also promotes the ability of co-operation and decision making of those involved with it.

The prioritising of goals and the identification of the possible solutions promote group participation, thinking and management abilities. This is achieved through the weighing of alternatives and the process of decision making.

Needs, goals and available resources are put together in order to make available a plan of action in a series of logical consecutive steps. This action plan must clearly define what is going to be done, where and by whom. The community developer plays an important organisational role by appointing a specific committee or an action group to work on each of the problems or needs. Members are thus each given responsibilities according to which they are going to function. This implies that all members of the action group must participate in decision making, good organising and documentation.

The following is an example of a planning schedule that may be used:

FIGURE 4: PLANNING SCHEDULE

PROJECT PLANNING AND WORK SCHEDULE

COMMUNITY:

PROBLEM:

PROJECT:

GOAL:

TARGET GROUP:

DATE WHEN COMPILED:

<u>Why does the problem exist?</u>	<u>What can be done about the problem to solve it?</u>	<u>Who can be involved to solve it?</u>	<u>Period of time required to solve the problem</u>	<u>Evaluation (How and according to which criteria?)</u>

3.3.5 Implementation of planning

The successful implementation of a project is greatly dependant on the success of the previous phases. During the implementation phase **people, money, time and material** gets organised by the **community developer** in order to reach the planned goals. This is supplemented by the **action group** from within the community, which has complete **control** over the project, is able to take the initiative and can act in a self-reliant manner.

The planning on the schedule, that was compiled in the preliminary phase, is implemented. The participants' goals must be reached and be rewarded with tangible benefits.

The acquiring of new knowledge and skills regarding specific aspects of the project can be accomplished through training during this phase. Regular follow-up meetings during this implementation phase are necessary for maintaining enthusiasm, dealing with stumbling blocks, adjustment of planning and continuous evaluation. By the carrying out of their tasks the community members' abilities increase and they begin to realise that they have a responsibility towards their community.

Important requirements for community participation in this phase are the following:

- **Short-term goals**, that can be reached within a short time, bring successive goals within the reach of the action group. Members thus stay motivated and keep their enthusiasm.
- Community developers must be willing and able to provide a specific type of **help** over a specific period of time.
- The community must have **complete involvement in the decision making** and the planning and implementation of the projects.
- Initiate as quickly as possible **income generating** projects to assist specific underprivileged groups and help them to establish the institutional basis for self-management.
- Mobilise and promote the **talent** that exists in the community, for example the use of teachers, progressive farmers and health leaders. Develop ways to broaden the community's **leadership base** by training leaders for new types of organised activities. Identify and develop potential leaders. Give special attention to the development of youth leaders, woman leaders and the promotion of the leadership abilities of organisations and persons in positions of influence and leadership in the community.
- Encourage and organise **community functions and public events**. In this regard exhibitions, markets and competitions are of importance. These types of activities attract wide community participation and overcome class differences.
- Involve **respectable and capable community members** in programmes of which the local poor are the beneficiaries.

3.3.6 Evaluation

Evaluation of projects takes place to ascertain to what extent the goal is **reached**, what the quality of the accomplishment of the goal is and what possible **adjustments** must be made in the implementation of the planning. The purpose of evaluation is to identify the possible short comings in the project in order to timeously remove similar problems from future planning. During this phase it is assessed whether the project can continue or if it can be considered to be concluded.

Criteria for the evaluation of community development projects are inter alia appropriateness, feasibility and efficiency.

- **Appropriateness:** The relationship between the goal of the project, the needs of the community and the steps that will be followed during the plan of action. Does the goal address the need of the community and is the planning in line with the goal?
- **Feasibility:** Are the available resources adequate to reach the goal?
- **Efficiency:** Has the goal been reached by the project and to what extent?

Evaluation of projects should take place continuously in each phase of the project. The implementation of each phase can be evaluated separately. The feasibility of the project gets tested as far as possible during the planning phase. Evaluation should go further than just a mere summary of the successes and failures of the project: it must evaluate both the process as well as the results.

The people are empowered through the active participation of the members of the action groups during all the phases of the development process. They acquire control over their lives and accept responsibility for the improvement of their quality of life.

The success of task goals can be measured in a more concrete manner. It is, however, important to remember that process and task goals are interdependent.

3.3.7 Techniques for evaluation

There are several techniques for evaluation that the experts and the community can do together.

As mentioned throughout the guide, **community involvement and participation** are prerequisites for a successful community development project. Because of this reason the measurement of the participation of the community members can be directly related to the success or failure of the project, in as far as it concerns the process goals, i.e. human development.

One can broadly distinguish between three possibilities, viz. **poor community participation, average community participation and strong community participation**. In poor community participation the residents play a passive role, e.g. by simply approving projects. In the case of strong community participation the decisions of the residents are conclusive and direct the development process. Average community participation refers to the situation where the responsibility for the planning and implementation of projects is shared more or less equally by the residents and the community developer.

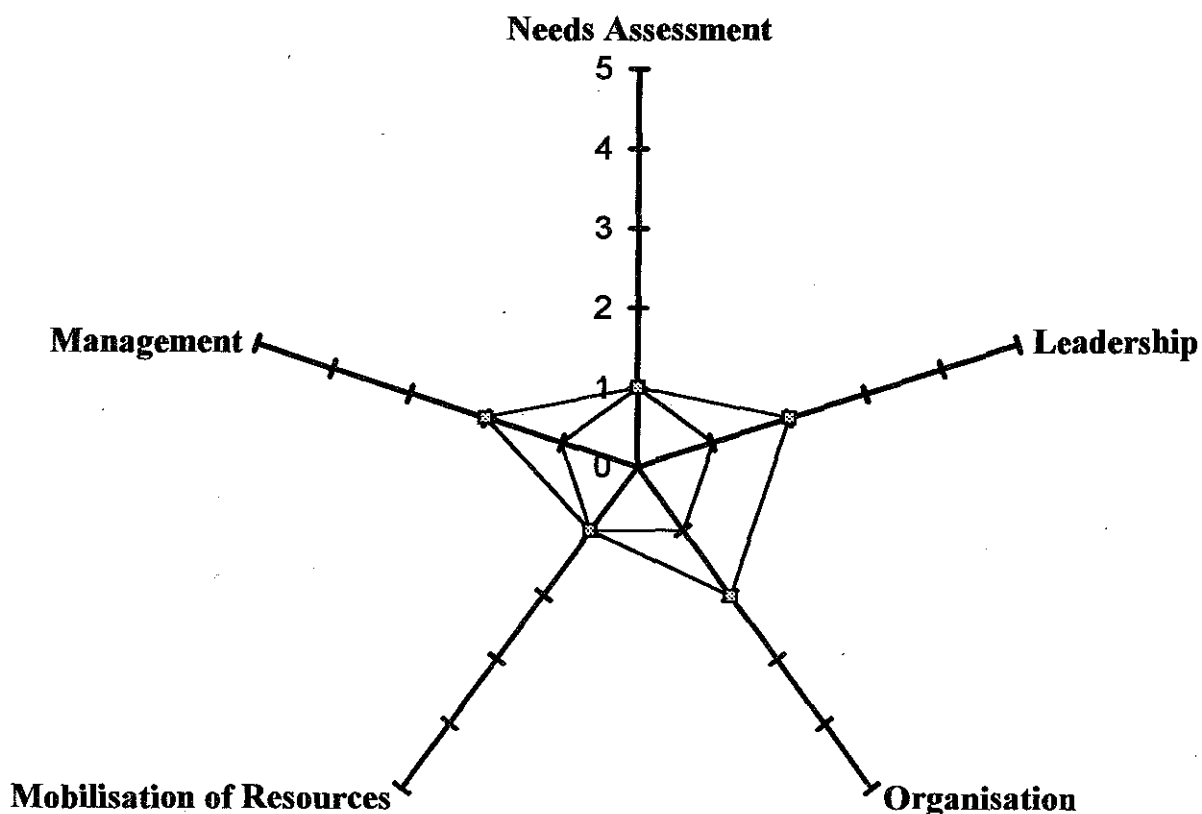
Important key areas on which participation and involvement in projects can be measured, are inter alia, **needs assessment, leadership, the development of organisations, mobilisation of resources and management** (Rifkin, Muller en Bichmann, 1988). At given times during the course of a project these areas get evaluated with the aid of a simple measuring scale. For each of these key areas a continuum is developed,

with broad participation (where the community identifies the project, implements and evaluates it, and professional people are used as a resource) on the end of the scale most distant from the axis and "narrow" (or none) participation (where professional people take the decisions with no inputs from the community) on the end of the scale closest to the axis.

By measuring community participation during the different stages of a project, it becomes clear in which areas community involvement increases or decreases. Appendix C gives an explanation of the possible values that can be allocated to the different key areas in order to provide a common standard for the evaluators.

Figure 5 is an example of several evaluations that were done during different stages of a project. It clearly shows in which areas participation increased and decreased. By comparing the different surveys it can be determined in which areas growth occurred and where the problem areas lie.

FIGURE 5: MEASURING SCALE FOR THE EVALUATION OF COMMUNITY PARTICIPATION IN PROJECTS



4. CONCLUSION

This guide takes the view that people must be empowered by means of participation in the development of their community. This empowerment brings about that people increasingly take control over their own lives and social environment. The way that this is reached, is by the implementation of the process of community development. In order to do this, knowledge of the process as well as special skills are required. This guide has concentrated primarily on increasing the knowledge of the process. It is also required to develop special skills. Reference was made in limited ways to some of the skills and techniques by which things should be done.

In the guide examples are illustrated on techniques for problems and needs assessments (Appendix B), how to evaluate community participation (Appendix C and Figure 5), compile a community profile (Figure 3), and complete a planning schedule (Figure 4). Other skills can include the following:

- Structuring and management of committees;
- How to research the community needs and priorities;
- Strategic planning and management for community projects and organisations;
- How to promote community participation;
- How to write a business plan and apply for funding;
- Conflict management and negotiating skills;
- Leadership development.

After mastering the knowledge presented in this guide, it will be necessary to pursue further study of the above-mentioned topics.

APPENDIX A:

CASE STUDY: MASIPAKHAMA COMMUNITY ORGANISATION

The story of Masipakhama Community Organisation is based on the actual experiences of community workers. Names of persons, places and role players are, however, fictitious.

BACKGROUND OF THE SQUATTER CAMP AND THE ORIGIN OF MASIPAKHAMA

A squatter community was established, in the fifties and sixties, close to the Groot Dorp municipal rubbish dump. In the sixties a large proportion of the community was moved, under the then Group Areas Act, to Rivierstad and Mulem. Latent squatting still occurred.

In the late eighties and early nineties squatting again started to manifest itself and a total of seven squatter camps formed in the area. After several negotiations and tension, three of the communities were combined in 1991 as the temporary transit camp Grootwater. Thus the community, that originally started alongside the rubbish dump, was continued in a new consolidated form. The community was moved again in April 1994 to the permanent informal settlement area, Zameni.

The communities of Grootwater and Zameni (which we are specifically looking at) originated in the following context:

- The polarisation and problematic relationships between established and peripheral communities resulted in stigmatisation and disempowerment, especially for the peripheral communities.
- Some of these combined communities lacked integration and homogeneity. This was coupled with conflict and leadership problems.
- Cultural and socio-economic marginalisation and limited access to opportunities (training, employment and economic activities).
- The transitional phase through which South Africa is moving, combined with the consequent tension between high expectations and the often negative reality.

It was within this problematic context that the Masipakhama Community organisation tried to play a community development role.

Masipakhama Community organisation started operating in the beginning of 1992 when Mrs Burger of Groot Dorp Welfare Committee called a meeting of all the churches, individuals and organisations that were providing a service or wanted to provide one. At this meeting it was decided to form an organisation whose goal would be the promotion of community development in Grootwater squatter community.

In particular representatives of different United Church-congregations, as well as those of other churches were present. The United Church Khayalile congregation was well represented. This congregation was to play a key role from the beginning by, inter alia, the availability of their personnel and the planning and building of a church hall.

Masipakhama Community Organisation would work in Grootwater Community from February 1992 until after the community's move to Zamani in April 1994. In May 1994 the church hall in Zamani was burnt down and Masipakhama decided to temporarily stop their work and involvement in Zamani.

PHASE 1: AWARENESS

Since the middle of 1991 the minister and workers of Khayalihle Congregation got to know the Grootwater Community and started evangelical work. From this the Khayalihle congregation's need for erecting a church hall for its church activities in Grootwater, would develop.

Just after the forming of Masipakhama Community Organisation in February 1992, a fire broke out in Grootwater and Masipakhama was needed to provide relief services, in the form of handing out blankets and food and the re-erecting of houses. This is how contact making with the members of the community was initiated.

Masipakhama quickly realised that there were confusing circumstances regarding the leadership situation. Two groups, one an "older" and the other a "younger" group were identified. The older group under the leadership of Mr George Nizi was in charge at this stage. His committee was self-appointed and acted rather autocratically. The younger group had withdrawn in order to avoid conflict. A recommendation was made that Masipakhama must approach both groups. It was however impossible for Masipakhama to make contact with any other group except the prevailing leadership group.

The Khayalihle congregation received considerable opposition from Mr Nizi. After further negotiations permission was granted to erect a Church hall in Grootwater.

It was now possible for the other members of Masipakhama to make better contact with the leadership committee. Members of the committee were invited to Masipakhama meetings. However, it still looked as if the leadership committee did not want to let Masipakhama enter the community to make wider contact. Relationships with the leadership committee continuously remained problematic, although many attempts were made to improve this.

PHASE 2: SITUATION ANALYSIS

Mrs Burger and the workers started with a community analysis in an informal way, by holding conversations and studying available documents. Consequently a research report about squatting was consulted. In it there was a thorough analysis of the origin of squatter communities (including the community of Grootwater), the relationship of the squatter communities with the established communities, population statistics and a needs assessment.

From conversations that Masipakhama had with the Groot Dorp Municipality (the local authority acting for the Grootwater community) the following became available:

- the most recent population statistics of Grootwater and other squatter communities;
- the present leadership situation;
- the situation with regard to the providing of services (water, roads, and sanitation);
- the planning for the move of the Grootwater community.

Conversations with the Groot Dorp District Council about the health situation and with the Mooiberg Advice Office about the leadership situation, were held.

For Masipakhama, it was a priority to hold a community meeting regarding the community's felt needs. Unfortunately this could not take place, because of the political instability and the unwillingness of the leadership committee to allow such a meeting.

After the projects were undertaken (the health workers project, the feeding scheme and later the crèche), it gradually gave Masipakhama access to the community members involved in the projects (the target groups). With this, the opportunity was created to discuss their needs. By the building of a relationship with the creche, the creche committee would return more regularly to Masipakhama for support.

The work in Grootwater was particularly problematic because the community committee, with whom Masipakhama and the local authorities had to negotiate, was not accepted by all the residents. This community committee tried continuously to prevent the Masipakhama workers and committee from being introduced to the residents of Grootwater.

After the moving of the community to Zameni, Masipakhama tried to begin their work in the newly established community as soon as possible. No further analysis of the community was done after the move, and thus Masipakhama did not take significant notice of the fragile and explosive situation in which the community was at that stage.

PHASE 3: ASSESSMENT OF PROBLEMS, NEEDS AND PRIORITIES

The Khayalible congregation built the church hall on their own initiative after permission was obtained from the leadership committee. According to a research report the biggest need coming from the squatter communities (including Grootwater) was that of a community centre, from where different projects could be started and community meetings held.

From the information obtained from the research report and the Groot Dorp District Council the important needs of the community were obtained. The research report showed, for example, the need for job creation and training (coupled with the unemployment problem), pre-school education and greater access to school level education, creche, church, and clinic facilities and the improvement of sanitation, roads and residential structures. The Groot Dorp District Council personnel pointed out the need for more accessible and community based primary health care and guidance, as well as nutritional supplements and guidance.

As mentioned, it was originally intended to do a needs assessment with the community. This did not materialise, because of the communication problem caused by the leadership committee's obvious prevention of the access to the community and the unstable political climate. This was a big gap, because sufficient community participation had not been obtained by means of an active needs assessment exercise at the start of Masipakhama's operations.

Over a period of time certain needs were shown to be priorities. Since more regular contact had been established with the leadership committee, by the end of 1992, those needs were confirmed by the committee:

- The above mentioned need for a community centre was addressed in an incomplete and problematic way by the building of a church hall.
- The need for a grassroots level primary health care centre and community participation in addressing this need.

- The need for nutritional supplements and guidance, in the light of unemployment and the poverty problem and the evident conditions of ill health such as TB, and chronic illness and sometimes the appearance of malnutrition and insufficient nutrition.
- The need for better creche and primary school facilities were brought forward over time because of the existing community creche and school committee that knocked on the door of Masipakhama for:
 - help with the rebuilding of the school structure after it was blown over by storm winds; and
 - help with the salaries for the teachers, as well as equipment and food for the creche and the school.
- The leadership committee later indicated, at meetings, that there was a need for better sanitation, water provision and the maintenance of roads.
- From time to time, after disasters such as fires or floods, the need for disaster relief arose.

The primary goal of the Khayalihle congregation, to erect a church hall for their own interest, could in all probability have been seen or felt by the leadership committee as a threat to their power base and could thus have prevented good relationships. Masipakhama Community Organisation and Khayalihle congregation could also have been seen as a rather strong and prosperous group. It is also possible that a correct developmental approach was not followed, because Khayalihle congregation did not put the needs of the community first, but rather their own need for a church hall. The other attempts of Masipakhama Community Organisation were, for understandable reasons entangled with the church's negotiations.

PHASE 4: FORMULATION OF GOALS, SOLUTIONS AND PLANNING

4.1 GOALS

- The formulation of goals and planning around the possible solutions of problems was initially done by the members and workers of Masipakhama, because of the already mentioned poor contact with the community. The more regular the contact with the leadership committee, and also later with the school committee, the more it became possible to do goal formulating and planning together with the representatives of the community.
- The priority for the erecting of a community centre was already addressed as the building of the hall by the Khayalihle congregation could satisfy this need.
- With regard to the second priority viz. primary health care, the community had the objective of finding a suitable place for this task, as well as for health education for the community.
- Regarding the need for nutritional supplements and guidance, it was decided to raise funds and obtain clothes from outside. The leadership committee permitted this project.
- The community also had the objective to make available the creche and primary school facilities for all the children.
- The inadequate sanitation, water provision and roads would be supplemented and upgraded.

- Furthermore a decision was taken that a support system should be established for victims of disasters.

4.2 SOLUTIONS AND PLANNING

- The United Church would be asked to provide a room in their church hall for the purpose of primary health care. The Groot Dorp District Council clinical services would be approached for providing services on a daily basis. Furthermore four people were identified as health workers and arrangements were made to provide their training. The community and the leadership committee were involved in the original planning by discussing it at community meetings and by nominating appropriate persons for the training as health workers. Originally it was planned that the project must be managed by a management committee represented by the Groot Dorp District Council, Masipakhama, and other role players.
- Masipakhama was not included with the planning and the moving of Grootwater community to Zameni. The fact that the move was officially handled by the Provincial Administration and contractors, without the community having a good understanding of all that was at stake (e.g. the increase of service charges in Zameni), contributed to the fact that goal formulation and planning for the new phase, with regard to the different sectors of community life, did not take place with the necessary community participation. It further contributed to the explosive leadership situation in the newly established Zameni.
- Regarding the planning and the continuation of projects and the erecting of the hall in Zameni, the church did not really keep track of the confusing situation in which the community was, in after the move. Masipakhama and Khayalihle congregation planned to carry on with the activities, as if a normal situation existed, without planning for a phase wherein the complex problems within the community could be sorted out.

PHASE 5: IMPLEMENTATION OF THE PLANNING

- Masipakhama community organisation agreed to make a place available for a clinic. The Groot Dorp District Council provided a trained nurse for the project, on a temporary basis. With funding from the private sector and in co-operation with the URC and the former Regional Services Council, four health workers were trained by the Rural Foundation to give basic guidance and education with regard to the following:
- The planning for the nutritional supplements and guidance was also realised. From the kitchen of the church hall in Grootwater, soup was provided daily to the residents of Grootwater. The residents of the nearby squatter camps also received prepared food. The meals were prepared by residents of the three communities. Funds came from the government's Nutrition Development Program, churches and individual donors. Lectures about feeding and demonstrations about the preparation of meals were given by the nutrition guidance officer. Sewing classes were held for women, who attended the sessions voluntarily. The classes were presented by a trained worker from the URC. Funds were raised from the Nutrition Development Program as well as donations from within the community.
- During the year Masipakhama was approached by the school committee to help in providing informal education to children older than 6 years, who did not receive formal education. With the help of the churches a temporary building was erected where approximately 48 children could receive an education. The Community Chest granted an amount so that a contribution could be made to the monthly salary of the teachers. Although Masipakhama only played a supportive and

advisory role, it was still possible through intercession of the Community Chest, to contribute to the salaries of the two teachers. Arrangements were also made for the senior teachers to receive pre-school training.

- Negotiation with the local authority with regard to sanitation, water provision and roads was started, but it was a drawn out process. As water was only sold in containers to the residents of Grootwater, Masipakhama would have liked to inform the residents that would be moved to Zamani, on how to use domestic water meters, flush toilets and so on. Although a program that was used previously for this, was available, the committee rejected it as unnecessary. This shortcoming of knowledge was the cause of the later sewage problems.
- The planning for disaster relief, was widely implemented. In particular clothes, blankets and domestic articles were received from several communities. These articles were either given to the needy or sold to the residents of Grootwater for a minimal amount.
- The church hall addressed the need for a centre to a large extent. Although the projects could be launched from there, it was never a centre that belonged to the community, nor was it erected in close co-operation with them. Khayalihle congregation, for example, never permitted leadership committee or community meetings to be held in the hall. This aspect caused constant friction.
- In spite of the relative successes that were achieved with regard to the addressing of several development priorities, the process of moving to Zamani caused lots of disruption in the already unstable community and made the leadership situation even more problematic.
- At the end of March 1994 there was an obvious breakdown in the community development process. Masipakhama could only carry on with the planning of work for the next financial year.

TASKS:

1. Identify the following aspects of the story:
 - Which sources were utilised?
 - Who were the role players and what was each one's role?
 - How were the needs of the different communities determined?
 - What projects were planned?
 - Was the planning implemented?
 - How was the process monitored and evaluated?
2. Identify the successes and failures. What would you have done differently and why?

APPENDIX B:

TECHNIQUES FOR PROBLEM AND NEEDS ASSESSMENT

Several methods exist for assessing a community's needs and problems like the community development model (Engelbrecht, 1989) and the P-Index (Schutte, 1992). Without ignoring the importance of other models and techniques, a single technique is discussed here that can be applied in literate as well as illiterate communities.

The technique which is discussed here, was chosen because of it's simplicity and applicability to the community development process.

During this phase the community's perceived needs are measured by means of an anonymous questionnaire (Item 1 below). In the case of illiterate people helpers can be used to list the problems and needs.

ITEM 1

PROBLEMS AND NEEDS

List the possible problems and needs that, according to your understanding appear in your community.

Community

NO.	PROBLEMS AND NEEDS

The lists of problems and needs of all the people present are summarised and combined into one consolidated list.

Subsequently the needs (or problems) are prioritised by means of an intensity assessment. Each person present must separately indicate on a scale his or her degree of experience with regard to each need. A five point scale can be used. The summarised, categorised list gets written down on a transparency or flipchart, after which each member gets the opportunity to anonymously give a value to each need. Item 2 below can be used for illiterate and literate persons.

The meeting is adjourned after this phase to allow the community developer and helpers to prioritise the needs. This entails technical procedures, whereby the average for each need is worked out by adding the given value for each need and then to calculate the averages. According to this, a percentage is given to each need and a consolidated list is drawn up.

Calculation of averages.

Add the values separately together that are given to each need (or problem) and divide it by the number of individuals. For each problem or need there is now an average value (av).

Formula: $\text{Sum of the values for each individual need} \div \text{the number of individuals} = \text{av}$.






Calculation of percentages:

The average value (av) \div the scale that is used (5 point) $\times 100 = \%$

ITEM 2

SUMMARY: PROBLEMS AND NEEDS ASSESSMENT OF PRIORITIES

Indicate by means of one of the faces, how intensely the problem or need is experienced.

1. 	2. 	3. 	4. 	5. 
Not really a problem	A small problem	A problem	A big problem	A very big problem

NO	PROBLEM AND NEED	NUMBER OF FACE

APPENDIX C

MEASURING SCALE FOR COMMUNITY INVOLVEMENT IN PROJECTS

INDICATOR	NONE 1	VERY LIMITED 2	AVERAGE 3	ABOVE AVERAGE 4	EXCELLENT 5
1. Leadership (L) (Affluent minority — diversity of interests.)	Represents only one group from the community or consists of personnel from the organisation.	No community committee, but all interest groups are served by the community developer.	Community committee exists under the leadership of a community developer.	Active community committee takes initiative.	Community committee represents all interest groups and controls the community developer's activities.
2. Organisation (O) (Initiated by planners — initiated by community organisation.)	The community committee is dominated by the personnel from the organisation and is inactive.	Community committee is dominated by personnel from the organisation, but develop activities.	Community committee dominated by personnel, but completely active.	Community committee works in conjunction with other community organisations.	Existing community organisation involved in starting of and co-operating with a community committee.
3. Mobilisation of resources (M) (Little community commitment and control — a high degree of community commitment and control.)	No resources are generated by the community. The community takes no decisions regarding any distribution/use of funds and resources.	Community generates limited resources. Community has no control over the distribution/use of resources.	Community generates adequate resources. Community has no control over the distribution/use of resources.	Community generates adequate resources. Community has limited control over the distribution/use of resources.	Community generates more than adequate resources. The community committee is in full control of the distribution/use of resources.
4. Management (MX) (Professionally managed — managed by community.)	Projects started and controlled by personnel of the organisation.	Community developer manages the project independently with involvement from the community committee. Supervision by personnel.	Community committee is managed internally, but has no control over community developer's activities.	Community committee is managed internally and is involved in supervising the community developer.	Community committee controls and manages project.
5. Needs assessment (NA) (Professionally determined — community determined.)	Needs are determined by personnel or agency and the project is launched without involving the community.	Personnel dominate needs assessment. Community interests are however considered.	Community developer is aware of community's needs and does needs assessment.	Community developer does needs assessment in conjunction with community committee.	Community leaders take full control of needs assessment.

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