The challenges of Community Development Workers in the implementation of the Community Development Workers' Programme in Makhado Local Municipality, Limpopo Province

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DECLARATION

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ABSTRACT

The community development workers' programme (CDWP) is a strategic policy intervention by government to address challenges of service delivery to communities. The purpose of the CDWP is to facilitate the removal of obstacles in the course of providing services to communities. The CDWP is located in local government. Its purpose is often misunderstood by the stakeholders, because of the perception that the programme is meant to deliver services like provision of water, electricity and other social services. In essence, the CDWP is meant to facilitate communication between government and communities in order to ensure that services are delivered effectively and efficiently.

Some of the challenges faced in the Makhado Local Municipality relate to the lack of infra-structure maintenance initiatives, including expansion plans that are well funded. Massive backlogs of infra-structure and services remain in the areas of water and sanitation, energy provision, housing, social security and others. If these problems relating to infra-structure and access to services are not adequately addressed, it will be impossible for the implementation of the CDWP to be successful. It is, therefore, critical that the government as a whole, and working with the private sector, should develop a comprehensive programme that mobilises society through both public and private initiatives.

The purpose of this study was to investigate the challenges faced by community development workers (CDWs) in the implementation of the CDWP in Makhado Local Municipality. A qualitative research paradigm was adopted for the study. A literature review, focus groups and interviews were employed within the context of structured questions formulated in line with the framework of the study. The above were meant to facilitate a response to the research question of the study, which sought to find out what the challenges was, faced by CDWs in the implementation of the CDWP in Makhado Local Municipality.

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One of the recommendations of the study is that the CDWP should be integrated with the Makhado Local Municipality plans and budget in order to ensure that it is sustainable and meets its stated objectives. Once this is achieved, it will be possible to confidently say that:

- The introduction of CDWs is succeeding in addressing challenges of service delivery in the implementation of the CDWP
- Challenges of CDWs in municipalities are being resolved through the effective implementation of the CDWP

If the CDWP can be implemented fully in the Makhado Local Municipality, challenges of service delivery can be resolved over a reasonable period. It is, therefore, critical that the CDWP should remain an intergovernmental programme that fosters planning and partnership between the public, as beneficiary, and the government as service provider.

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OPSOMMING

Die Gemeenskapsontwikkelingswerkers Program (GOWP) is ‘n strategiese beleidsintervensie deur die regering om uitdagings met betrekking tot dienslewering aan gemeenskappe aan te spreek. Die doel van die GOWP is om hindernisse tot dienslewering aan gemeenskappe uit die weg te ruim, en die program is binne die plaaslike regering gesetel. Misverstand oor die doel daarvan kom dikwels onder belanghebbendes voor vanweë die veronderstelling dat die program bedoel is om dienste soos die voorsiening van water, elektrisiteit en ander maatskaplike dienste te lewer. In wese is die GOWP bedoel om kommunikasie tussen die regering en gemeenskappe te bewerkstellig om te verseker dat dienste doeltreffend en effektief gelewer word.

Uitdagings vir die Plaaslike Munisipaliteit van Makhado staan in verband met die gebrek aan inisiatiewe om infrastruktuur in stand te hou, insluitend goed befondste uitbreidingsplanne. ’n Massiewe agterstand van infrastruktuur en dienste bestaan steeds op die gebied van water en sanitasie, kragvoorsiening, behuising en sosiale sekerheid. Indien hierdie probleem met betrekking tot infrastruktuur en toegang tot dienste nie voldoende aangespreek word nie, sal die implementering van die GOWP geen sukses behaal nie. Dit is dus van uiterste belang dat die regering, in geheel, en met die samewerking van die private sektor, ‘n omvattende program ontwikkel wat die gemeenskap deur middel van openbare en private inisiatiewe mobiliseer.

Die doel van die huidige studie was om die uitdagings waarvoor gemeenskapswerkers met die implementering van die gemeenskaps-ontwikkelingswerkers program in die Plaaslike Munisipaliteit van Makhado te staan kom, te ondersoek. ’n Kwalitatiewe navorsingsplan is vir die studie gebruik. ‘n Oorsig van die literatuur, fokusgroep en onderhoude is gebruik, met gestruktureerde vrae wat binne die raamwerk van die studie geformuleer is. Die vrae was bedoel om ‘n respons tot die navorsingsvraag oor die uitdagings wat

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deur die gemeenskapsontwikkelingswerkers met die implementering van die GOWP in Makhado ondervind word, te fasiliteer.

Een van die aanbevelings van die studie is dat die GOWP by die planne en begroting van die Plaaslike Munisipaliteit van Makhado geïntegreer moet word om die onderhoubaarheid van die program te verseker en dat die gestelde doelwitte bereik word. Wanneer dit geskied, sal dit moontlik wees om te sê dat:

- Die instelling van die gemeenskapsontwikkerlingswerkers behaal sukses ten opsigte van die uitdagings van dienslewering binne die Gemeenskapsontwikkelingswerkers program.
- Die uitdagings aan gemeenskapsontwikkelingswerkers in die munisipaliteite word deur die effektiewe implementering van die GOWP oorkom.

Indien die GOWP ten volle in die Makhado Munisipaliteit geïmplementeer kan word, kan die probleem rondom dienslewering binne ‘n redelike tydperk opgelos word. Dit is dus belangrik dat ‘n onderneming soos die program vir die gemeenskapsontwikkelingswerkers behoue bly as ‘n inter-regeringsprojek wat die vennootskap tussen mense en die regering ondersteun.

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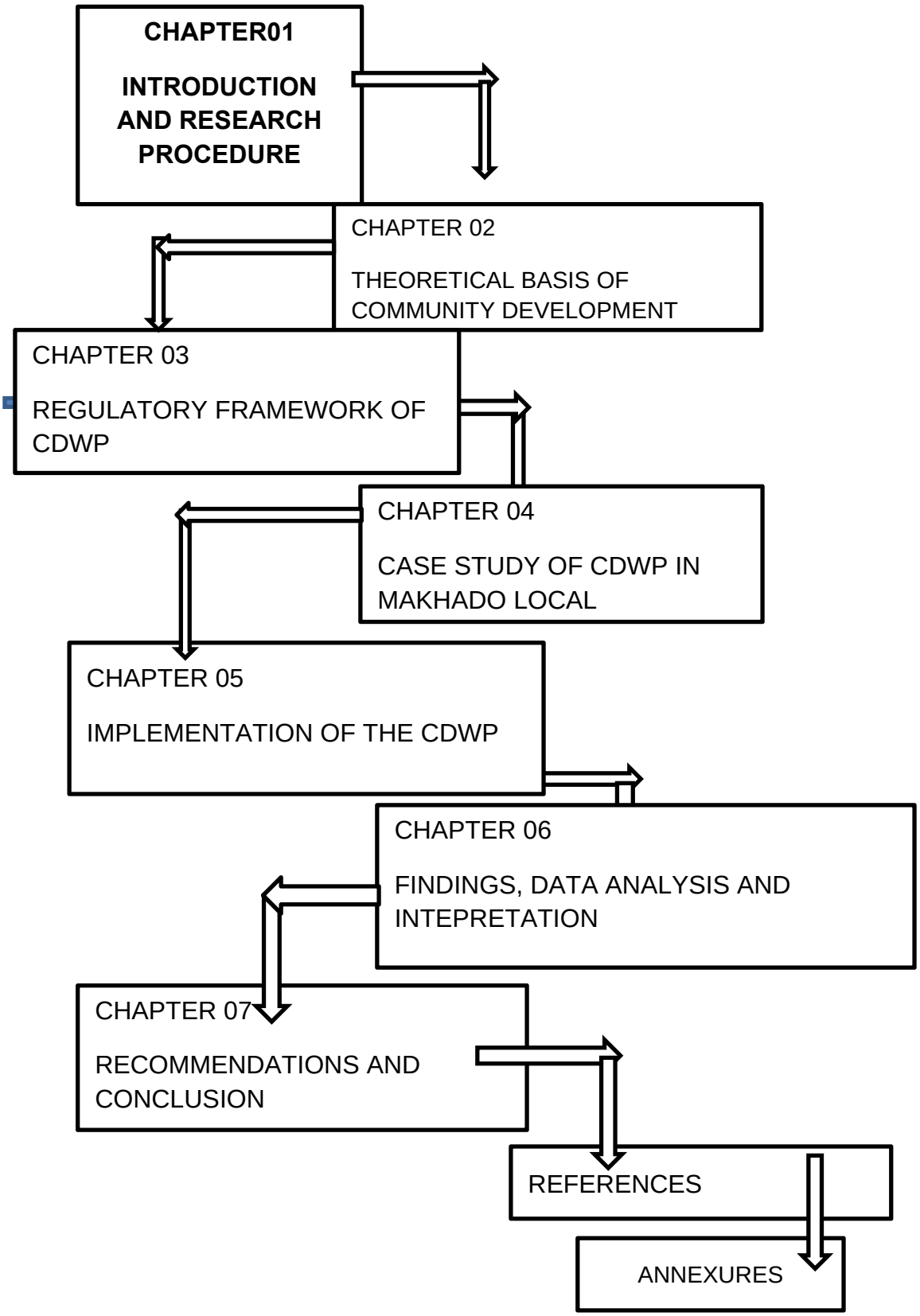
STRUCTURE OF THE STUDY



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CHAPTER ONE

INTRODUCTION AND RESEARCH PROCEDURE

1.1 INTRODUCTION

The post-apartheid democratic dispensation has introduced public service challenges with regards to governance policy and structures. Institutions of governance have been dealing with the challenge of extending services to all South Africans. This has involved expansion of infra-structure to under serviced areas, which is something that requires massive investment. This is also related to systematic challenges within governance structures that have resulted in an increasing distance between government and communities. In this regard, the Department of Public Service and Administration (DPSA) states that the main responsibility of Community Development Workers (CDWs) is to work with municipalities in order to help bridge the gap between government and the community, and strengthen integration and coordination between services provided by government and access to these services by communities (DPSA, 2007:24).

This study was undertaken to asses the Community Development Workers' Programme (CDWP) and service delivery and developmental challenges to develop intervention instruments in order to strengthen the capacity of the state to provide services to society, as set out in the Constitution (previously known as Act 108 of 1996) (RSA, 1996). The setting for the study is the Makhado Local Municipality in the Limpopo Province.

The study explored new interventions in the area of community development work, in particular the CDWP. Interventions are introduced as part of filling in the gaps where they exist while taking cognisance of the challenges facing CDWs.

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1.2 BACKGROUND TO THE STUDY

Community development is a contentious subject, given the fact that many initiatives are undertaken by institutions, both public and private, in pursuit of development in general or community development in particular. Community development as a concept may be defined in different ways. Swanepoel and De Beer (2006:27) define it as characterised by principles of human orientation, participation, empowerment, release and ownership. It is an organised process that gives communities greater say in the development of their local areas.

According to Cormack (1983:43), community development may be defined as the central government's role to be an active, planned and organised effort to place responsibility for decision-making in local affairs on the freely chosen representatives within the local community and government level, to assist people to acquire the attitudes, knowledge, skills and resources required to solve, through community self-help and organisations, as widest range of local problems in their own order of priority.

Jeppe (1985:27) links community development to the United Nations as: "the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress".

In South Africa, community development cannot be discussed without locating it within the constitutional context. The Constitution (RSA, 1996) provides three spheres of government which are independent and distinct, but also interrelated, with clear powers and functions. Most of the developmental functions have been passed on to local government, thus, any development is driven within local government.

The provision of services is a primary responsibility of government at all levels. This primary responsibility finds expression in Chapter 10 of the Constitution (RSA, 1996). Successive political administrations have been engaged in the task of meeting the

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basic needs of the people by ensuring that broad-based services are available. Section 195(1) of the Constitution (RSA, 1996) states that public institutions should foster transparency through the provision of timely, accessible and accurate information and services.

The authors of the Constitution were aware that a new dispensation would have to introduce wide-reaching measures to change the character of service delivery, since the old systems were structured in a way that reinforced separate development on the basis of race. The new democratic Constitution had to confront this legacy with a view to ushering in a new period of transformation.

The democratic dispensation has introduced many challenges, including extending services to under serviced areas, particularly to rural areas and township settlements. Government has adopted various innovations to deal with the provision of services to communities, especially in the rural areas. It is necessary to point out that there have been persistent failures, which have resulted in service delivery protests in affected areas (Municpal IQ, Protest monitor). One of the measures for intervention has been the introduction of the CDWP towards enhancing community participation within local government. The CDWP constitutes the basis of this study within the Makhado local municipality.

1.3 RESEARCH QUESTION AND HYPOTHESIS

According to Welman *et al.* (2006:26), a research question lends itself to descriptive and inductive research. The researcher addresses the following question :

“What are the challenges facing CDWs in the implementation of CDWP in the Makhado Local Municipality?”

According to Welman *et al.* (2006:12), a hypothesis is a tentative assumption or preliminary statement about the relationship between two or more things that need to be examined. In other words, a hypothesis is a tentative solution or explanation of a research problem and the task of a researcher is to investigate it. Brynard and

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Hanekom (2006:21) define a hypothesis as that which the researcher actually wants to know. These authors refer to inductive and deductive hypotheses as a basis for formulating an approach to the research process. The challenges and problems of service delivery within Makhado Local Municipality, point to the following two hypotheses that guided the study:

- The introduction of CDWs *is succeeding* in addressing the challenges of service delivery in the implementation of the CDWP.
- Challenges of CDWs in municipalities are being resolved through the effective implementation of the CDWP.

Consistent with the research question and hypotheses, the Constitution (RSA, 1996) provides that institutions of governance and public administration must be underpinned by the following principles:

- Services must be provided impartially, fairly, equitably and without bias.
- Transparency must be fostered by providing the public with timely, accessible and accurate information.
- Efficient, economic and effective use of resources must be promoted.

Therefore, CDWs should strive to ensure that whatever programmes they are coordinating and supporting in their communities, should advance the above principles. This should be integrated in the monitoring and evaluation instruments that are utilised as part of the assessment process.
The framework of the study is presented in diagrammatic form in Diagram 1.1.

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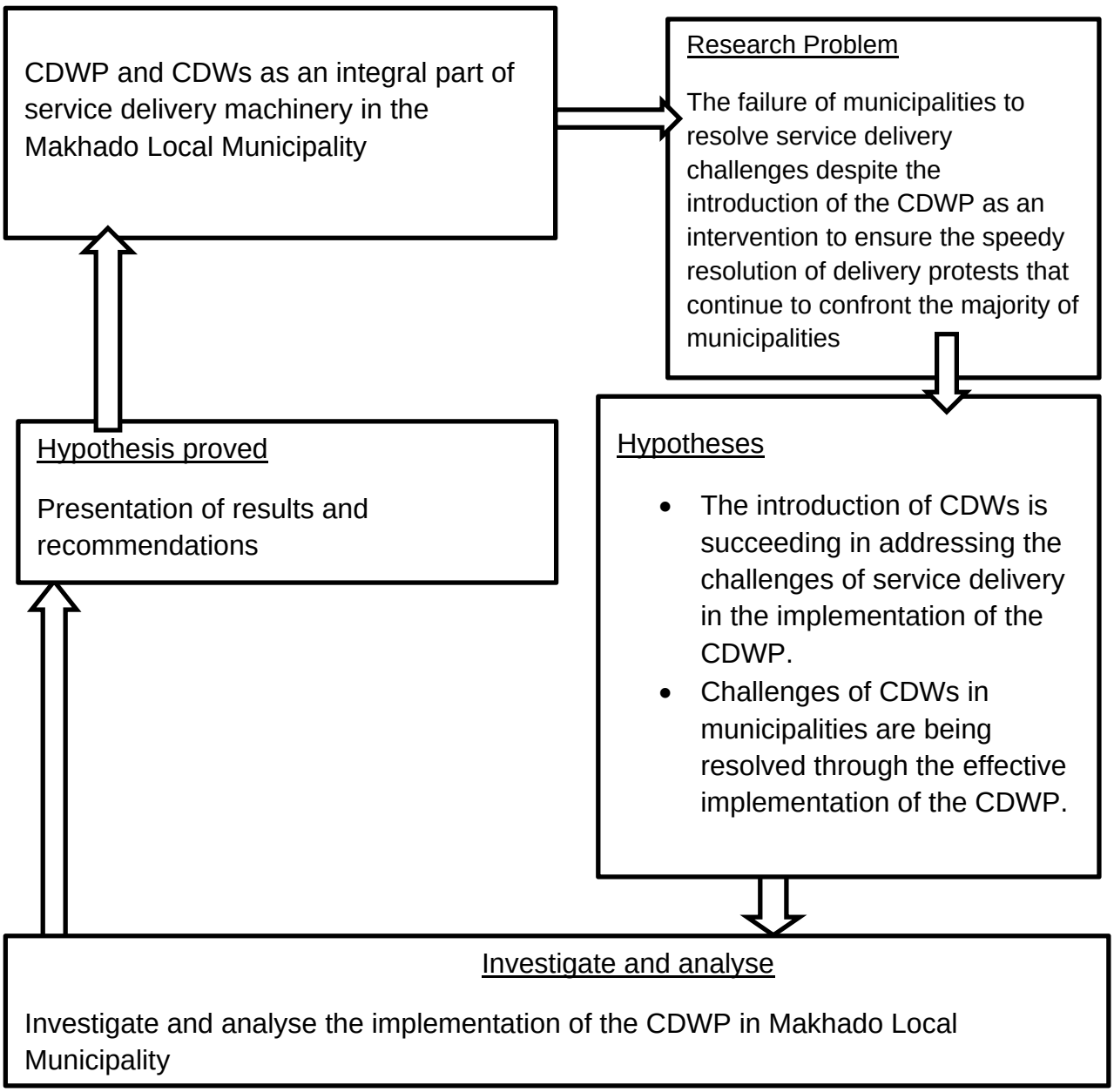

Diagram 1.1: Diagrammatic representation of the framework of the study

Source: Adapted from Bless and Higson-Smith (1999:13)

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1.4 RESEARCH PROBLEM AND RATIONALE FOR THE STUDY

Mouton (2001:48) points out that the research problem should be an indication of the object of the study as well as the research objectives. This is supported by Welman *et al*. (2006:14-15) when they state that a research problem refers to some difficulty that the researcher experiences in the context of either a theoretical or practical situation, and to which he or she wants to obtain a solution.

The study investigated the challenges faced by CDWs in the implementation of the CDWP in the Makhado Local Municipality. This was influenced by the challenges of service provision which, in most instances, have led to complaints from the public, and to service delivery protests.

The study aimed to investigate the CDWP as an intervention addressing both developmental and service delivery challenges within the Makhado Local Municipality. The supporting approach focused on the challenges that CDWs experience in the implementation of the CDWP.

The new political dispensation has given rise to new challenges of development and service delivery in communities. Some of the main challenges regarding development and service delivery relate to the failure of the relevant institutions to execute their functions. Whilst progress has been achieved in the delivery of basic services such as the provision of water and electricity, challenges relating to service delivery still remain. This relates to inability of government to coordinate the work of various spheres in the execution of similar functions. These challenges cut across the three spheres of government, namely national, provincial and local government.

It is important to note that both constitutional and policy imperatives have been established with regard to policy that guides service delivery areas, but key challenges regarding execution and implementation remain across the three spheres of government. As part of resolving service delivery and development challenges, government has introduced the CDWP as both a policy and a mechanism to unlock service delivery and development implementation within communities, with CDWs

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representing all three spheres of government within a ward in a municipality. The functions of CDWs include:

- Assisting communities with development and in articulating their needs
- Facilitating the development of community structures
- Facilitating public participation in government development projects
- Identifying service blockages in the community
- Finding solutions to identified blockages by interacting with national, provincial and local government structures
- Co-ordinating the activities of local community workers
- Resolving disputes between government and communities, and generally acting as community organisers and facilitators (DPSA, 2009:16).

These constitute the main functions of the CDWs within the context of the CDWP, although these functions have been expanded since the conception of the CDWP. The discussion and evaluation of the CDWP will take into consideration the evolution of the programme as per the objectives and the hypothesis of the study.

1.5 THE AIMS AND OBJECTIVES OF THE STUDY

The study was underpinned by the following objectives:

1. To describe the roles and responsibilities of CDWs as set out in the policy
2. To describe the CDWP
3. To investigate the implementation process of the CDWP
4. To investigate challenges confronting the CDWs in addressing service delivery and development challenges.

The above study objectives define and guide the thesis.The objectives are studied within the context of national policy on CDWP and the Integrated Development Plan (IDP) of Makhado Local MunIcipality. The CDWP is one of the instruments within Makhado Municipality that is central in the participation implementation process of the IDP.

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1.6 RESEARCH DESIGN AND METHODOLOGY

1.6.1 RESEARCH DESIGN

A participatory action research approach was adopted as the design for the study. Mouton (2001:160) defines participatory action research as research that involves the subjects of the research. The study is an empirical study. Mouton (2001:161) states that the classifications of the research design as empirical means that it is practical and entails the use of hybrid data which entail the combination of textual and numerical data. The textual data were generated and gathered through the use of interviews, whilst the secondary data were gathered through existing reports, policies, legislation, discussion documents, academic studies and other published material on the subject matter.

1.6.2 RESEARCH METHODOLOGY

The research methodology that was used was qualitative. Henning (2004:1) suggests that, in order to categorise the study as qualitative, data generated and collected should be assessed qualitatively. A qualitative study "is an enquiry that concerns itself with the examination of qualities as well as characteristics of data in order to understand and explain those data". The researcher used personal interviews and focus groups to gather the data for the study from a selected sample population. The approaches that constituted part of the research mechanism are outlined below.

According to Bless and Higson-Smith (1995:85) sampling research has allowed the investigation to be restricted to a small but representative section of the population. Welman *et al*. (2006:53) refer to a population as the full set of cases from which a sample is taken. In sampling, the term 'population' is not used in its normal sense as the full set of cases need not necessarily be all the people.

This study used non-probability sampling, about which Bless and Higson-Smith (1995:85) point out that the probability of including each element of the population in

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a sample is not known. Non-probability sampling includes accidental or availability sampling, purposive or judgemental and quota sampling. The researcher utilised purposive sampling since it provided options in terms of using his discretion in choosing participants of a representative sample. Bless and Higson-Smith (1995:95) are critical of purposive sampling since it depends on the subjective determination of the researcher rather than on scientific considerations or criteria.

The research participants were drawn from the CDWs who were the main research subjects. The study utilised two groups for the purpose of this study. The first group of CDWs was the primary subjects of the research. The second group was the programme managers or officials working closely or directly with the CDWs; they were interviewed individually. The researcher generated primary data through two focus groups of CDWs selected from within the regions of the local municipality. There was a fair gender balance in the composition of the groups.

It is always important to have clearly defined tasks to be undertaken by research participants. Bless and Higson-Smith (1995:141) stress the importance of stating the type of activities that participants are expected to undertake. Questionnaires were developed in advance and support instruments were made available in order to facilitate the research process. The researcher acted as the facilitator of the focus groups. Extensive notes and tape recorders were utilised as part of the research.

1.7 PROCEDURE AND ETHICAL CONSIDERATIONS

As part of the preparation to ensure the smooth running of the study, the researcher requested permission from the Head of the Department of Local Government and Housing of the Limpopo Province to involve the CDWs as per the brief. The relevant programme managers in the municipality and other related departments were requested to participate in the research. These requests were granted. Participants were informed of their right to withdraw if they felt uncomfortable for whatever reason. The participants were further informed that the outcome of the study would be made available to them and other relevant departments interested in the results

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once the study was concluded. The research participants were also made aware that they were welcome to withdraw from the study if they were not comfortable with participating in the focus groups or interviews.

1.8 DATA COLLECTION

The data collected comprised two sets: primary and secondary data. In research, primary data refer to a researcher's own data, meaning it has been generated as first-hand information, while secondary data generally refer to the work of other authors in a particular field. Both sets of data should be relevant to the study, meaning they should be consistent with the research question and research objectives. The data should assist the researcher in terms of formulating an appropriate diagnosis of the research problem and the anticipated interventions as the way forward. The research techniques that were utilised by the researcher in generating data are outlined below.

1.8.1 FOCUS GROUPS AND INDIVIDUAL INTERVIEWS

As outlined in the sampling process, two CDWs focus groups were convened to deal with a set of open-ended questions, which were linked to the research objectives. The first focus group was convened in the Waterval offices, Waterval being one of the administrative branches of the Makhado Local Municipality. The second focus group session was held in the Vuwani Administrative Centre, another administrative branch of the Makhado Local Municipality. The focus group in Waterval was attended by twelve CDWs whilst the focus group at Vuwani was attended by eight CDWs (see Annexure A for focus group discussion questions).

As outlined in the discussion on the sampling exercise, seven officials were interviewed individually by the researcher. Before each interview, it was stated clearly to each official that the interview was conducted solely for the purpose of academic study and their participation was needed to enrich the process. The officials were drawn from different departments (see Annexure B for individual interview questions).

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1.9 SECONDARY DATA

The researcher used a variety of different sources to gather relevant information for the research. The data were obtained from academic studies, annual reports, legislation, journals and articles. All the material utilised was relevant to the research subject. Further attention and more detail are provided especially in Chapter 6, as part of the data analysis.

1.10 DATA ANALYSIS

All the data collected were subjected to a critical assessment process, as discussed in Chapter 6. In essence, this focused on primary and content data analysis, the results and findings of which are presented in Chapter 6.

1.10.1 PRIMARY DATA ANALYSIS

The data analysis was applied as part of interpreting the raw data collected. Furthermore, the first analysis was focused on the primary data which in the main consisted of rough notes and recordings gathered during individual and group interviews. Welman *et al.* (2006:211) state that all information should be converted into a written form in order to render intelligible products that can be read, edited for accuracy, commented on and analysed. Tape recordings were also transcribed for processing.

1.10.2 CONTENT ANALYSIS

Content analysis was undertaken as part of analysing the data collected. A relevant content analysis technique was utilised to analyse and interpret the data collected as reflected in the reference list. The content analysis focused on relevant literature including books, discussion documents, annual reports, legislation and journals. Lastly, an analysis of responses to research questions was undertaken in order to arrive at findings.

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1.11 A BRIEF DESCRIPTION OF MAKHADO LOCAL MUNICIPALITY

Makhado Local Municipality is located in the Limpopo Province, which is one of the nine provinces of the Republic of South Africa. The Makhado Local Municipality is also one of the four local municipalities within the Vhembe District Municipality. According to the Budget Review of the Makhado Local Municipality (2011b:4), the Municipality has a population of 495 261.

There are 129 665 households within the municipality. It has over 225 059 voters according to the 2010 voters' roll. Makhado Local Municipality is located in the Vhembe District Municipality, as shown in the geographic map of Limpopo Province (See Figure 1.1). The municipality is constituted of five rural towns which are Louis Trichardt, Vleifontein, Vuwani, and Waterval and more than 279 villages. Louis Trichardt serves as the main administrative town of the municipality, with Dzanani, Vleifontein, Vuwani and Waterval serving as branches of the main administration.

Figure 1.1: Location of Makhado Local Municipality in Limpopo Province, South Africa
Source: Makhado Local Municipality IDP (2011a:28)

According to the Makhado Local Municipality Budget Review (2011b:4), the municipality has 37 wards that constitute the municipal council. It has 73 elected

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councillors made up of 37 ward councillors and 36 proportional councillors. The municipality has 37 CDWs who are deployed in all the wards to co-ordinate service delivery interventions in accordance with the CDWP.

As part of the system of local government, ward committees were recently established in terms of the requirements of legislation. Furthermore, 14 traditional leaders serve as *ex-officio* members of the municipal council. The municipality may be defined as a rural council with its economy mainly being driven by agriculture. According to the Budget Review (2011b:04), the municipality has a massive backlog in the area of water provision and sanitation, refuse removal, electricity and housing.

1.12 SIGNIFICANCE OF THE STUDY

The research results will be made available to all the relevant stakeholders interested in the CDWP. The study will be made available to relevant departments, such as Limpopo Local Government and Housing and the National Department of Corporative Governance and Traditional Affairs in order for them to address gaps, or policy areas affecting CDWP. The results will also be made available to CDWs for noting key issues to raise in relevant forums. The study provides suggestions for interventions to address existing gaps in the CDWP.

1.13 DEFINITION OF KEY CONCEPTS

The main objective of this section is to clarify key concepts that are consistently used in the study and the literature.

- **Community:** A community may be defined relative to various contexts and situations depending on various scholars. For the purpose of this study, community is defined as:

  A community in everyday language is a collection of people in a given location: that is, village, town, city, or even country. As a social or

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political principle, however, the term community suggests a social group that possesses a strong collective identity based on bonds of comradeship, loyalty and duty (Heywood, 2002:172).

- **Development:** Development is one of the central themes in terms of this study. It can be investigated within the context of growth in the economy. It may also be examined within the context of the advancement of a nation in areas of science, technology or the social context. Development is a term that is rich in meaning that may also be consistent with positive change in all facets of the society. For the purpose of this study, the following meaning is adopted:

  Development is a process by which members of a society increase their resources to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations (Korten, 1990:67).

- **Community development:** Community development combines community and development, which then produces a new meaning. Authors define it differently, but for the purpose of this study, the researcher has adopted the definition of the United Nations Department of Economic and Social Affairs, which states the following:

  A 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. This complex process is therefore made up of two essential elements: the participation of people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative, and the provision of technical and other services in ways which encourage initiative, self-help and mutual help and make these more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements (Theron, 2005a:114).

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- **Participation:** The ILO definition of participation (Rahman, 1993:150) states that

  …what gives real meaning to popular participation is the collective effort by the people concerned in an organised framework to pool their efforts…to attain objectives they set for themselves. In this regard participation is viewed as an active process in which the participants take initiatives and take action that is stimulated by their own thinking and deliberation and over which they can exert effective control (Gwala & Theron, 2012:3).

- **Public Participation:** The definition in this regard will set the tone in understanding the public participation process within the context of the IDP and CDWP in a local government environment. In this regard the Constitution (RSA, 1996) of South Africa provides the right of the public to participation within the framework of government processes. Theron (2008a:8) explains public participation as dismantling the top-down, prescriptive and often arrogant knowledge transference and communication approaches that are often characterised by imposition on communities by 'outsiders' (Davids 2009:18) locates public participation within developmental local governance, namely in upholding the principles and systems of participatory democracy and enabling the legitimacy of government within communities through the public participation process.

- **Sustainable development:** This is defined as "...development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (World Commission on Environment and Development, 1987:43).

- **Capacity-building:** The White Paper on the Reconstruction and Development Programme defines capacity-building as a

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mechanism that is critical and required in ensuring that there is effective participation of civil society in RDP implementation. Morss and Gow (1985:135) state that capacity-building has the following features:

-The ability to anticipate and influence change

- The making of informed decisions

- Attracting and utilising resources, and

- Managing the resources to achieve stated objectives.

Van Donk *et al*. (2008) concur when addressing capacity-building as far as service delivery in local government is concerned.

- **Community Development Workers (CDWs):** Community Development Workers (CDWs) are community-based resource persons who collaborate with other community activists to help fellow community members to obtain information and resources from service providers with the aim of learning how to progressively meet their needs, achieve goals, realise their aspirations and maintain their wellbeing. They are cadres of a special type; participatory change agents who work within communities from where they are selected, where they live, and to whom they are answerable for their activities. They are supported financially and functionally by a range of government spheres and departments, particularly local government. Although specifically trained and certificated for their role, they have shorter training than professional development workers who receive tertiary education. CDWs, unlike professional development workers, are resident in the communities in which they work (DPSA, 2007:14).

The above defines a CDW in South African government terms. What the CDWs do is actually to be the eyes and ears of governance structures in local areas. They therefore reduce the gap between government and the people.

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- **Community Development Workers' Programme (CDWP):** The Community Development Workers' Programme refers to the main purpose of a CDWP as to work with municipalities in order to help bridge the gap between government and the community, and strengthen integration and coordination between services provided by government and access to these by communities. In addition, the new democratic government in the Constitution recognises that the three spheres of government cannot function in isolation. Decentralisation and cooperation are critical to the successful transformation of the state in the coming decades (DPSA, 2007:81).

The above definition expresses the South African government's perspective on the programme.

1.14 SUMMARY

The chapter has presented the framework of the study. It describes the main purpose of a CDW as working with municipalities and the public in order to help bridge the gap between government and the community and strengthen integration and co-ordination between services provided by government and access to these services by communities. It has further articulated the definition of community development within the context of the United Nations framework. The Constitution (RSA, 1996) is referred to as the main basis for understanding community development within the context of local government. The CDWP is based on community participation as the main point of departure for the study.

The research question and the hypotheses have been defined as the framework that defined the nature and direction of the study. The chapter has further clarified the research problem of the study, which required investigating the CDWP as an intervention for addressing both developmental and service delivery challenges. The main purpose of the CDWP and functions of the CDWs have been highlighted.

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The research design and methodology are discussed within the context of the framework of the study. Furthermore, a brief description of Makhado Local Municipality and the geographic location on the map have been highlighted. Concepts are explained as part of the framework of the study. It was the objective of the researcher to evaluate the findings of each chapter in order to confirm the hypotheses of the study as stated in chapter 1, as:

- The introduction of CDWs is succeeding in addressing the challenges of service delivery in the implementation of the CDWP.
- Challenges of CDWs in municipalities are being resolved through the effective implementation of the Community Development Workers' Programme.

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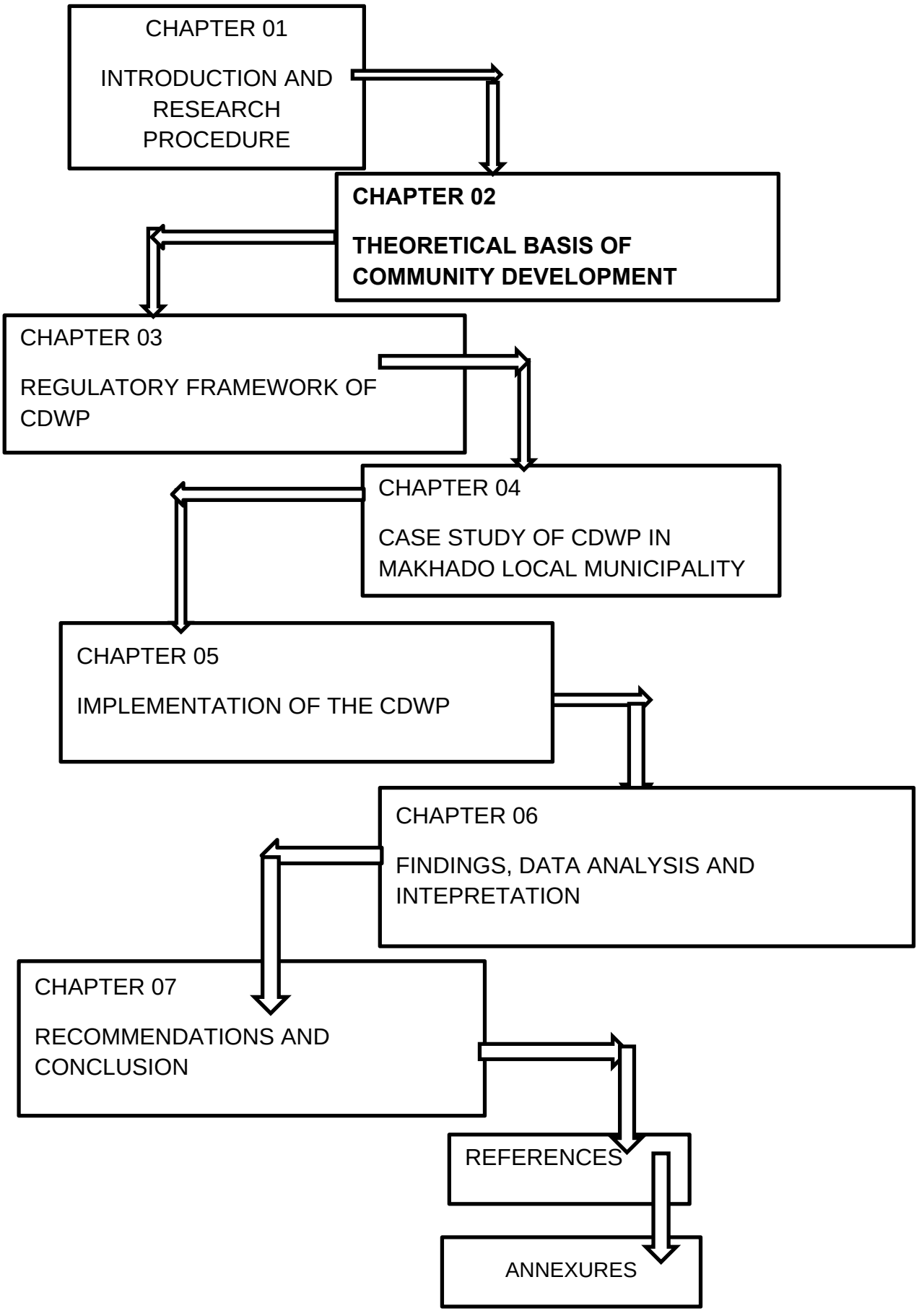

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CHAPTER TWO
THE THEORETICAL BASIS OF COMMUNITY DEVELOPMENT

2.1 INTRODUCTION

This chapter deals with the literature that is relevant to the study and provides a context for the study. An overview of development theories and community development is presented; the key point of departure being to clarify the development framework for the theoretical articulation that shapes the understanding of the CDWP.

The following constitutes some of the fundamental development theories that have shaped the theoretical basis of development globally. These theories have shaped the framework and the outcomes of this study. It is important, however, to ask why development is studied and what is expected to be achieved. A central theme in development is the eradication of poverty. The South African Local Government Association (SALGA) conference discussion paper on eradicating poverty (SALGA, 2011:8) highlights several points in this regard.

Poverty eradication stems from a conceptual understanding that sees poverty as an outcome of deficiencies/deprivation with regard to the critical services which form part of satisfying basic human needs. The United Nations (UN) (SALGA, 2011:8) defines poverty as a lack of basic human needs such as clean water, nutrition, shelter and access to health, amongst others. In South Africa, poverty has been related to deprivation of not only basic needs but also of basic services. The National Indigent Policy Framework that was announced in September 2005 and its Implementation Guidelines state:

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> The overall objective is to substantially eradicate those elements of poverty over which local government has control by the year 2012. Given the definition of the indigent stated in this policy this implies that all should have access to basic water supply, sanitation, energy and refuse services by this date. Further, by this date all municipalities will have undertaken major initiatives to facilitate the access of the indigent to land for housing, in cooperation with provincial government" (DPLG, 2005a:03).

The above reveals that a number of challenges confront local government in relation to community development. The study addresses these issues in relation to the implementation of the CDWP in local government.

2.2 PERSPECTIVES ON DEVELOPMENT

Du Toit *et al.* (2002:66) define development as a "process through which an individual, a community or a state optimally utilises, without waste, all available resources and positive influences from the environment to move away from one situation to a more desired situation". This definition ties up with the broad objective of the study as it relates to CDWs.This articulation is also supported by Shaida *et al.* (2011:117) when they state that development is both a subjective and objective sustainable increase in the quality of life of an individual or community. CDWs are expected to be facilitators in mobilising communities to ensure that such communities progressively take development initiatives into their own hands. It is imperative to establish to what extent the CDWP is succeeding in moving people from a position of being underprivileged to an improved situation where basic needs and services are easily accessible. Once this is realised, development can be said to be taking place through the implementation of the CDWP in local government.

Flowing from the above, De Beer and Swanepoel (1998:18) argue that theorists have generally divided the world according to two approaches, the developed and the underdeveloped. This has been done from a reductionist approach by which progress is regarded as universal and as a process that will eventually occur and be characterised by the following:

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- Increasing social complexity,
- A value system stressing performance,
- Participatory development,
- Control of the environment,
- Rational understanding and flexibility, and
- Social maturation (Coetzee *et al.* 2001:31).

This approach should be seen within the context of the CDWP, and how progress is achieved within municipalities in a South African environment. Alex and Smith (in Coetzee *et al.*, 2001:31) portrayed the state of modernity as characterised by:

- Openness to new experiences,
- On-going planning, continuous predictability of action, and a different experience of time,
- High premium on technical skills,
- Readiness to accommodate the process of transformation resulting from changes,
- Expectation of educational occupational mobility and,
- Understanding of the principles of production.

Therefore, underdevelopment may be understood as the absence or the limited representation of the above elements within a particular society.

The second development theory referred to is the dependency theory. According to Martinussen (1997:92), the dependency theory is a body of social sciences that argues that the wealthy nations need a peripheral group of poor nations in order to remain wealthy. The dependency theory emerged as a response to the failures of the modernisation theory. It originated in Latin countries in the 1960s. According to Schuurman (1996:5), dependency entails the following:

- Underdevelopment is a historical process. It is not a condition necessarily intrinsic to the Third World.
- The dominant and dependent countries together form a capitalist system.

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- Underdevelopment is an inherent consequence of the functioning of the world system. The periphery is plundered of its surplus: this leads to development of the core and underdevelopment of the periphery.

The people-centred development theory emerged from the humanist development theory. The humanist paradigm emerged as a response to the failures of both the modernisation and the dependency theory. The perspective on human development is best summarised by Roodt (1996:317) when quoting Coetzee (1989:23):

> People have the right to live in a life-world that is meaningful to them and they are able to contribute actively to the constitution of such a life world. Social reality is constituted, maintained, as well as continuously adapted by individuals. As soon as a lack of ability or scope to come to terms with different/opposing positions becomes evident, there is a real danger of dehumanisation of social reality,.i.e. rigidification of human existence (or alienation.

In essence, the quest for society in general, especially activists, is to strive for meaningful, purposeful life through active participation in addressing social problems that confront them in their own conditions. It is about entrenching the democratic values within society through active participation in development initiatives. Therefore, the centrality of participation in human development theory is paramount. It is in this context that the CDWs in their interaction with community citizens should encourage active participation in the roll out of government programmes. The growing support for this theory was based on the recognition of a people-centred approach, specifically at the meaning-giving, micro level of development and it calls for people-centred development and participatory development (Theron, 2005a: 104-110; Theron, 2005b:111-132). This perspective is dominant in many developing countries.

The foundation of this study is predominantly based on this perspective and the theory of human development. One of the perspectives dominant in the global development discourse is the human development approach. A SALGA (2011:8-9) poverty eradication paper articulates the notion of human development as an

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"approach that seeks to complement the service delivery approach"; the human development approach is an approach which puts people at the centre of development as opposed to services and growth-based models of development, which centres on economics.

2.3 CHALLENGES OF PARTICIPATORY DEVELOPMENT

Participatory development is a central aspect of community development and constitutes the main basis in understanding the role of the CDWP. Participatory development has become embedded in the people-centred development debate which is the main defining basis of this study within the context of the CDWP. Roodt (2001:474) emphasises that people-centred development and participation of the majority of the population, especially women, youth and the illiterate, are regarded as the bottom line in the successful implementation of any project or programme. The emphasis is placed on Developmental Local Governance (DLG) (RSA,1998a) as the main driver in giving meaning to participatory development in local communities.

Korten (1990:216), in his push for voluntary citizen action, argues that our future depends on millions of citizen volunteers, each serving as a centre of voluntary energy, adding strength to a dynamic evolving people's movement. Each individual can and does make a difference. Each helps to shape a global consciousness and a collective pattern of behaviour by which our relationship with each other is defined. However, the spirit of volunteerism in a South African context seems to be on a decline because of high poverty levels. For every contribution in community voluntary work there is demand for payment .

There is a need for a new drive within society in general to build a new movement of community service and voluntarism, which is lacking at present. The CDWP should be a catalyst for such a movement within communities. This approach is further reinforced in the Manila Declaration on Peoples Participation and Sustainable Development which states: "To exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people must control their own resources, have access to relevant information, and have the means to

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hold the officials of government accountable" (Korten, 1990:218). Swanepoel and De Beer (1997:26) list three challenges to participation:

- Operational: issues such as too much centralisation of power, limited capacity, limited co-ordination and inappropriate technology;
- Culture of poverty: the vicious circle that keeps people enmeshed in poverty;
- Lack of structural support for participation: appropriate structures are necessary.

The CDWP should be seen as an intervention that seeks to address challenges of participation in a DLG and the IDP processes. In resolving the contradiction underlining the challenges of participatory development, Roodt (2001:478) argues that it is important for the organs of civil society such as civics, development forums and committees, and political parties to establish relationships with government structures that:

- Move beyond the mere demands of protest politics and incorporate both a watchdog role as well as a developmental one;
- Do not lead to co-option and the inevitable corruption that this spawns;
- Take into consideration the particularities of local politics;
- Recognise that communities often reflect division and competing interests and not that often harmony and common purpose.

This framework should be seen as a development framework that should inform change agents, CDWs in particular, about how they should approach and facilitate development within local government and their communities. This is important since development is characteristically contested, hence the need to use a holistic approach as it seeks to accommodate and integrate all the views within the community in order to achieve a particular set of objectives.

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2.4 COMMUNITY DEVELOPMENT PERSPECTIVES

Swanepoel and De Beer (2011:35) state that community development dates back to the history of the early civilisations. It found resonance in the 1870 in the USA with the practice of agricultural extensions as a form of community development. It also found expression in India, through the Institute for Rural Reconstruction. Swanepoel and De Beer (2011:35), quoting Brokensha and Hodge, state that the institute's aim was:

> …to bring back life in all completeness, making the villagers self-reliant and self-respectful, acquainted with the cultural tradition of their own country and competent to make efficient use of modern resources for the fullest development of their physical, social, economic and intellectual conditions (Brokensha & Hodge, 1969:40-41).

This approach was further reinforced by the Gandhian Rural Reconstruction experiment, which was very similar to the approach of the Institute for Rural Reconstruction, with emphasis on self-reliance and self-sufficiency (Swanepoel & De Beer, 2011:35). Community development also received a boost through the British Colonial office when it was implemented in the British colonies, especially in Africa. With the 1940s drawing to an end, community development had become popular in terms of describing government interventions at local level as an expression of the concept in practice. Monaheng (2008:126) states that the influence on the character of community development was visible and prominent, especially during the launch of the India Community Development Programme after that country's independence in 1947. This stimulated community development efforts in Asian countries and the Third World. Community development grew throughout the world and gained a peak during the Cold War. It was seen as a political deterrent to communism and a means through which democracy could be consolidated.

Flowing from the above**,** Swanepoel and De Beer (2006:27) define community development as characterised by principles of human orientation, participation, empowerment, release and ownership. It is an organised process that gives

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communities and their structures greater say in the development of their local areas. The Handbook for Community Development Workers (DPSA, 2009:12) defines community development as a process that places individuals at the centre of the development process and helps them to realise their potential. It acknowledges that the best solution to a problem comes from the communities that experience challenges.

Roodt (in Coetzee *et al.,* 2001:470) defines community development as follows:

> Community development is the conscious process wherein small, geographically contiguous communities are assisted by the more developed community to achieve improved standards of social and economic life. This is done primarily through their own local affairs efforts and through local community participation at all stages of goal selection, mobilisation of resources, and execution of projects, thus enabling these communities to become increasingly self-reliant.

Community development moreover emphasises participation by people and fosters self-reliance and 'bottom-up' problem solving. This approach is based on the principle that, through raising awareness, individuals within a community will become motivated to take control and solve their own problems. Once motivated, individuals can develop skills through which to build a collective community response to an issue. This broad definition represents the most widely accepted understanding within the South African context, given its consistent application in the South African policy processes and training manual. The *Handbook on Community Development Workers* (DPSA, 2007) currently comprises the main accredited material for the training of CDWs. However, it is essential to ensure that there is a broader outlook in terms of understanding development and community development. It is important to ensure that all relevant approaches or schools of thoughts are accommodated within training for the development of CDWs. The Handbook must be updated.

Flowing from the above, the *Handbook for Community Development Workers* (DPSA, 2009:13) identifies the following characteristics of community development:

- Able to fulfil human needs, both concrete and abstract;

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- A learning process in which people participate and take initiative from the start;
- A collective action, including joint decision-making;
- Needs-oriented and therefore bound to strive for objectives;
- Based on assets and resources people have;
- Action at grassroots level which necessarily requires committed people to participate;
- A strategy of creating awareness among participants about their situation focusing on their ability to address the situation;
- More easily achieved through small, simple projects than through sophisticated approaches to complex problems in large scale projects;
- A process that leads to community building by enhancing such matters as leadership, institutions and organisational ability;
- A step-by-step progression that invariably leads to further developmental efforts either by the same group of people or by other groups following the example set by the first project;
- Facilitated by the sensitive and appropriate use of external resources and skills.

The above points constitute an important characterisation of community development work at a practical level. They provide a practical framework for application or practice, especially for community development activists. It is critical that CDWs should have a fair comprehension of what the key characteristics of community development as a policy approach are. Community development is ideologically contested in most communities, which might be a deterrent to progress. CDWs therefore should be familiar with issues like these as facilitators in order to co-ordinate sustainable solutions.

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2.5 THE ROLE OF STAKEHOLDERS IN COMMUNITY DEVELOPMENT

The CDWP requires CDWs to work with stakeholders in the community. A community is generally constituted by individuals who belong to different organisations that may function in the area of youth, women, civic matters and business, amongst others, that strive to pursue their own interests within the context of the aspirations of the entire community. Swanepoel and De Beer (2011:20) state that a stakeholder may be identified at the levels of government, the private sector, non-governmental organisations (NGOs) and as community sector stakeholders. Stakeholders may also be classified according to functional areas such as the political, economic, legal or social. CDWs, therefore, are important stakeholders within the community, given their role as change agents. The CDWP relates to all the groups in a community, given the nature of the CDWP, and what it seeks to achieve.

Flowing from the above, public sector stakeholders involve national, provincial and local government. Swanepoel and De Beer (2011:21) explain that national government is organised according to broad functional areas with departments dealing with issues such as social development, land affairs, environmental affairs, water affairs, forestry and agriculture, while provincial government has certain specified competencies at provincial level as determined in the Constitution (RSA,1996). Local government performs wider functions at local level focusing on the provision of water, roads, electricity, local economic development and other locally based functions. Organisations like state-owned enterprises perform utility functions like the bulk supply of electricity and water. CDWs relate to government at all levels as far as the roll-out of programmes and projects are concerned at the community level where they are based. This is a complex role, often leading to confusion.

The second sector referred to comprises private sector stakeholders. Swanepoel and De Beer (2011:21) state that the private sector consists of stakeholders or groups active in commerce, industry and mining. This is further expanded to industries, or factories manufacturing consumer goods, while commerce consists of shops, banks and services such as dry cleaning and motor repairs. It also includes

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industry organisations operating in various sectors or collectively. CDWs become the main point of entry in communities where the private sector intends bringing investment or social responsibility initiatives and where facilitation may be required.

The third sector is identified as non-governmental stakeholders. These are organisations outside the private sector and public sector, which are independent. Swanepoel and De Beer (2011:22) state that NGOs usually come into existence because of specific problems within society, especially in the areas of health, education and housing. NGOs differ from local government organisations, development institutions, international, national and local development organisations and advocacy groups and are generally issue-based and developed around an issue that is a problem within society. These organisations are non-profit-making by nature and rely on donor funding. CDWs should be familiar with issues which might lead to the development or formation of issue-based NGOs and should embrace the NGO sector as partners in community development.

The fourth sector is referred to as popular or community-based sector stakeholders. Community-based organisations (CBOs) are normally managed by individuals or groups within communities (Swanepoel & De Beer, 2011:22). Community-based organisations are structures like youth groups, women's clubs, rate payers associations, and political associations. These are grassroots organisations dealing with broad-based issues affecting communities on a daily basis. The CDWP should have a structural relationship with these organisations since they are well organised and articulate issues of community development.

The fifth sector is referred to as the social enterprise sector. According to Swanepoel and De Beer (2011:22), the social enterprise sector attempts to unify both business principles and social ventures. Participants within this sector are normally referred to as entrepreneurs because of their ability to take risks and to venture into areas where few are prepared to go, but with a view of changing the circumstances that prevail.

The last sector is referred to as Community Development Workers (CDWs). The activities of CDWs are generally seen as an all-round activist work since they interact

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with a broad range of stakeholders as part of facilitating development. A review of the CDW as a basis forms part of this thesis. However, it is important to state that CDWs operate within the context of the law, with training and human resource practices as part of the standard requirements. Their actions, programmes and strategies furthermore are determined in terms of the Constitution (RSA, 1996) and various forms of legislation regulating local government within the South African context. The CDWs are of critical importance in co-ordinating the work of various sector organisations within the community in order to fast-track development and eradicate poverty.

2.6 THE CENTRALITY OF PARTICIPATION IN INTEGRATED DEVELOPMENT PLANNING AND DEVELOPMENTAL LOCAL GOVERNANCE

Developmental Local Government (DLG) constitutes the basis for defining the mandate of the local government sphere within the South African context, as articulated in the White Paper on Local Government (RSA, 1998a). Integrated development planning (IDP) is based on the people-centred development approach.

In understanding community participation, it is imperative to note that the International Association for Public Participation (IAP2, 2007:148) highlights seven principles of community participation which have been confirmed by the Manila Declaration and the African Charter (Theron, 2009:114) as follows:

- Community participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
- Community participation includes the promise that the public's contribution will influence the decision.
- Community participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision-makers.
- Community participation seeks out and facilitates the involvement of those potentially affected by, or interested in a decision.

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- Community participation seeks input from participants with the information they need to participate effectively in a meaningful way.
- Community participation provides participants with the information they need to participate in a meaningful way.
- Community participation communicates to participants how their input is affected by the decision.

It's imperative that the above principles of participation are integrated in the CDWP process, since it provides a framework within which an established practice has been consolidated over a period of time.

The concept of participation refers to different forms of the actual participation of the participants in processes. Figure 2.1 shows different types of participation.

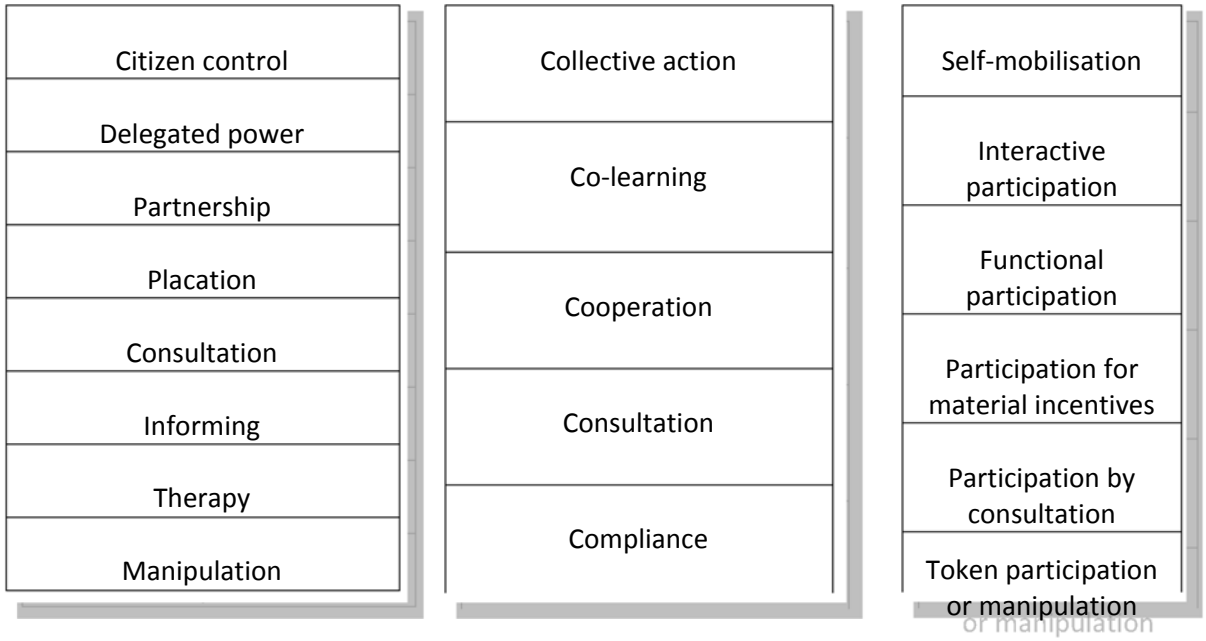

Figure 2.1: Different types of participation

Source: Theron and Ceasar (2008:107), adapted from Chambers (2005:105)

Theron and Ceasar (2008:106-107) refer to different types of participation depicted as typologies which are important for practitioners working to advance the purpose and intent of the CDWP:

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- Passive participation: This relates to a top-down approach which is unilateral. It may be a form of announcement that does not require any feedback.
- Participation in information giving: People are only required to respond to surveys or answer questionnaires as a form of participation. No feedback is received after the exercise.
- Participation by consultation: People are consulted through community meetings. Community members have an opportunity to express their views while CDWs or change agents record the discussion. This process does not allow any part in decision-making. Participants are still regarded as passive recipients.
- Participation for material incentives: People participate through the provisioning of labour for food or cash. Sustainable development is not integrated in this type of participation.
- Functional participation: People participate in a group context to meet predetermined objectives related to the project, which may include the development or promotion of external organisations.
- Interactive participation. People participate in joint analysis, the development of action plans and capacity-building. Participation is seen as a right, not just as a means of achieving the goals of programme/project plans.
- Self-mobilisation: People participate by taking the initiative to change systems, independent of external institutions. This serves as a bottom-up approach and people exercise control in all the activities of the project.

Within the context of the CDWP, it is appropriate to adopt an integrated approach in the application of participation at local government and community environment.

It is imperative that participation at all times should entail the need to move communities from a less desirable situation to a more desirable situation.

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With participation being referred to as modes or typologies, it is imperative to present participation in the format of a spectrum as shown in Figure 2.2.

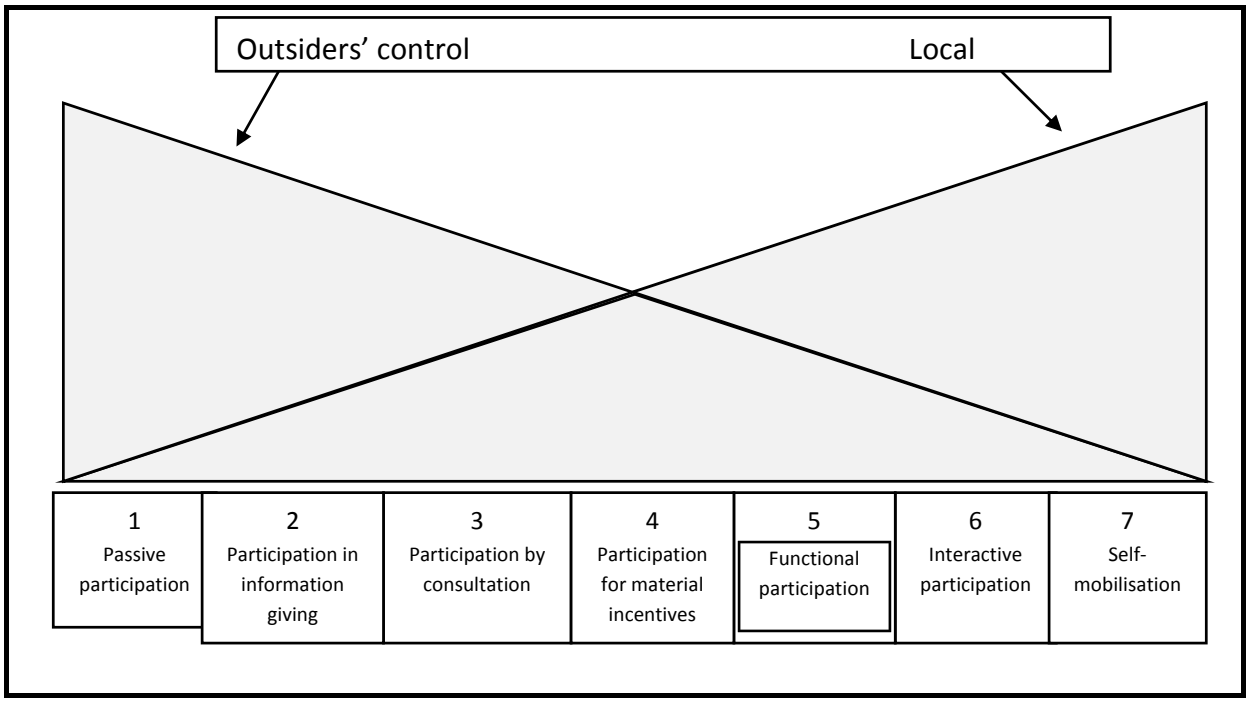

Figure 2.2: The spectrum of participation

Source: Theron and Ceasar (2008:109), adapted from Kumar (2002:25)

In line with the above, the spectrum of participation is consistent with the IAP2's participation Toolbox (IAP2, 2006) that presents three levels of participatory strategies which the CDWP and the IDP should embrace and integrate within municipalities and communities as follows:

Level 1 (strategies which inform beneficiaries) identifies strategies like information flyers in monthly bills, briefings, central information contacts, expert panels, information offices, phone-in lines, newspaper inserts, press releases and printed information.

Level 2 (strategies which consult beneficiaries) includes community facilitation, survey and comment forms based on questionnaires, interviews, feedback registers, and telephone surveys.

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Level 3 (strategies which empower beneficiaries) includes direct dialogue techniques, focus groups, conferences, community meetings, workshops, panels, public hearings, symposia, field trips and participatory action research (Gwala & Theron, 2012:7).

Flowing from the above, it is clear that community participation is central in any meaningful development process. The above approaches should be considered as instruments that can advance the CDWP in municipalities. According to Ndevu (2011:1250), the need for community participation derives from section 152 of the Constitution of South Africa (RSA, 1996), which states that the objectives of local government are to:

- provide democratic and accountable local government for local communities
- ensure the provision of services to communities in a sustainable manner
- promote social and economic development
- promote a safe and healthy environment
- encourage the involvement of communities and community organisations in matters of local government (RSA, 1996).

Ndevu (2011:1250) states that the Municipal Systems Act (32 of 2000), section 16, obliges municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose encourage and create conditions for the local community to participate in the affairs of the municipality, including being encouraged to participate in:

- integrated development planning (IDP)
- decisions on the provision of municipality services
- monitoring and evaluation performance
- the budget
- strategic decisions relating to services (RSA, 2000).

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In the light of the above, CDWs as change agents should be seen to act consistently within local government pursuance of the legislative framework and the objectives that it seeks to achieve within communities.

Related to the value system that underpins the CDWP are the Batho Pele Principles, which characterise what is required from a public service worker. The White Paper on Transforming Service Delivery (RSA, 1997a) refers to the Batho Pele[1] Principles, as outlined below:

- **Regularly consult with customers:** In the provision of services, it is important to get feedback from the recipient of the service rendered. This will assist in improving on quality and also with getting to know what the concerns are. This will be followed by a necessary action based on feedback. CDWs, as part of the public service, are required to conduct themselves in a manner consistent with this principle. CDWs should also consult the community about the level and quality of public service they receive and, wherever possible, give them choices as to how services could be rendered best.

- **Set service standards:** There should be consistency in the level of service rendered. Therefore, established standards or professional practice in the public service must always be adhered to by everyone in the public service. CDWs should also communicate with the community on the level and quality of public service that they will receive, so that they may know what is expected of them and what role they should play.

- **Increase access to services:** This is a critical issue, largely because of where the country comes from in terms of apartheid, under which the pattern of access to service was arranged along segregated lines. As part of the transformation process, access to services should be made possible for all. As part of government efforts in this regard, there is a deliberate programme to ensure that services reach everyone, including those in poor settlements and rural areas which have been underserviced for a very long time. CDWs should always

[1] Batho Pele means ‘people first’.

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ensure that the public is given equal access to the services to which they are entitled.

- **Ensure higher levels of courtesy:** Those who provide services should demonstrate respect for their beneficiaries with regard to turn-around time and feedback to communities. CDWs should ensure that the public is treated with respect and courtesy at all service points where service is rendered.

- **Provide more and better information about services:** This requires public servants to be well informed about government services and programmes in order to provide relevant and consistent information to their beneficiaries. Such information should address the concerns and needs of the public at all times. CDWs should ensure that the public is given full and accurate information about the public services that they are entitled to receive.

- **Increase openness and transparency about services:** Provision of all the necessary information to the public in order to allow space for decision-making on their part. CDWs should ensure that the public is told how local government departments are run and how much has been budgeted for particular programmes and who is responsible.

- **Remedy failures and mistakes:** If a mistake is observed, the CDW must not wait for a complaint to be laid but should provide the necessary corrective action immediately. It is, therefore, important that CDWs should be good communicators in order to deal with situations arising in their area of work. CDWs should always ensure that, if the promised standard of service is not delivered, the public is offered an apology, a full explanation, and a speedy and an effective remedy.

- **Give the best possible value for money:** Sometimes people who seek services have probably used their last cent in order to access services. It is, therefore, critical that the community must see value for their effort by getting all the necessary assistance. A level of effort should be demonstrated by CDWs in the process. These could be picked up through the feedback mechanism that is

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in place as part of a monitoring and evaluation tool. CDWs should also be part of a drive within local government to ensure that public services are provided economically and efficiently in order to give the public the best possible value for money.

Ndevu (2011:1252) argues that there is a need for local government to develop the capacity of local communities to understand and participate in a local governing process as a partner. This should be understood in the context of the Batho Pele Principles. It is imperative that CDWs should ensure that the stakeholders they work with in communities are equipped to allow community participation. This would enable CDWs to function effectively within communities in that the community becomes a key part of the planning process. Phago (2008:248) concurs when he states that Batho Pele principles encourage a two-way relationship between municipalities and their communities.

Flowing from the above, community participation should be located within the IDP. DLG in South Africa finds expression through the IDP process. According to Venter (2007:96), IDP is about people, balance and equity, and it should recognise that the most important task of any development effort is to create meaningful opportunities for people to empower themselves.

Community participation is at the centre of the IDP process, hence it is important for CDWs to have a fair grasp of planning and rolling out the process. It should also be understood within this context that the IDP process should be seen as a confluence of the South African Constitution (RSA, 1996), the White Paper on Local Government (RSA, 1998a) and the Municipal Systems Act (RSA, 2000). These policy frameworks revolve around community participation, which ties in with the IDP process. Without credible community participation, there cannot be a legitimate IDP process that has the buy-in of all the stakeholders within a local government environment. Hence an IDP change agent has a critical role to play in the IDP process.

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The above context of IDP should be appreciated and seen within the philosophy of DLG, which shaped the IDP thinking. It is important to note that the White Paper on Local Government (RSA, 1998a) defines DLG as follows:

Developmental local government is a local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

The White Paper on Local Government (RSA, 1998a) highlights that the DLG seeks to achieve the following outcomes:

- Provision of household infra-structure and services
- Creation of liveable, integrated cities, towns and rural areas
- Local economic development
- Community empowerment and distribution.

DLG constitutes the basis of local government and, by extension, the CDWP. Community development practitioners, including CDWs, should therefore have appreciation of this perspective and how it links with community development and participation. Furthermore, the White Paper (RSA,1998a) highlights aspects of community participation embedded in the following principles:

- That political leaders are accountable to the electorate and obliged to work within their mandate.
- That citizens have an on-going right to submit input on the work of local politicians.
- That beneficiaries of services are allowed to submit input on the manner in which services are delivered, and
- That organised civil society has a right to partnerships with local government (RSA, 1998a).

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Community participation furthermore is based on critical characteristics (Theron, 2005c:135) as referred to in the White Paper on Local Government (RSA, 1998a):

- **Maximising social development and community growth:** Powers and functions should be implemented in order to realise the basic needs of the people, especially the poor and the most vulnerable.
- **Integrating and coordinating:** Local government should be developmental and provide vision as a rallying point for IDP within local government.
- **Democratising development, empowering and redistribution:** The RDP is the main central policy which articulates a programme that seeks to empower local communities and the poor to change their own circumstances through working together with institutions of local government.
- **Leading and learning:** Local government should play a central role in providing vision, strategy and executionable plans within the context of the IDP framework. The IDP programmes should also be based on principles of ownership and sustainability by communities with local government through the CDWs as change agents and facilitators.

The above issues find an expression within the CDWP of any local municipality since local government legislation and bylaws find their origin on the White Paper on Local Government (RSA,1998a) and the Constitution (RSA,1996). Therefore, CDWs should be well equipped to understand both the policy and legislation that impact on the CDWP and community participation in general.

2.7 COMMUNITY DEVELOPMENT FEATURES, OUTCOMES AND ENVIRONMENT

As argued above, the IDP process should be understood within the context of community development and be seen as a programmatic document of the community development process within a particular local government area. Therefore, the IDP should embrace the outcomes of an integrated development process within a community.

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This integrated approach is one of the outcomes of community development. Swanepoel and De Beer (2011:41) point to the fact that the most fundamental characteristics of community development is that it follows an integrated approach to the problems of poverty and development. The essence of this approach is that political, social, economic and cultural aspects should be treated together; since they are related. Kotze and Kotze (2008:90) state that any planning process should be co-ordinated in such a way that it addresses all these issues holistically. In practical terms, it means that CDWs should consider that, when a school is being developed, there should be a road, electricity, sanitation and other services to ensure that the development is viable and integrated.

The second outcome is collective action. Swanepoel and De Beer (2011:42) see community development as a collective action. This signifies an act of more than one person sharing the same vision and circumstances, and that such persons are collectively driven by the need to change their circumstances for the better. Collective action means that a group of people that can be defined as exclusive are involved in the participation process. However, the rights of individuals not to participate are respected (Swanepoel & De Beer, 2011:42).

The third outcome in community development is a needs orientation. The needs orientation is also an important driver for community development to take place. Swanepoel and De Beer (2011:42) state that the need or perception of a need must be heartfelt among the people who have to participate. This feature is also linked to ownership. There is a high chance of success where participants feel they have a stake in an issue. CDWs as change agents should embrace this approach to community development, since it also guarantees sustainability.

The fourth outcome is objective orientation. Swanepoel and De Beer (2011:43) state that projects, by definition, are activities or sets of organisational measures aimed at clear objectives. Secondly, objectives must be concrete, realistic, and specific. This will facilitate collective action within the community.

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The fifth outcome refers to action at grassroots level. This involves a primary process in which ordinary people play the leading part, with government, experts and the elite playing a facilitating role. Furthermore, community development is grassroots orientated since the main players are ordinary and, usually, poor people (Swanepoel & De Beer, 2011:44). It is always important that change agents should simplify the process in order to gain enough buy-in and participation within the community. The process should be localised in order to ensure sustainability and ownership.

The sixth outcome is asset based. Community development should be asset based, which means it must use assets at its disposal. According to Swanepoel and De Beer (2011:44), assets include infrastructural assets such as roads, electricity, buildings, and a sanitary system. The most important assets, however, are the human beings and their social capital which, in the main, refers to existing skills (Theron, 2008a:235-238) which is critical in community development. Community development therefore should be seen as the ability to mobilise the available human resources in order to achieve the objectives determined in a project plan. CDWs as change agents should ensure that the human resources and skills are maintained as part of ensuring that sustainable development is retained in the project.

The seventh outcome refers to democracy as an integral part of community development. Community development by nature should entail democratic values in order to ensure the success and sustainability of projects. Swanepoel and De Beer (2011:44-45) stress that community development forms part of democratic activity Furthermore, it forms part of local government IDP and, as such, is a democratic activity. Community development has a special democratic function since it extends beyond the three spheres of government in catering for the most vulnerable within the community, especially the poor, the women and the disabled.

The above outcomes of community development are important in measuring the success of projects. It is imperative to measure the outcomes in order to determine the viability and sustainability of projects. The outcomes referred to will go a long way towards the creation of awareness, further development, a demonstrable effect, learning and community-building.

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Awareness creation in community development is one of the important critical outcomes. The generation of awareness makes it possible for community members to realise the important benefits of community development. Through awareness, it becomes possible to enrich and build community memory for future use with new project initiatives. Swanepoel and De Beer (2011:45) state that awareness creation is important in changing people's apathy into a positive disposition, which changes them from the victims of poverty into active participants. CDWs as change agents must ensure that awareness creation forms part of project implementation in order to produce new change agents (Theron, 2008b:1-22) who will maintain and initiate new projects .

Community development initiatives, when facilitated effectively, should generate new development initiatives within communities. Hence, further development is seen as one of the outcomes of community development. Swanepoel and De Beer (2011:45) state that community members, apart from the confidence they gain during project implementation, also develop enthusiasm and optimism to tackle further challenges in community development, leading to new projects.

As far as successful projects are concerned, Swanepoel and De Beer (2011:46) state that their outcomes allay fears, not only among the participants, but among observers from outside. Successful projects have demonstrated to all that change will occur where there is a co-ordinated approach with ideas and actions.

Community development should be seen as a social learning process. Swanepoel and De Beer (2011:46) speak of a learning process that has a wider reach. Through the social learning process, community participation becomes more efficient, more effective and develops the ability to expand. In the course of community development, people learn to organise, to plan, to implement, to evaluate and, most importantly, to communicate. The CDWP implementation process should entail these elements.

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Community development is also about nation-building; hence one of the outcomes is community building. According to Swanepoel and De Beer (2011:46-47) people become more self-sufficient and self-reliant in the process of community-building, which uplifts their human dignity. Institution building has an effect on organisational and leadership skills. In essence, community development forges new linkages between institutions, between individuals and between institutions and individuals.

In the light of the above it is essential to scan the development environment within which community development and the CDWP operate. The local environment plays a critical role in shaping the type of development that takes place. Swanepoel and De Beer (2011:11-12) refer to the political, social, cultural and economic environments which play a role in shaping the type of community development that occurs.

Community development is characterised by ethical principles, principles of human orientation, participation, empowerment, ownership and release. These principles are also critical in CDWP.

2.8 SUMMARY

This chapter has provided a framework in terms of the relevant theories of development that defines the parameters of the current study. It further provides an overview of participatory development and the development context since they are critical in shaping policy and implementation of the CDWP.

An analysis of community development theory, the community development perspectives, the role of stakeholders, participation within the context of the IDP, community development features, outcomes and the environment are presented.

It is clear from this chapter that community development is not neutral and has always been contested. However, the humanist development theory, and participatory-centred development in particular, form the main perspective dominant in community development and the CDWP.

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IDPs are important expressions of developmental work in local government as part of DLG. IDPs are contested too, since they shape both the character and direction of community development within local government. The environment, outcomes and principles of community development create important guidelines under which change agents should undertake work, hence an on-going situational diagnosis of where development takes place is important in order to ensure that objectives are realised.

CDWs as change agents are key participants at the coalface of community development. They should have clarity in terms of the role of various stakeholders at all times. Stakeholders have a direct interest in the implementation of community development, hence the need to ensure their buy-in.

The chapter that follows focuses on the regulatory framework of the CDWP. It addresses the policy and legislation that lay the basis in law, and regulate the CDWP.

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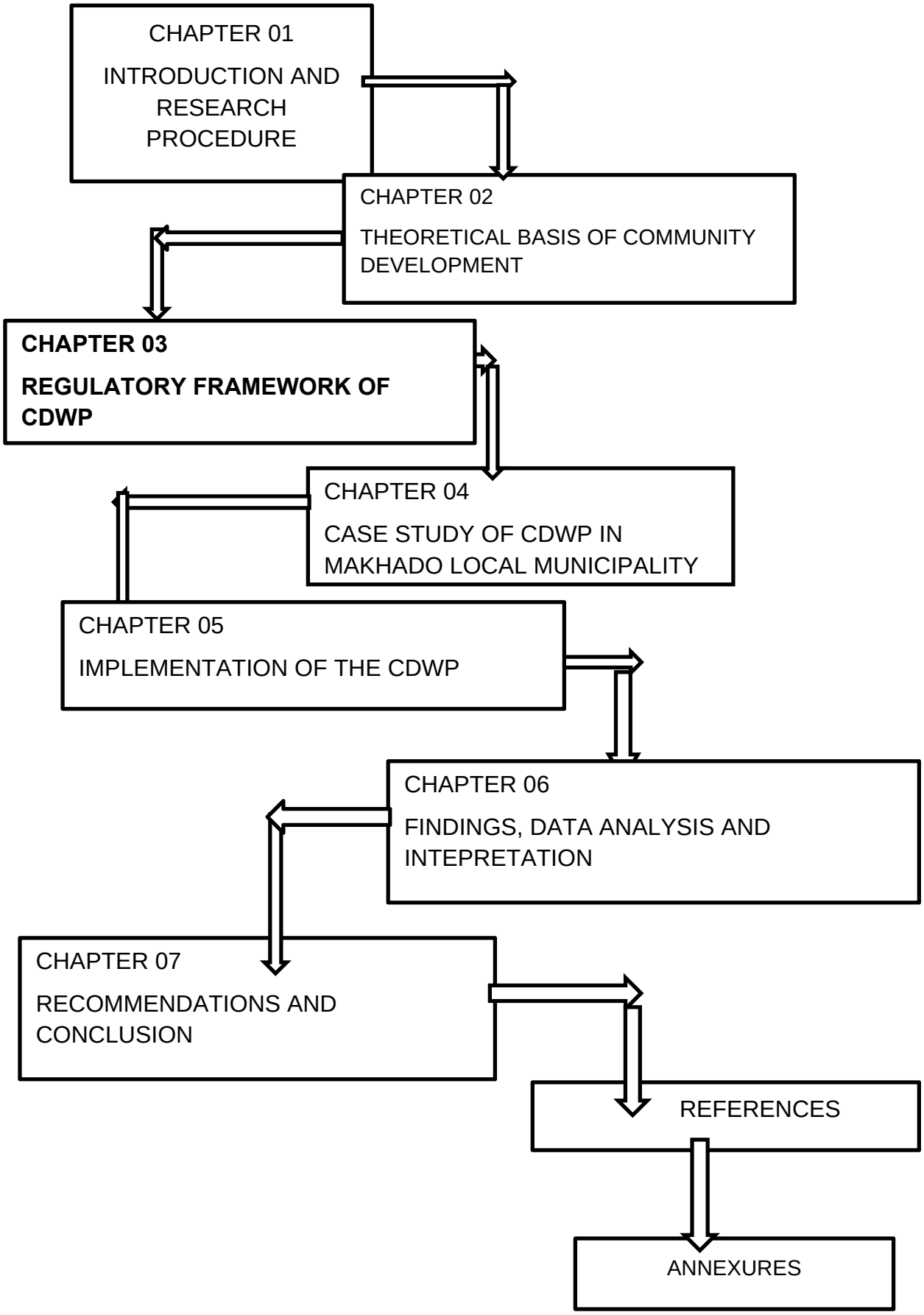

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CHAPTER THREE

THE REGULATORY FRAMEWORK FOR THE COMMUNITY DEVELOPMENT WORKERS' PROGRAMME

3.1 INTRODUCTION

The regulatory framework that guides the CDWP in the South African context is clarified and the legal basis is established in this chapter. The legal basis of the CDWP is founded on the Constitution of the Republic of South Africa (RSA, 1996), the White Paper on the Reconstruction and Development Programme (RSA, 1994b), the White Paper on Social Welfare (RSA, 1997b), the White Paper on Developmental Local Government (RSA, 1998a), the Municipal Structures Act (RSA, 1998b), the Municipal Systems Act (RSA, 2000) and the Cooperatives Act (RSA, 2005b), which are addressed.

The regulatory framework is located in the Humanist School of thought and the people-centred development approach, with emphasis on community participation. The law of the country, through the Constitution (RSA,1996) and the development policy framework, is critical in setting the national framework and guidelines as far as community development is concerned. Both the global and the national context constitute the central basis informing the analysis of the CDWP within the context of DLG and the IDP. This creates a basis for CDWs to act as change agents, since they are supposed to be enablers of development within communities.

3.2 THE LEGAL AND THE CONSTITUTIONAL BASIS OF THE CDWP

The legal basis for the introduction of the CDWs is the Constitution (RSA, 1996). Cloete (1996:8) states that the Constitution (RSA, 1996) is "the supreme law of the Republic of South Africa" and that "it binds all legislative, executive and judiciary institutions and functionaries at all levels of government". The CDWP should be understood within the context of the intergovernmental relations system as

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determined in the Constitution (RSA, 1996). CDWs represent the three spheres of government, i.e. local, provincial and national government. The Constitution (RSA, 1996), as the supreme law of the country, regulates all spheres of governance, including the actions of officials and politicians.

The Ten Year Review Report (Layman, 2003:09) further highlights the following as far as the functions of municipalities are concerned. Municipalities are responsible for the provision of basic services, such as water, electricity and refuse removal, and for municipal infra-structure. These functions are performed within a nationally and provincially set regulatory framework. It is imperative for CDWs to have clarity on the legal framework that guides their areas of work and functions within the DLG.

With municipalities being subject to both the national and provincial regulatory and supervisory powers, this relationship of regulation and supervision defines how the three spheres are 'interrelated'; provinces and municipalities exercise their distinctive powers within imposed frameworks and under supervision. Furthermore, municipalities have been mandated with legislative and regulatory jurisdiction regarding their roles and responsibilities through Chapter 7 of the Constitution (RSA, 1996), the White Paper on Local Government (RSA, 1998a), the Municipal Structures Act (117 of 1998) (RSA, 1998b) and the Municipal Systems Act (32 of 2000) (RSA, 2000). This legislation includes provisions for the promotion of human development at a local level.

Local government is currently involved in various programmes and projects which are designed to eradicate poverty through local government. These include the Local Government Strategic Agenda (LGSA), Integrated Development Plans (IDP), the Municipal Infra-structure Grant (MIG), Public Private Partnerships (PPP) and Local Economic Development (LED). The above constitute some of the community development initiatives with which local government is engaged. The CDWP is an important layer in the implementation of these programmes at municipal level; therefore CDWs should be well informed of these programmes so that they may play an active role in their implementation as far as community participation is concerned. Section 41(2) of the Constitution (RSA, 1996) further provides for an act of Parliament to establish and make provision for structures and institutions to promote

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and facilitate intergovernmental relations and provide appropriate mechanisms and procedures to facilitate the settlement of intergovernmental disputes. Parliament has since passed the Intergovernmental Relations Framework Act (13 of 2005) (RSA, 2005a). The CDWP is also conducted within the context of appreciating the spirit and the letter of this Act (RSA,2005).

The CDWs, as a link between communities and government, should be well informed of this legislation so that they know how various spheres of government should co-ordinate their programmes in communities, especially with regard to issues which might lead to conflict and misunderstanding among various stakeholders. As change agents, they should be able to engage at a strategic level, as far as roles are concerned among government players at all levels.

Consistent with the above, Ismael *et al.* (1997:137) state that any form of government, whether central, provincial or local, has its objective, which is the achievement of the general welfare of the community by satisfying its identified needs through rendering effective services. Among other things, national government, provincial and local spheres require clear guidelines, effective communication and closer co-operation to achieve the objectives that are stipulated in the Constitution (RSA, 1996).

However, it has been the experience of most contemporary states that national government has neither the knowledge nor the capacity to devote sufficient attention to the different sections of society; therefore spheres of governance have been established to provide services which are best provided by such appropriate spheres of government (Cloete & Thornhill, 2004:57).

Ismael *et al.* (1997:138) state that intergovernmental relations provide an important means through which co-ordination and co-operation among the different spheres of government can be developed and that intergovernmental relations further imply that each sphere of government has its own functions and responsibilities, but also interfaces with other spheres to ensure effective and efficient implementation of policies and programmes. Ismael *et al.* (1997:139) also refer to co-operative governance as an important feature in intergovernmental relations. Therefore, the

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Constitution (RSA, 1996) is characterised on the basis of its concepts of distinctiveness, interrelatedness and interdependence by the DPSA (2003:27) as a reflection of a decentralised South African state.

The successful delivery of CDWP in the South African context is an intergovernmental matter, since all the three spheres of governance are collectively responsible though they perform different functions. In this context, the Constitution (RSA, 1996) binds all three spheres of governance to co-operate.

It is imperative for CDWs to have an appreciation of the institutional environment that defines their programmes since they represent government at all levels. This understanding and appreciation should also cover programmes and mandates of these spheres as far as they relate to powers and functions.

3.3 THE WHITE PAPER ON THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME (1994)

The Reconstruction and Development Programme (RDP) was adopted in 1994 after the first democratic elections. Regarding the RDP, the African National Congress (ANC) refers to six basic principles which constitute the main thrust of the policy document (ANC, 1994:4-7). These principles are integrated and sustainable development; a people-driven process; peace and security for all; nation-building, reconstruction and development; and democratisation. The CDWP is a further expression of the RDP at a community level. The RDP (ANC, 1994:7) captures the five key programmes that are at the heart of the CDWP, which include meeting basic needs; developing human resources; building the economy; democratising the state and society; and implementing the RDP.

The White Paper on Reconstruction and Development (RSA, 1994b) culminated in the RDP as a government policy framework to give effect to development, including community development, with government as the facilitator and enabler while communities were to become the main drivers in local areas. It is important for

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CDWs to be familiar with the RDP framework since it constitutes the main source of the current programmes that government runs at local government level.

3.4 THE WHITE PAPER ON SOCIAL WELFARE (1997)

The legal basis for CDWP also finds expression in the White Paper on Social Welfare (RSA, 1997b), which states:

> The challenge facing the welfare system is to devise appropriate and integrated strategies to address alienation and the economic and social marginalisation of vast sectors of the population who are living in poverty, are vulnerable, and have special needs. An inter-sectoral response is needed within government and civil society to adequately address welfare needs. A further challenge is to address past disparities and fragmentation of the institutional framework.

This reveals that policy on comprehensive intervention strategies for the existing gap between the government and communities was already gaining momentum within the government policy-making realm. This was an indication that the reality of governance had dawned; bread and butter issues were central for communities, especially access to social services, water and sanitation, electricity and, importantly, access to jobs. The demands from rural areas and urban settlements for economic integration were considerable, and these remain critical policy currents that require sustainable interventions. The CDWP also seeks to unlock the delivery of these programmes effectively within communities. Therefore, CDWs play a central role in the roll-out of social development programmes in communities. This refers to programmes like social grants, food parcels and other anti-poverty initiatives.

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3.5 THE WHITE PAPER ON LOCAL GOVERNMENT (1998)

The White Paper on Local Government (RSA, 1998a) constitutes the main basis for the establishment of the structures and the functions of local government in South Africa based on the Constitution (RSA, 1996). The White Paper (RSA, 1998a) provides a basis for community development in South Africa. DLG is defined as "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives" (RSA, 1998a:17).

Monaheng (2008:138-139) sets out the characterisation of DLG in terms of the White Paper on Local Government (RSA, 1998a) as follows:

- Exercising municipal powers and functions in a manner which maximises their impact on social development and economic growth.
- Playing an integrating and coordinating role to ensure alignment between public and private investment within the municipal area.
- Democratising development and building social capital by providing community leadership and vision.
- Seeking to empower marginalised and excluded groups within the community.

The DLG finds concrete expression in the IDP of a local municipality. The White Paper on Local Government guides the CDWP, since DLG is based on community development (RSA, 1998a).

3.6 THE MUNICIPAL STRUCTURES ACT (1998)

The Municipal Structures Act (117 of 1998) (RSA, 1998b) is a product of both the Constitution (RSA, 1996) and the White Paper on Local Government (RSA, 1998a). The Municipal Structures Act (RSA, 1998b) in terms of section 19(3) requires that, for local government to perform its functions and exercise its powers, "a municipal council must develop mechanisms to consult the community and community

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organisations". It therefore becomes a legislative requirement for local government to consult communities in all initiatives undertaken to develop local areas. In terms of the legislation as contained in the Municipal Structures Act (RSA, 1998b),Monaheng states that local government should conduct an annual review that addresses the following:

- The needs of the community.
- Their priorities to meet those needs.
- Their process for involving the community.
- Their organisational and delivery mechanisms for meeting the needs of the community.
- Their overall performance in achieving their objectives.

The CDWP, in particular CDWs, should ensure that each community within the municipality and the wards are covered when these issues are reviewed as part of the IDP.

3.7 THE MUNICIPAL SYSTEMS ACT (2000)

The Municipal Systems Act (32 of 2000) (RSA, 2000) presents further legislation that requires local government to facilitate participation in driving their own development including the establishment of integrated development forums. Community participation is an integral part of this process through the IDP Representatives Forums. Consistent with the above, municipalities employ the IDP Representative Forums as part of the mechanism to ensure that the interests and concerns of communities are included in the IDP framework document. CDWs should play an active role in making sure that community needs are integrated in the final IDP document. This should include playing an active role in the implementation of IDP's in their wards.

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3.8 THE COOPERATIVES ACT (2005)

The Cooperatives Act (14 of 2005) (RSA, 2005b) is one of the important legislative vehicles meant to facilitate the participation of vulnerable communities, like women and the poor in community development initiatives. The Act defines the cooperative as "an autonomous association of persons united voluntarily to meet their common economic and social needs and aspirations through a jointly owned and democratically controlled enterprise organised and operated on co-operative principles". Monaheng (2008:140) points out that the Act seeks to promote self-reliance and self-help, and to encourage participation by black people, especially those in rural areas, women, people with disabilities and the youth.

The CDWP should utilise this legislation to build a spirit of entrepreneurship among vulnerable groups. Government departments and agencies should support the work of CDWs in this regard.

3.9 CDWP REVIEW PROCESS

The DPSA appointed Regenesis Consulting to conduct a study on the CDWP. The report, which was a nation-wide report that also focused on regional specifics in provinces, was issued in January 2008. The broad mandate for the report focused on reviewing the CDWP in its entirety with specific focus on the impact of the programme. The report published findings with regard to impediments affecting the programme. This review of the CDWP states:

- There is an inadequate budget for the CDWP.
- CDWs are under resourced.
- There are an insufficient number of CDWs.
- The career-pathing for CDWs is inadequate.
- There is insufficient on-going training of CDWs to address lack of skills in some CDWs.
- There is a poor relationship between some CDWs and service delivery departments.

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- The CDWs do not always operate in a safe environment, especially when they conduct door-to-door visits.
- There is an absence of a uniform performance management system for the CDWP (DPSA, 2008:229).

The above key issues require improvement in order to ensure that the success of the programme is enhanced.

In the same review process, what emerged in the Commission's report was the broader appreciation of the CDWP as an intervention to deal with community needs, concerns and priorities. Though challenges occurred across provinces, it was also clear that there are positive aspects of the programme that are appreciated by communities. The CDWP Review Report on CDWP (DPSA, 2008:229) states that:

> ... community members across provinces believe that they have a good understanding of the basic services provided by government and also know how to access these basic services. The fact that community members have a good understanding of services and know how to access services indicates clearly that the CDWs are performing their roles effectively.

This gives a fair account of how far the CDWP has succeeded in responding to their founding mandate as expressed in the founding documents. The fact that this review was conducted across five provinces gives credibility to one of the outcomes as articulated in the Review Report (DPSA, 2008). One of the significant strategic issues is the matter relating to the system of referral to service delivery departments. The CDWP Review Report (DPSA, 2008:253) states that "the current referral system should be revised so that CDWs know to whom they should refer people they are assisting". This will be a significant advance in improving the way in which CDWs currently work within communities. This may include establishing a dedicated referral office at all the service points of the key service delivery departments. There is no uniform approach regarding this aspect among departments.

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3.10 SUMMARY

The chapter is focused on discussing the regulatory environment under which the CDWP is implemented. The theoretical basis on which the programme is constructed is the Humanist School of thought and a people-centred development approach. The regulatory environment creates a policy framework under which the CDWP as a programme has been constructed.

The chapter has furthermore focused on reviewing both the legal and constitutional basis of the CDWP, the context of the separation of powers, and the functions of the different spheres of governance.

The White Papers on the RDP (RSA, 1994b), and the Social Welfare and Local Government have been reviewed in the context of the CDWP and key legislations such as the Municipal Structures Act (RSA, 1998b), Municipal Systems Act (RSA, 2000), and the Cooperatives Act (RSA, 2005b) have provided guidelines in terms of the role and functions of CDWs and community development.

The following chapter deals with a case study of the CDWP in the Makhado Local Municipality. It discusses the CDWP within the context of service delivery challenges in this municipality.

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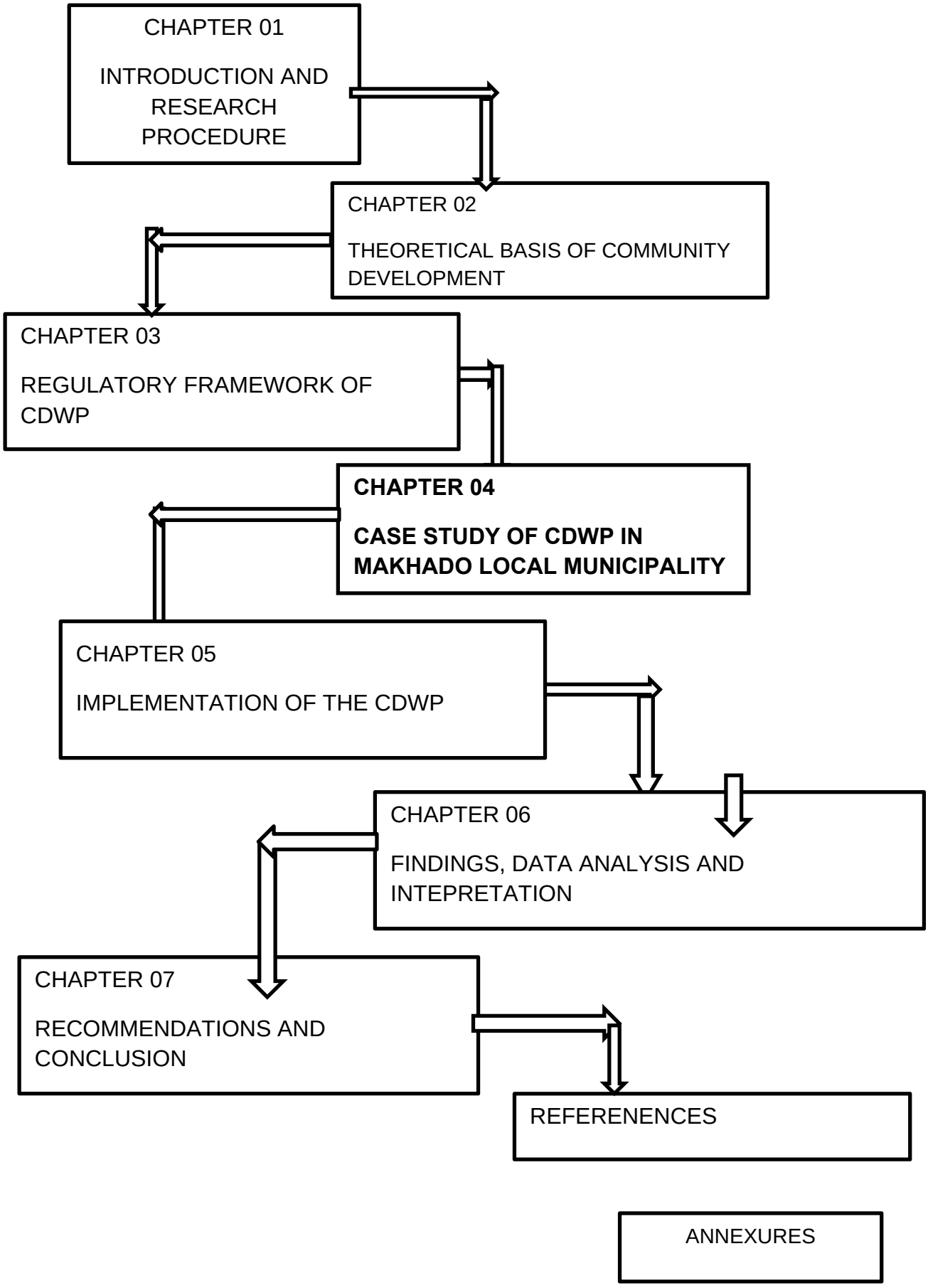

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CHAPTER FOUR
THE COMMUNITY DEVELOPMENT WORKERS' PROGRAMME IN CONTEXT: A CASE STUDY OF MAKHADO LOCAL MUNICIPALITY

4.1 INTRODUCTION

The community development workers' programme (CDWP) is assessed in Makhado Local Municipality, the location of the study. A provincial overview of the CDWP is highlighted within the context of the roll-out and challenges facing the programme, which are similarly applicable in the Makhado Local Municipality. The CDWP is studied within the context of the IDP and critical service delivery challenges of the same Local Municipality.

The aim of the case study was to evaluate the current situation within the context of the research question:

"What are the challenges facing Community Development Workers in the implementation of the Community Development Workers' Programme in the Makhado Local Municipality?"

The emphasis was on the IDP organisational framework, the IDP organisational arrangement, organisational performance, situational analysis and the CDWP.

4.2 THEORETICAL CONTEXT

Breaking down the understanding of a case study is imperative in order to create an appropriate framework for the study. A case study may be regarded as an exploration or in-depth analysis of a bounded system or multiple cases over a period of time. This should also be understood within the understanding that there is no consensus on what constitutes a case study, as Babbie (2005:306) argues.

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A case being studied may refer to a process, activity, event, programme, or individual or multiple individuals. Stake (2000:235-236) argues that the criterion for selecting cases for a case study should be an opportunity to learn. A case study is both a process of enquiry about the case and the product of that enquiry. When multiple cases are involved, it is referred to as a collective study. Furthermore, where the researcher situates the case within a larger context, the focus remains on either the case or an issue that is illustrated by the case (Creswell, 1998:61).

Flowing from the above, it is imperative to locate the understanding of the case study within the context of the choice of the study. The research study may be understood as the study of the individuals collectively as a subject, and the programme within a municipality as the study location. Therefore, the case study of Makhado Local Municipality may be described as an in-depth analysis of the challenges facing CDWs in the implementation of the CDWP.

4.3 SITUATIONAL ANALYSIS OF THE MAKHADO LOCAL MUNICIPALITY

Makhado Local Municipality is one of the municipalities located in the Limpopo Province. It forms part of the Vhembe District Municipality located in the Northern part of the Limpopo Province. According to the 2011/2012 IDP, the population of the Makhado Municipality stands at 495 261 and is currently increasing at a rate of 1.4 per cent per annum. The local economy is currently unable to absorb significant numbers of new job entrants. The municipality's household figure is estimated at 129 665 households.

The municipality encompasses five formal towns, namely Louis Trichardt, Vleifontein, Vuwani, Waterval and Dzanani, as well as 279 villages. Louis Trichardt serves as the main administrative centre. The municipal wards are currently at thirty-eight (38). The municipal council has thirty-eight (38) ward councillors and thirty-seven (37) proportional representative councillors. Collectively, the council therefore has seventy-three (73) councillors. In terms of the IDP (Makhado Local Municipality, 2011a:64-65), the municipality is administratively constituted by the department of the Municipal Manager, department of corporate services and shared services,

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department of development and planning, department of budget and treasury, department of community services and the department of technical services.

The municipality still faces challenges in terms of service delivery. The following constitute the service delivery backlog statistics as of 31 March 2011 (Makhado Local Municipality, 2011a:13).

Table 4.1: Service backlog as at 31st March 2011

Population	Households	Water	Sanitation	Refuse removal	Electricity	Housing
495 261	129 665	60 375	90 430	119 809	34 514	17 564

Source: Makhado Local Municipality (2011a:13)

The statistics presented in Table 4.1 indicate that the provision of services remains a challenge, given the size of the population and the number of households. The municipality is distressed in terms of available resources. Table 4.1 represents households that are paying for services and those that are receiving free basic services. Furthermore, the table shows that there is a relatively high number of households that are excluded from services such as water and electricity which are basic necessities for any household.

The situation with regard to households with access to refuse removal is disappointing, compared to the total number of households. Although, access to housing is imperative, it is at a manageable level, given the number of households and the size of the population of the municipality. Given proper planning and an incremental progression in terms of housing, the number may be brought down significantly over a period of time.

Flowing from the above, critical constraints are present regarding municipal services within the Makhado Local Municipality that impede the work of CDWs and the CDWP in general. As per the IDP (Makhado Local Municipality, 2011a:28) the following constraints exist:

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There is a huge service infra-structure backlog in historically under-serviced areas.

- Most planning and development activities have been carried out on an ad hoc basis, resulting in the incorrect and expensive delivery of services.
- Fragmentation of residential development gives rise to the duplication of services, which is costly and inefficient.
- Dispersed spatial structure causes unnecessary transport costs.
- Poor and improper infra-structure is unattractive to potential investors.

The Makhado Local Municipality's progress in terms of providing basic services has been recorded within the constraints of limited resources. Table 4.2 highlights key issues with regard to the provision of basic services:

Table 4.2: Access to basic services as of 31st March 2011

SERVICES	**2011 (129 665) Households**	
	Basic and above	**Below basic**
Water	69 290	60 375
Sanitation	39 235	90 430
Electricity	95 151	34 514
Refuse Removal	9856	119 809
Housing	112 210	17 564

Source: Makhado Local Municipality (2011a:31)

The provision of basic services shows progress, though at a slow pace given the number of households and the size of the population. The following conclusions are drawn from the above statistics:

- The infra-structure provisioning does not meet the demand of the population growth.
- The source of water is not meeting the population's demand in terms of the acceptable standards. Declining levels of water has resulted in extraordinary measures like controlled access.
- The majority of rural villages are served from taps dependent on boreholes. Where there are no taps, communal methods of water provisioning are utilised as part of access but health concerns are always present.

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- Rural villages are dependent on poor sanitation facilities; households have to rely on pit latrines that they build themselves and which, at times, do not meet minimum standards.

The IDP (Makhado Local Municipality, 2011a:31-33) raises the following challenges :

- Inadequate and fragmented water service provision with different standards and plans. The inadequate provision implies that less water is available for agriculture, which is one of the pillars of the economy.
- Illegal water connections present a problem, especially in rural areas.
- The water systems are not metered and monitored on a continuous basis.
- The overall sanitation system needs upgrading.
- There is no system to drain full VIP toilets as a way to sustain the sanitation system.
- Cards for prepaid electricity are not accessible in all villages.
- Though most villages are electrified, most households lack appropriate electrical appliances.
- The main town continues to experience water shortages as a result of poor infra-structure and a lack of maintenance.
- Some of the ratepayers have withdrawn their revenue from the municipality because of lack of services and poor infra-structure.
- The growth of the municipality has not been accompanied by expansion in infra-structure to meet the anticipated growth of the municipality.

The above challenges impact negatively on the work of CDWs since they are the first point of contact in communities when there are problems related to service delivery. The above challenges are further confirmed by De Waal (2012:02) when she writes that the Makhado Local Municipality is being dragged into court after failing to provide the people of Louis Trichardt with sufficient water as required by law. De Waal (2012:03) states that the Makhado Local Municipality sewerage system also has not been maintained with the result that effluent has been flowing into vleis, dams and the veld for years. The above are long-term challenges since the municipality is under stress in terms of insufficient resources, this being a historical

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issue due to the old municipality having been used to serving only the urban centre and a small population before the advent of the new dispensation.

The new municipality has incorporated new areas which are largely rural with a large population, which places a high demand on the resources of the council. This situation has resulted in constant service delivery protests in the municipality. The conditional grants meant to support infra-structure are limited, given backlogs as reflected in the statistics. These also illustrate the challenges which CDWs are expected to address.

4.4 PROVINCIAL OVERVIEW OF THE COMMUNITY DEVELOPMENT WORKERS' PROGRAMME

The intention of Limpopo Provincial Government policy on CDWs was introduced by the former Premier Sello Moloto in his State of the Province address (Moloto, 2006:22) when he said, that "the introduction of CDWs will go a long way in enhancing and perfecting our outreach and community involvement programme". This saw the appointment of CDWs in critical wards/areas of municipalities where the demand was high compared to other areas, in terms of service delivery levels and the level of poverty in those areas.

The programme culminated in a graduation ceremony at which former MEC Maite Nkoana Mashabane (2006:1) announced that 82 CDWs had graduated through the programme. By the time of this graduation, the CDWP was in full swing while teething problems occurred elsewhere in the main programme. The material reviewed shows how the programme has matured into a fully operational and functional programme. To date, over 463 CDWs have been providing services to communities throughout the province.

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4.5 SERVICE DELIVERY CHALLENGES CONFRONTING CDWs: A PROVINCIAL PICTURE

The challenges facing CDWs vary from one area to another; however, the majority of cases are centred on the provision of social services, especially in the most remote rural areas which are characterised by high levels of poverty where services are non-existent or limited. Given the rural nature of Limpopo Province, the problems confronting CDWs are very similar everywhere. The study of the role of CDWs in addressing service delivery challenges in Limpopo Province identified the following:

- CDWP funding was inadequate, given the goals and objectives the programme seeks to address.
- The CDWs were under resourced in terms of office space, office equipment and transport to service their wards effectively. (This was voiced emphatically in all the focus groups).
- Both the referral system and the verification system in the CDWP monitoring and evaluation tool were inadequate and unreliable since service points do not have dedicated personnel to attend to all service queries.
- Managing relationships and role clarification between ward councillors and CDWs were grey areas that needed to be clarified.
- Issues like career pathing and skills development were not a priority within the programme. This has impacted negatively on the morale of CDWs.
- The CDWP has achieved positive results in the area of social development services like facilitating the provision of identity documents, birth certificates, and social grants. In the regions where focus groups participated in the research, the indication was that the CDWP has achieved success in the area of social services. Focus groups indicated that there is greater appreciation on the part of communities with regard to services facilitated by the CDWP.
- Provision of water, sanitation and energy remains the main blot on service delivery. These shortcomings cut across the districts. It has become an albatross for the CDWP. Infra-structure to provide services like water, sanitation and electricity remains a dream for most rural communities.

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Where boreholes have been the alternative, most are simply dry. Some communities still share water with animals, which currently is a problem for most municipalities in rural areas.

- There was no comprehensive strategic plan for CDWs. This created operational challenges on the ground, especially in relation to service delivery departments.
- The CDWP was characterised by a lack of role clarification regarding key national departments, provinces and municipalities. This lack had an impact on the functioning of the programme.
- Some communities were still not aware of government services including anti-poverty initiatives like grants and food parcels.
- Local government power struggles were compromising programmes like the CDWP with regard to implementation (Rikhotso, 2010:25-27).

Some of the key challenges facing CDWs relate to governance issues within the local government sphere. The Turn-around Strategy for Local Government (CoGTA, 2009:30) has captured the following:

- Tension in the political and administrative interface at a municipal level
- Poor ability of many councillors to deal with the demands of local government
- Insufficient separation of powers between political parties and municipal councils
- Lack of separation between the legislative and executive
- Inadequate accountability measures and support systems, and resources for local democracy
- Poor compliance with the legislative and regulative frameworks for municipalities

The above challenges have impacted on the work of CDWs since communities are unable to distinguish between spheres of government. This is also complicated by the fact that CDWs are the “foot soldiers”of all three spheres of government. If there are weaknesses in a particular sphere, they invariably impact on the work of CDWs, as well as on the entire governance system.

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4.6 COMMUNITY DEVELOPMENT WORKERS' PROGRAMME IN MAKHADO LOCAL MUNICIPALITY

The Makhado Local Municipality has thirty eight (38) wards in the four sub-areas known as Vuwani (9), Louis Trichardt (7), Dzanani (9), and Waterval (13). The CDWP was launched in 2005 when the first learnerships were introduced for training purposes. Thirty-three CDWs are currently serving within the wards of the municipality. Five vacancies have not been filled.

The CDWP is located in the office of the Speaker in the Municipality. The Municipality has a CDWP Manager who co-ordinates the programme in liaison with all the service delivery units within the municipality. The official also liaises with all relevant departments that impact on the work of CDWs at district, provincial and national level. The CDWs in the Makhado Local Municipality currently work closely with a broad range of stakeholders that includes provincial government structures, management structures, political structures, business, civic bodies and other community-based structures.

4.7 WARD COMMITTEES IN THE MAKHADO LOCAL MUNICIPALITY

The Makhado Local Municipality has established ward committees (thirty-eight) in all the municipal wards in terms of the Municipal Structures Act (RSA, 1998b). The Municipal Structures Act (117 of 1998) (RSA, 1998b), Chapter 4, sections 73-78, provides for the establishment of ward committees in order to "enhance participatory democracy in local government".

Section 16(4) of the same Act directs the local community to participate in the affairs of the municipality. The ward committees constitute a link between communities and the municipal council. According to Davids and Cloete (2011:97), guidelines focusing on the powers of ward committees have been developed by the DPLG in 2005. These include assisting the ward councillor in identifying challenges and the needs of residents; receiving queries and complaints from residents concerning municipal service delivery; communicating these to council; and providing feedback

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to the community on the council's response (DPLG, 2005b). Mohamed (2006:40) reinforces this understanding by stating that the objective of a ward committee is to enhance participatory democracy in local government.

The CDWs as change agents serve as the link between ward committees and communities and the municipal council and other departments at both provincial and national level. The presence of ward committees and CDWs should enhance local governance and participation. In essence; it should not derail the decision-making process within the municipality but should enhance the quality of developmental local governance and the service delivery process. However, it is important to note the observation made by Davids and Cloete (2011:91) on Everatt and Gwangwa's analysis that:

> On the ground the relationship between the CDW, the ward councillor and ward committee needs sorting out. Presently these are all government structures that are interacting directly with the community. This has the potential to cause confusion and raise tensions (Everatt & Gwangwa, 2005:26).

This is a very important observation; it is a situation that has prevailed in the Makhado Local Municipality. As a result, this tension creates confusion and derails progress in communities in the Makhado Local Municipality. There seems to be no political formula to manage the situation, hence it might be important to introduce regulatory instruments in order to ensure effective provisioning of services to communities.The situation, as discussed, is further confirmed by Phago and Netswera (2009:708) when they state that there are conflicting areas of operation between CDWs and Ward Committees especially with regard to responsibilities.

Flowing from the above,Thornhill and Madumo (2011:135) emphasise the fact that ward committees are concerned with the services that a municipality provides, while CDWs are required to ensure that all of the services rendered by the respective spheres of Government are integrated into the respective municipality.

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4.8 THE IDP FRAMEWORK IN MAKHADO LOCAL MUNICIPALITY

The Makhado Local Municipality operates within the confines of the law, which, in the main, is the Constitution of the Republic of South Africa (RSA, 1996) as its basis and the relevant applicable legislation. In terms of the Municipal Systems Act (32 of 2000), section 34, a municipal council:

> "must review its IDP annually in accordance with an assessment of its performance measurements in terms of section 41, and to the extent that changing circumstances so demand, may amend its integrated development plan in accordance with a prescribed process".

Consistent with the above, the IDP process implies that resources must be utilised effectively, efficiently and in accordance with the applicable laws. Service delivery should be provided speedily without compromising the quality of services. Community participation of communities should be integrated within the context of the IDP process. The political leadership and management of the municipality should always endeavour to mobilise additional funds for the IDP's priorities with relevant agencies charged with such functions. Intergovernmental relations should be promoted as part of the planning process in order to tap resources from other spheres of governance within the context and spirit of co-operative governance. A safe and healthy environment should be promoted and encouraged within the context of appreciating constitutional rights of civil society and unions.

In the light of the above, the Makhado Local Municipality IDP process is derived from the powers and functions assigned to it in terms of the provisions of section 84(1) of the Municipal Structures Act (117 of 1998) (RSA, 1998b), which stipulates:

- Integrated development planning for the whole municipal area
- Bulk electricity supply
- Refuse removal
- Solid waste disposal sites
- Municipal roads and storm water
- Parks and recreation

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- Establishment, conduct and control of cemeteries
- The receipt, allocation and distribution of grants made to the municipality
- The imposition and collection of taxes, levies and duties as related to the above functions
- Water service provided as per service level agreement signed with the Vhembe District Municipality (DPSA, 2003).

The above powers and functions are allocated to the Makhado Local Municipality as per the Municipality Structures Act (RSA, 1998b). However, the municipality is currently facing challenges of performance because of capacity deficiencies in the area of budget and technical skills. The analysis undertaken recognises the broader context in which the functioning of the municipality is based, as highlighted in terms of the above powers and functions.

The Makhado Local Municipality IDP process, consistent with section 26 of the Municipal Systems Act (RSA, 2000), provides for the following guidelines which the IDP should comply with:

- The council vision for long-term development
- An assessment of the municipality's existing level of development including the critical sections of the community that are in need
- The municipality's development priorities and objectives including the Local Economic Development (LED) aims and its transformation needs
- Development strategies which are aligned with national and/or provincial sectoral plans and planning requirements binding on the part of the municipality in terms of the legislation
- The council's Spatial Development Framework (SDF), which must include the provision of basic guidelines for a land use management system for the municipality
- The council's operations strategies
- The council's disaster management plans
- The council's financial plan with a budget projection for three years
- The council's key performance indicators and targets determined in terms of section 41 of the Municipal Systems Act (RSA, 2000).

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The Makhado Local Municipality IDP process complies with the above requirements as determined by the legislation. The IDP can be viewed as a strategic business plan for the municipality that should be seen as an overarching programme which informs the budgetary and financial planning process for the municipality. The CDWP at the Makhado Local Municipality should therefore be seen within the context of ensuring that the municipality, through its structures, meets and complies with both the constitutional and legislative requirements.

4.9 THE CDWP IN THE CONTEXT OF AN IDP PROCESS

The IDP is supposed to be based on a comphrehensive community participation process. According to Tshabalala and Lombard (2009:397) community participation is a means of empowering people by creating the space for them to engage in developing their skills and ability to negotiate their needs in the face of forces that often appear to obstruct and discourage. Both the Municipal Systems Act (RSA, 2000) and the Municipal Structures Act (RSA, 1998b) require the municipality to ensure that the community fully participates in the IDP process. Within the Makhado Local Municipality, there are two structures as per the organisational arrangement of the IDP which is important in terms of the success of the process.

The Mayor and the Mayoral Committee have the role of political custodian of the IDP process, because they constitute the Executive Authority, while the municipal officials should ensure that the administrative process and timelines are executed as per council resolutions and the relevant legislation. The IDP Steering Committee and the Representative Forum are the main drivers of the process.

The CDWs are represented by the CDWP manager within the IDP Steering Committee. The IDP Representative Forum is the biggest platform in terms of the process. The CDWs sit in this forum. It also draws on key community-based organisations with varying interests within the municipality. Ward committees are also represented at this forum.

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Flowing from the above, the IDP Representative Forum is a platform where medium- to long-term development initiatives are discussed. CDWs play a significant role at ward level as it is one of their responsibilities, together with ward councillors, to ensure that community meetings are convened in the IDP process. It may, therefore, be argued that the success or failure of the IDP process *inter alia* is also dependent on CDWs within Makhado Local Municipality.

4.10 THE IDP ORGANISATIONAL ARRANGEMENT AND REVIEW

The Makhado Local Municipality has adopted an IDP organisational arrangement model. The model provides a framework that should be followed when developing an IDP. The framework sets out roles and phases which the plan should follow to meet the requirements of the Constitution (RSA, 1996) and the relevant legislations.

Figure 4.1 illustrates the participation process for formulating the IDP. The CDWs play a central role in the roll-out of the process at ward level where communities are located. Figure 4.1 is an expression of the IDP organisational arrangement within the Makhado Local Municipality (2011a:11). The diagrammatic representation is structured within the context of strengthening the community participation process in the municipality.

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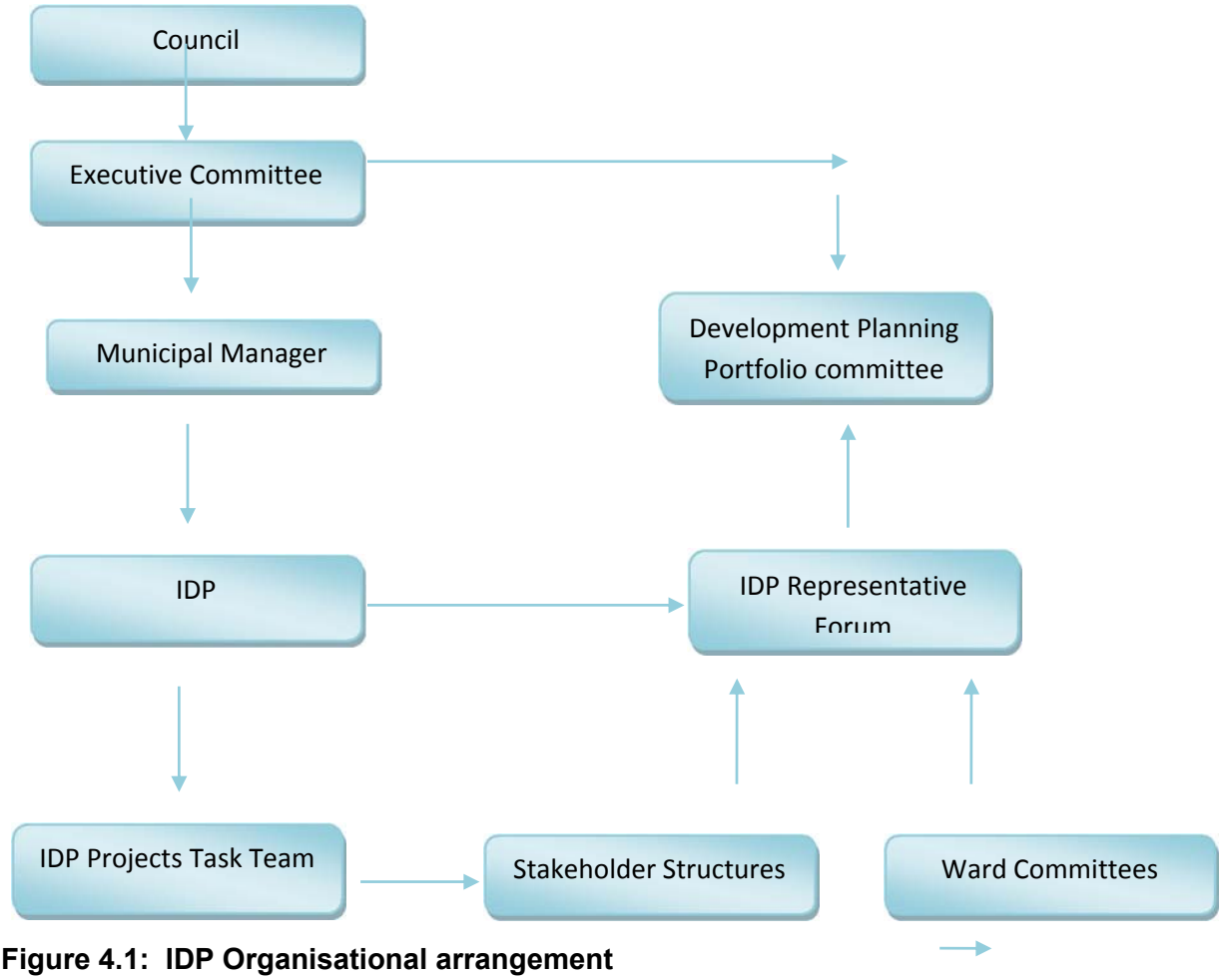

Figure 4.1: IDP Organisational arrangement

Source: Makhado Local Municipality (2011a:11)

The review of the IDP at the Makhado Local Municipality is conducted every year in March. This is to ensure that necessary changes in the IDP and the budget may be introduced. The process is required in terms of section 34 of the Municipal Systems Act (RSA, 2000), which states that the municipal council must act as follows:

1. The council must review its IDP annually in accordance with an assessment of its performance measurements in terms of section 41, and to the extent that changing circumstances demands, and

2. May amend its IDP in accordance with a prescribed process (RSA, 2000).

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The CDWs play an active role in the IDP review process, as outlined in the legislation and in the Makhado Local Municipality IDP plan. The review process is conducted within the IDP organisational arrangement framework as outlined in Figure 4.1.

4.11 THE ORGANISATIONAL PERFORMANCE MODEL OF THE MAKHADO LOCAL MUNICIPALITY

The Makhado Local Municipality has adopted an organisational performance model that informs its planning process. The municipality has five development performance areas that inform both the IDP and the budget. The organisational performance areas, as highlighted in the Makhado Local Municipality Budget Review (2011b:11), are as follows:

- *Infra-structure and service:* This refers to the infra-structure programme that includes provision of water services, sanitation, electricity, housing and roads infra-structure within the municipal area. CDWs are active in the area of providing data from communities in order to ensure that planning is based on facts.
- *Social and local economic development:* The programme is based on the local economic pillars of the municipality, which are tourism, agriculture, mining and retail in the local economic nodes. The nodes are Louis Trichardt, Elim, Dzanani, Levubu and Vuwani.
- *Democratic governance*: This performance area concerns the national framework as per relevant legislations and the five-year local government strategic agenda. It concerns deepening democratic local governance. To facilitate this, the CDWs, together with ward councillors, are required to ensure that communities are part of developmental local governance within the context of community participation (Van Donk *et al.*, 2008).
- *Sustainabilty*: The implementation of development projects should encourage a sense of community ownership.
- *Institutional transformation*: The area is currently compromised due to insufficient office space and a high vacancy rate of critical positions which

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are important in the service delivery departments. The CDWs ensure that traditional authorities and communities in general participate in the programmes of the municipality (Makhado Local Municipality, 2011a:11).

According to the above, the organisational performance areas of the municipality are required to deliver the following developmental outcomes as per the Makhado Local Municipality Budget Review (2011b:12):

- The provision of household infra-structure and service
- Creation of liveable, integrated towns and rural areas
- Community empowerment and redistribution

In the light of both the organisational performance areas and developmental outcomes, the Makhado Local Municipality has adopted its own planning model, which uses the IDP, the budget and the annual results as the basis of its performance management. The illustration presented in Figure 4.2 shows that the IDP informs the budget, and the budget informs the annual report. Therefore, the municipal council, through the relevant structures, gives effect to the objective through the budget, which is a tactical arrangement.

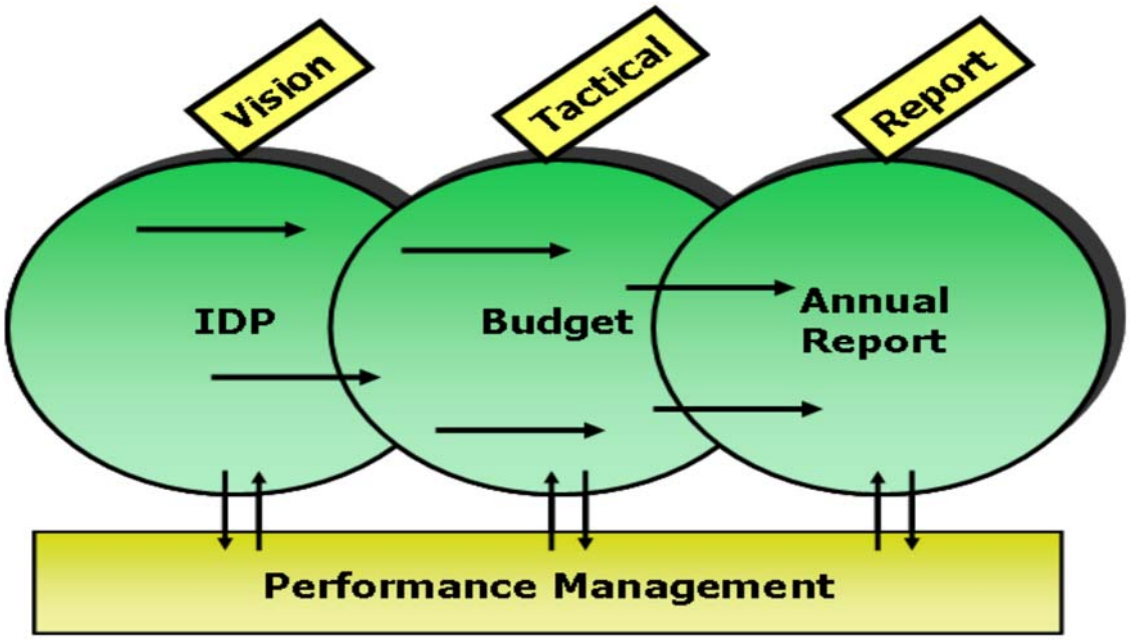

Figure 4.2: Representation of Makhado Local Municipality Organisational Performance Model

Source: Makhado Local Municipality (2011b:10)

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The budget provides a breakdown in terms of how funds are allocated and for which programmes, which informs the implementation process within the municipality. For a model to work effectively, skilled municipal staff is required. The CDWs form an important layer of personnel since they are based in communities where these projects and services ultimately should be rolled out. As change agents, they should understand the model within the context of community participation and the IDP process (Theron, 2008b:1-22).

4.12 OBJECTIVES AND DEVELOPMENTAL STRATEGIES

As part of the IDP process, the Makhado Local Municipality, through its participation process, has established the following as the key objectives of its IDP framework (Makhado Local Municipality, 2011a:140-147). CDWs should ensure that communities are aware of these objectives and of the rights and obligations they are entitled to:

- Provide clean water and adequate sanitation on a sustainable basis
- Sustainable provision of electricity
- Provide safe, sustainable road and storm water services
- Facilitate the provision of quality housing
- Facilitate and manage disaster management
- The creation of a sustainable and integrated economic growth and rural development
- Ensure effective spatial planning
- Develop and promote effective and efficient community participation
- Ensure financial viability and management
- Provide and manage an efficient and effective information technology system
- Facilitate, provide and manage the creation of decent jobs
- Ensure an effective and efficient organisational structure
- Facilitate the promotion of tourism and marketing (Makhado Local Municipality, 2011a:140-147).

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The IDP of the Makhado Local Municipality is built around the above strategic objectives. Key projects with financial commitments are structured around these programmatic areas on a short-term to medium- and long-term planning basis. These key areas are reviewed annually through the IDP process. The realisation of objectives is dependent on the objective of realising effective and efficient community participation. Community participation is instutionally built on the role played by ward committees, CDWs, councillors and community-based structures. The CDWs are in a unique position to facilitate development since they operate within their communities and represent all spheres of government.

4.13 SUMMARY

The focus in this chapter is on current experiences with regard to the CDWP within the Limpopo Province. It further addresses the context of the study's location, which was the Makhado Local Municipality. The organisational performance of Makhado Local Municipality and the CDWP, and the role of Ward Committees in relation to CDWs are discussed. The IDP framework, the situational analysis, the CDWs in relation to the IDP process is presented as well.

Emerging issues like the regulation of the relationship between WCs, CDWs and ward committees resulting from conflict and tensions needs to be attended to since they threaten to derail progress in the advancement of community development and the CDWP in particular.

The introduction of the CDWP in the Makhado Local Municipality has brought a new dimension to community participation and the IDP process. However, the introduction of the CDWP has not resulted in the complete and full resolution of service delivery challenges, neither in enhanced community participation.

It is important to highlight that limited budgets and infra-structure backlogs will not be resolved by a programme like a CDWP, but by mobilisation of resources and investment in infra-structure with the intention to eradicate or substantially reduce

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service delivery backlogs. This requires an integrated approach by all government institutions. The CDWP may assist in terms of facilitating better communication and understanding between communities and authorities at all levels.

The stakeholders that are critical with regard to the work of the CDWP are also identified. In the context of building a strong community participation process, the IDP process is embedded in the integration of the work of ward committees, councillors and CDWs. The IDP articulates clear objectives that are translated into the programme of the municipality for implementation.

The next chapter presents a review of the implementation of the CDWP in a broader context. The international perspective, the African view, the multilateral approach and the South African perspective are addressed together with the implementation of the CDWP.

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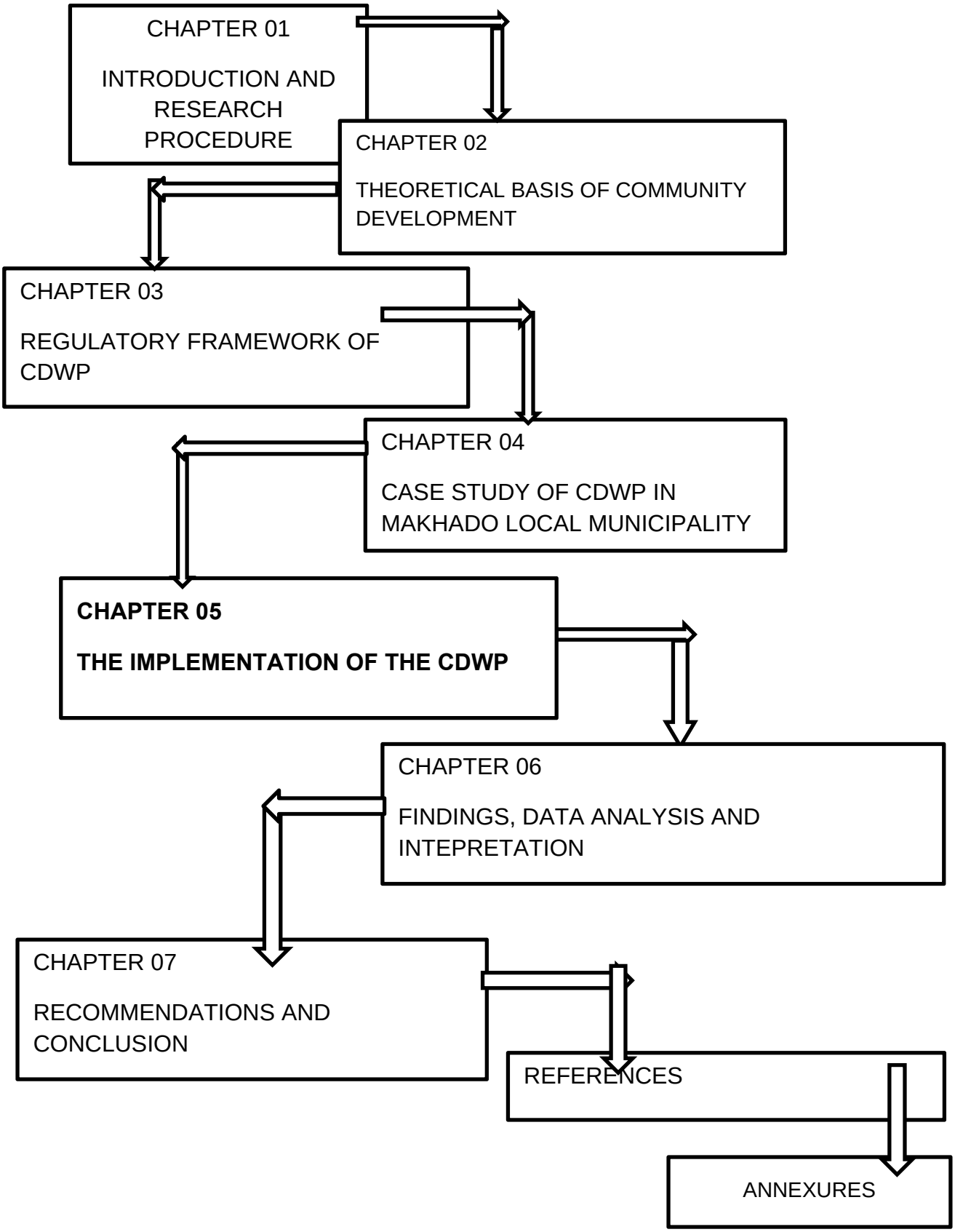

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CHAPTER FIVE
THE IMPLEMENTATION OF THE COMMUNITY DEVELOPMENT WORKERS' PROGRAMME (CDWP)

5.1 INTRODUCTION

The discussion in this chapter focuses on the rationale for the programme; the programme roll-out; the institutional arrangement within the intergovernmental environment; the CDWs as change agents; the management perspective of the CDWP; benefits and advantages of utilising CDWs in the context of integrated service delivery; CDWP human resources issues; and progress in terms of service delivery within the context of Millennium Development Goals (MDGs). A perspective on the CDWP is presented in appreciation of the fact that South Africa is still building institutions of government, which also include the role and functions of CDWs in development.

5.2 INTERNATIONAL PERSPECTIVE ON COMMUNITY DEVELOPMENT

Community development has always received attention from multilateral organisations like the United Nations (UN) and its development agencies. According to Monaheng (2008:135), the United Nations has consistently based its understanding of community development on the basic needs approach and integrated rural development. Within the same context, the United Nations convened a World Summit on Social Development which highlighted the limited access that people in Africa and other less developed areas have to income, resources, education, health care and nutrition. This resulted in the adoption of the Copenhagen Declaration on Social Development which noted that the "challenge is to establish a people-centred framework for social development and to respond to the immediate needs of those who are most affected by human distress" (United Nations, 1995).

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At this summit, a common agenda on people-centred development was agreed upon by heads of state, with participants committing themselves to roll out the programme in their countries.

5.3 MULTILATERAL APPROACH TO DEVELOPMENT

The United Nations has played a central role in driving community development within the international environment. The United Nations General Assembly, on the occasion of the seventh special session, received a report titled *Another Development* from the Dag Hammarskjöld Foundation of Sweden which focused on developing countries. The report *What Now: Another Development* (UN, 1975:7*)* highlighted the following:

- Development of every man and woman of the whole man and woman and not just the growth of things, which are merely means;
- Development geared to the satisfaction of needs beginning with the basic needs of the poor who constitute the world majority;
- Development to ensure the humanisation of man by the satisfaction of his or her needs for deciding his or her own destiny.

The essence of *Another Development* was the transformation of both economic and political structures to ensure that people at a local level benefit significantly. This perspective was reinforced by the Southern African Development Coordinating Conference (SADCC) and by the Southern African Development Community. It adopted the Maseru Declaration with the following commitments (SADCC, 1987:160-161):

- Participatory, people-centred development projects should receive priority.
- The projects should be geared towards satisfying basic needs.
- Popular mass-based organisations should assume more of the initiative in the development process.

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5.4 THE YAOUNDÈ DECLARATION

The international work on community development was not limited to multilateral bodies like the United Nations, but has also found expression in the international non-governmental organisations (NGOs) movement. The International Association for Community Development (IACD) adopted an overarching declaration that agreed on the following conditions as a framework for community development (Monaheng, 2008:137):

- The provision of basic needs
- Determined work towards the eradication of poverty
- The promotion of basic human rights and responsibilities within a framework of peace and social justice
- The celebration and nurturing of the soul of communities, respect for local cultural contexts where these do not undermine basic human rights
- Support for processes that enable collective participatory decision-making at all levels of society
- The building of the capacity of all relevant actors and stakeholders in the development process
- Respect for the integrity of the natural environment

5.5 THE AFRICAN CONTRIBUTION TO COMMUNITY DEVELOPMENT

The African Union, through its front runner, the Organisation of African Unity (OAU), adopted the African Charter for Popular Participation in Development and Transformation. The Charter was a product of the International Conference on Popular Participation in the Recovery and Development Process in Africa held in Arusha, Tanzania, in 1990. The conference noted that:

> … it was organised out of concern for the serious deterioration in human and economic conditions in Africa in the decade of the 1980s, the recognition of the lack of progress in achieving popular participation and lack of full

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appreciation of the role that popular participation plays in the process of recovery and development (OAU, 1990).

The Charter further emphasised the role of the people and their popular organisations in the realisation of community participation (OAU, 1990). The emphasis was placed on the communities' role to establish independent organisations, at different levels, that are genuinely grassroots, voluntary, democratically administered, self-reliant and rooted in the tradition and culture of the society. The understanding was that governments should facilitate broad-based community participation in order to achieve a result that is people-centred and sustainable. The AU perspective on community development and the role of participation is therefore people-centred and humanist.

5.6 SOUTH AFRICAN PERSPECTIVE ON COMMUNITY DEVELOPMENT

The development challenge continues to be a central theme in South Africa. The South African perspective is best summarised by Tshishonga and Maphunye (2011:1233) with reference to Mbeki's (1998) input when he said, "…South Africa's first democratically elected government deemed it necessary to embrace people-centred development through its 1994 socio-economic policy framework, the Reconstruction and Development Programme (RDP)". Furthermore, countries and global leaders in 2000 committed themselves to a set of MDGs to address challenges of poverty and underdevelopment throughout the world. The eight development priorities of the MDGs were accepted by South Africa. These goals are:

- to eradicate extreme poverty and hunger;
- to achieve universal primary education;
- to promote gender equality and empower women;
- to reduce child mortality;
- to improve maternal health;
- to combat HIV/AIDS, malaria and other diseases;
- to ensure environmental sustainability;
- to develop a global partnership for development (UNDP, 2010:13).

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The MDGs and targets come from the Millennium Declaration, signed by 189 countries, including 147 heads of state and governments, in September 2000 and were translated into an agreement by member states at the 2005 World Summit Resolution adopted by the General Assembly. The goals and targets are interrelated and should be seen as a whole. They enjoin the developed countries and the developing countries to form a partnership that would be conducive to development and to the elimination of poverty.

South Africa's participation and commitment to the MDGs should be seen within the context of the country's apartheid past and its commitment to creating a country for all its people with the understanding that transformation is essential in order to have a democracy that benefits all its people. South Africa's participation should further take into account the following statement by The National Planning Commission (NPC):

> Changes since the birth of constitutional democracy provide the basis for significant shifts and achievements in many areas of human development in South Africa. Yet despite many positive outcomes, social exclusion and alienation persist in poor, economically marginalised communities…. The legacy of racial, economic, gender and spatial exclusion continues to shape human development among South Africa's poor majority (NPC, 2011:01).

South Africa's Country Report (UNDP, 2010:18) on the MDGs states that the attainment of democracy in 1994 introduced the possibility for South Africa to address poverty and inequality and to restore the dignity of its citizens, and ensure that South Africa belongs to all who live in it. In line with the democratic dispensation and in pursuit of constitutional imperatives guaranteeing a rights-based environment and the rule of law, new policies were put in place to improve people's quality of life. This has entailed a systematic effort to dismantle the social and economic relations of apartheid and create a society based on equity, non-racialism and non-sexism. Through a policy commitment to a "continuity of change", each successive administration has built on the development successes achieved, as well as taken stock of ongoing challenges and developed strategic responses to address these limitations to growth and development (UNDP, 2010:16).

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Flowing from the above, South Africa's Country Report (UNDP, 2010:18) presents the development focus on the Medium Term Strategic Framework of the government. It has identified twelve outcomes that set the guidelines for more results-driven performance:

- improved quality of basic education
- a long and healthy life for all South Africans
- all people in South Africa are and feel safe
- decent employment through inclusive economic growth
- a skilled and capable workforce to support an inclusive growth path
- an efficient, competitive and responsive economic infra-structure network
- vibrant, equitable and sustainable rural communities with food security for all
- sustainable human settlements and improved quality of household life
- a responsive, accountable, effective and efficient local government system
- environmental assets and natural resources that are well protected and continually enhanced
- creation of a better South Africa and contribution to a better and safer Africa and world
- an efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship (UNDP, 2010:18).

These outcomes provide strategic focus and do not cover the whole of the government's work. The CDWP, in the context of DLG, should ensure that the above outcomes are integrated within the work of CDWs. This does not mean that other work of government, that is not directly related to outcomes, should be neglected.

The South African government perspective on CDWP should be understood within the context of the MDGs which shape government policy in all spheres of governance as directed by the Constitution (RSA, 1996) and relevant legislation. It is important to note that every policy perspective is aimed at achieving certain governmental goals. This applies to the CDWP as well. The CDWP constitutes an

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important layer of government machinery in the implementation of government policy, including international multilateral commitments.

The main purpose of a CDWP is to work with municipalities in order to help bridge the gap between government and community, and strengthen integration and co-ordination between services provided by government, and access to these communities. In addition, the government recognises in the Constitution (RSA, 1996) that the three spheres of government cannot function in isolation. Decentralisation and co-operation is critical for the successful transformation of the State (DPSA, 2007).

This constitutes the overall policy purpose of government in introducing the CDWP. The policy intervention was intended to address the participation vacuum between government and the people with respect to rendering services.

Some of the observations which necessitated the policy imperatives were related to the presidential *imbizo* (DPSA, 2007:81) led by President Thabo Mbeki. It focused on the fact that there was a gap between the government's delivery effort and the community's ability to benefit from that delivery, and that government service delivery at national, provincial and local levels did not reach the intended beneficiaries effectively (DPSA, 2007:81).

These issues indicated the action required by government. It is important to note that rural people are the most affected in terms of the gap between people and government. This is exacerbated by a lack of access to communication infra-structure and because most government service centres are found in the major economic districts. Furthermore, other factors pointed out in the Regenesis Review of the CDWP (DPSA, 2008) that made it necessary for government to intervene were:

- the skills shortage in the local government sphere
- integration and coordination challenges
- inadequate dissemination of information

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- the lack of an organised voice for the poor between elections (DPSA, 2008:23).

The major contributing factor was premised on the fact that service delivery level within communities was characterised by failure to meet the needy communities. Furthermore, Government has always been elected on a popular mandate by means of the clarion call of *a better life for all*. Concerns were building around unfulfilled promises and a growing social distance between government and communities. Sporadic incidents of service delivery protests were becoming more common throughout the country, with Limpopo Province not being an exception.This has since increased dramatically. This situation prompted the government to be innovative and to introduce new measures for dealing with community frustration. Furthermore, the provision and delivery of rural infra-structure and basic social services served as a driver to ensure that there would be sustainable economic development, poverty eradication and alleviation and better social services (Department of Transport, 2007).

When government became clear in terms of how to respond to new challenges, President Mbeki made known the government policy intention when he announced that “public service echelons of multi-skilled CDWs will maintain direct contact with the people where these masses live” in his State of the Nation Address in 2003. It is important to note that the African National Congress (ANC) at the time had introduced the concept of volunteers under the campaign called *letsema*. This campaign was undertaken by every branch of the ANC in the country and it encouraged a spirit of community service. It may be argued that President Mbeki was stating the ANC policy which had already begun to be implemented by ANC structures when he spoke about CDWs. It is important to note that there is no current legislation dedicated to the CDWP, besides the Public Service Act (103 of 1994) (RSA, 1994a) that regulates everyone in public service. The Public Service Regulations (RSA, 2001:8) provide that they apply to all persons employed and to institutions governed in terms of the Act. Furthermore, all public sector laws and regulations are applicable to CDWs.

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5.7 COMMUNITY DEVELOPMENT WORKERS' PROGRAMME: PRINCIPLES, GOVERNANCE AND COORDINATION

The government policy statement on the CDWP states that,

> The main purpose of a CDWP is to work with municipalities in order to help bridge the gap between government and community, and strengthen integration and co-ordination between services provided by government, and access to these communities. In addition, the new democratic government recognises in the constitution that the three spheres of government cannot function in isolation. Decentralisation and cooperation are critical to the successful transformation of the state in coming decades (DPSA, 2007:79).

It is imperative to note that the Government was grappling with the challenge of service delivery protests because services were not reaching communities adequately in all spheres of government, with local government being the main culprit. The CDWP perspective as further articulated by Monaheng (2008:141) states that the main purpose of the CDWP was to enhance the ability of communities to benefit from development efforts supported by national, provincial and local levels of government. Monaheng (2008:141) further characterised the CDWP as follows:

- It is aimed at fulfilling both abstract and human needs.
- It is based on collective action.
- It seeks to stimulate the participation of the ordinary members of society.
- It involves the strengthening of leadership, institutional and organisational capacity.

Flowing from the above, the South African public service *Handbook for Community Development Workers* (DPSA, 2007:14) defines CDWs as "... participatory change agents who work in the communities where they live, and to whom they have to answer for their activities. They are requested to help people in communities to improve their own lives and change their circumstances". What the CDWs do is to be the eyes and ears of governance structures in every area. This perspective is reinforced by Davids and Cloete (2011:92-93) when they state that CDWs are the

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only public servants who are required to work in the municipal wards where they live and whose work-related activities straddle the three spheres of government, hence they were dubbed “public servants of a special kind” (Fraser-Moleketi, 2003). Davids and Cloete (2011:93) observe that, at the inception of the CDWP, it was envisaged that CDWs would work closely with other key stakeholders such as ward councillors and ward committees towards improving citizen access to public services and thereby enhance the quality of the lives of citizens. However, tension and conflict among WCs, CDWs and ward committees have created problems that threaten community participation in local government. Therefore, a concerted effort to facilitate community participation needs to be initiated, which should include policy and intervention instruments. This relates to an integrated and inter-sectoral approach to the role of the CDW as articulated by Atkinson (2003:16) when she commented on the approach:

> In effect the development officers will be front line officers for a whole range of national and provincial departments. This has a major implication: The programme should be truly inter-departmental and inter-sectoral. Each national (and provincial) department should indicate which programmes they would like the development officers to implement (Atkinson, 2003:16).

The aim of the CDWP is to strengthen coordination and integration between services provided by government and access to these services by communities (DPSA, 2007). The Constitution (RSA, 1996) affirms that the three spheres should co-ordinate their efforts through co-operative governance and intergovernmental relations.

One of the fundamental challenges of government is eradicating poverty in poor communities through various services and programmes. A key requirement for achieving this is the provision of information to communities. Mr Essop Pahad, the former Minister in the Office of the Presidency of the Republic of South Africa, on the presentation of the Government Communication and Information System budget vote (DPSA, 2008) stressed the need for improved provision of information and communication between government and citizens. At the close of the conference of the municipal communicators adopted the “Tshwane Declaration”, committing

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themselves to sustained communication programmes over the next five years to advance the development agenda of government in the local sphere. They are committed to building a partnership with the public that includes:

- Enhancing community participation, and local government accountability and transparency through improved communication
- Strengthening local government communication as a development tool
- Enhancing service delivery and development programmes through intensified communication support (DPSA, 2008).

5.8 COMMUNITY DEVELOPMENT WORKERS AS CHANGE AGENTS

De Beer and Swanepoel (1998:200) have defined community development workers as community-based resource persons who collaborate with other officials of community-based workers to help fellow community members progressively meet their needs, achieve their goals, realise their aspirations and maintain their wellbeing. The key responsibilities of CDWs are examined for the purpose of this review. Functions that are highlighted as the responsibilities of the CDW under the CDWP in the *Handbook for Community Development Workers* (DPSA, 2007) include:

- To assist in the smooth delivery of services by identifying and removing obstacles.
- To strengthen the social contract between government and communities.
- To link communities with government services.
- To pass on community concerns and problems to government structures.
- To support and nature the increased exchange of information
- To improve government community networks (DPSA, 2007).

It can be argued that these functions have expanded substantially since the programme was launched, seeing that Monaheng (2008:141-142) characterises the CDWs as change agents expected to:

- live in the community in which they work
- show respect towards the people, their norms and values

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- realise that they are dealing with a living entity
- acknowledge the accepted leaders
- be open about their position and task
- get to know the people and their circumstances
- deepen their insight into people's needs and resources
- begin to identify the action group with whom they will work
- promote the notion of partnership between themselves and the action group
- act in one or more of the following ways: as expert, guide, enabler, advocate and catalyst.

In the execution of these responsibilities, it is important that CDWs should have the correct value system, since they normally operate in a highly pressurised environment where poverty at times is very deeply rooted. A CDW should also be a people's person, being patient and committed to his or her responsibilities. It is critical that CDWs should practise good human relations since they play a facilitative role. The ability to negotiate and, above all, to show respect to elders and politicians is very important. CDWs are civil servants of a special kind, given the fact that they are based within the community and represent all three spheres of government – the unique feature of the CDWP.

Given the conflict and unwarranted tensions between CDWs and ward councillors (WCs), it is important to review the role of WCs since such tension has tended to result in service delivery protests in many communities. Davids and Cloete (2011:96) refer to the following as key roles and responsibilities of ward councillors:

- providing ward residents with regular progress reports, explaining the decisions of the council in committing resources to development programmes and projects affecting them
- assessing whether the municipalities' programmes and plans are having their intended impact
- assessing whether services are being delivered fairly, effectively and in a sustainable way

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- determining whether capital projects are being committed in accordance with the municipal IDP
- maintaining close contact with their constituencies to ensure that council is informed of all community issues
- communicating important information from council to residents (DPLG, 2006:54).

Although it is accepted that ward councillors are not directly involved in service delivery, unlike CDWs who are at the coalface, it is imperative to build a harmonious relationship between the two, including ward committees, in order to fast-track service delivery in municipalities. The inherent problem that has always accompanied this relationship is that communities are not able to separate the role of the WC and a CDW, which easily creates structural problems among local stakeholders.

Given these challenges, Davids and Cloete (2011:105) make an assertion that a logical next step would be to identify and implement appropriate interventions that will eliminate the key drivers of tension so that communities throughout South Africa can have access to those basic municipal services that they are entitled to in terms of South Africa's most supreme piece of legislation – the Constitution of 1996.

Burkey (1993:90) states that CDWs in the process of training as change agents should understand the following objectives of training for micro-level engagement and facilitation:

- They should acquire a clear understanding of their roles as change agents working in, and as partners with, a particular community.
- They should develop their social and human skills in communicating and working with poor people.
- They should develop their understanding of group dynamics, social capital and action orientated analysis.
- They should develop their ability to criticise others constructively and sympathetically, and to handle criticism of themselves.

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- They should develop their skills in identifying and analysing the issues and problems that confront them as change agents working with poor people.
- They should increase their understanding of the connections between local community structures and problems both at the micro and macro level.

This calls for a new approach to training a change agent to thoroughly understand the ever changing dynamics within a community, and respond in a manner that takes development forward, knowing that each locality will respond differently to various development initiatives. All approaches should be harnessed in such a way that all parties within a community may have a sense of having a stake in and fully buy in into the whole development process. It is, therefore, critical to ensure that the type of change agent that emerges from a training process should be an all-round worker and an activist who is able to nurture and consolidate all views in a holistic approach.

5.9 MANAGEMENT PERSPECTIVE AND IMPLEMENTATION OF THE CDWP

The question of who is accountable in terms of managing the CDWP is pertinent since CDWs represent three spheres of government in ward localities. An integrated approach to management is needed and the CDWP policy framework envisages that "This [the CDW programme] will require everyone to embrace a new patriotism and a value system that places collective advancement above individual selfish interest" (DPSA, 2006).

The Status Quo Report (DPLG, 2007:iv) on the management of the CDWP, in focusing on the fact that the programme is co-ordinated by all three spheres of government, explain that the DPLG facilitates the relationship between the three spheres with respect to CDWP, while the DPSA co-ordinates the overall programme. Provincial Administrations are the employers of the CDWs but municipalities, among other things, provide the workplace. This statement clarifies the specific functions of key departments with regard to the management of the CDWP. However, this type of

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organisational and structural arrangement may pose problems in terms of who does what if it is not properly managed.

There are management areas that are central to the success of the CDWP. Du Toit and Van der Walt (1999:175) refer to planning, organising, leading, co-ordination and control. Cloete (1994:91) refers to the generic functions of administration and management such as staffing, policy-making, financing, procedure, control and organising. Cloete (1994:220) furthermore describes management as both public administration and management "in so far as the public sector is concerned".

Du Toit and Van der Walt (1999:14) make reference to principles of public service administrations. They focus on staffing and procedure as the fundamentals of personnel provision, utilisation and formalisation of work procedures. Du Toit *et al.* (2002:83) refer to these management principles as generic enabling functions. These principles are also applicable in private sector management processes. These are consistent with Bovaird (2004:210) articulation of principles of governance such as citizen engagement, transparency, accountability, ethical and honest behaviour, equity, collaboration and leadership. These principles informs the CDWP management perspective.

The above management principles are imperative to the successful delivery of the CDWP. The CDWP is currently driven by two departments nationally, namely the DPSA, and the Department of Corporative Governance and Traditional Affairs (CoGTA). A National Task Team (NTT) has been constituted by the two departments and this also includes provinces. The NTT is responsible for the strategy and co-ordination of the CDWP nationally. The departments are jointly responsible for the co-ordination of the CDWP (DPSA, 2007:9). They work in close co-operation with a range of stakeholders. In provinces, the Premier's office and Corporative Governance departments are responsible. In provinces, there are provincial co-ordinators who are programme managers for the programme and they are assisted by regional co-ordinators based in districts. At local government level, mayors or speakers are responsible for the support of the CDWs.

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Such a management approach leads to concern about what happens if roles are not well clarified. In the absence of clear guidelines, this might result in turf battles and paralysis of the programme. Meanwhile, it is important to note that the CDWs are on the payroll of the provincial government.

The clarity of functions requires attention, since there is a thin line between what the DPLG and the DPSA does, and lack of a clear demarcation of functions will be costly to the CDWP if not well managed. This also relates to relationship-building in the spirit of corporate governance among critical partners involved in the initiative.

Local municipalities play a central role in the implementation of the CDWP. In the first instance, municipalities are constituted by municipal wards located within municipalities, which is where service delivery challenges are present in the majority of cases. While CDWs are required to service all three spheres of government and their agencies, it is crucial for local government to be central in the implementation process as this is the first phase of government where communities come into contact with governance structures. However, Mubangizi and Theron (2011:132) state that CDWs are based in local municipalities with direct access to local, provincial and national government. They are accountable to their local communities represented by municipal council and ward committees. They are caught in a complex, even contorted, web of stakeholders. Their close proximity is perceived as a threat by community councillors and local government officials. These are some of the key issues that have created a complicated situation for the implementation of the CDWP. These inherent problems have posed problems for CDWs since they are perceived with suspicion by a number of stakeholders. These challenges cut across local government structures. Though the question of accountability of CDWs in principle seem resolved, in practice, however, problems remain since most of them are perceived to be agents of the ruling party deployed in communities. Hence, there is a need for all stakeholders to depoliticise the CDWP.

Flowing from the above, the *Handbook on Community Development Workers in South Africa* (DPSA, 2006:29) discusses the role of municipalities in the implementation of a CDWP. They have to co-ordinate their efforts to promote

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participatory democracy in ward committees. This has to meet the following requirements:

- Mobilising stakeholders at ward level to participate in the democratic development of wards as geographical entities
- Mandating the municipal Community Development Manager to oversee work of CDWs
- Supporting CDWs
- Provision of guidelines to CDWs
- Provision of capacity-building and other support to CDWs
- Coordination of submission of CDWs' reports to the province
- Monitoring and evaluation of the activities of CDWs
- Profiling and publicising CDWs
- Providing mentorship to CDWs during learnership training
- Creating an enabling environment for CDWs
- Ensuring that CDWs are effectively integrated into the work ethos of municipalities (DPSA, 2006).

The above are challenging responsibilities for municipalities regarding the implementation of the CDWP. These points also constitute part of the terms of reference for local government in implementing the executive decision of Cabinet with regard to the roles of various role players in the implementation of the programme.

Furthermore, Monaheng (2008:143) refers to the policy framework that directs districts and municipalities to co-ordinate and facilitate the work of CDWs as follows:

- Appoint a Community Development Manager at local municipality level to co-ordinate the work of the ward development associations.
- Ensure that at least one local municipal subcommittee oversees the work of the Community Development Manager and ward development associations.
- Channel financial and other support from different government departments, state owned agencies, the private sector, local, national and

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international donors, as well as the provision of additional funds for community development.

- Provide capacity-building toward development associations, community development supervisors and CDWs.
- Coordinate the submission of proposals for funding from Ward Development Associations (WDAs) to the Provincial DPLG.
- Monitor and evaluate programmes implemented by WDAs, submitting reports the provincial DPLG (Monaheng, 2008:143).

These serve as some of the guidelines that direct municipalities regarding the requirements for implementing the CDWP in their institutional environment.

In line with the above, CDWs introduce a special type of public servant since they operate in and service the areas in which they stay. This obviously places an added responsibility on CDWs, since they should always be well informed and well equipped to provide information on a range of government services across departments. This brings us to the main special focus areas as set out in the CDW Master Plan (DPSA, 2008:16-37) adopted by Cabinet, which include the following:

- ensuring programme sustainability and that the programme is appropriately resourced and institutional arrangements are sound in order to support continuous learning,
- strengthening access and information to civic services,
- strengthening social well-being,
- promoting social and economic wellbeing by acting as a point of access, providing information and economic support of advisory support offered,
- facilitating community participation for service delivery improvement, and
- ensuring that the set interventions for the CDWP create an enabling environment.

Whilst the above are crucial, the CDWs' role is broad and critical, particularly as it relates to ensuring that the ability of communities to access services is maximised and enhanced. The CDWP Review Report (DPSA, 2008:27) states that CDWs in communities need to educate and assist the citizens by:

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- ensuring that poor people access the vital information they need and help them deal with some of the challenges they face,
- providing information about government services, such as how to get grants or pensions,
- providing information in a simple, accessible and understandable way,
- providing information to the most disadvantaged and economically vulnerable so that they rapidly access programmes designed for their benefit,
- by working at community level, being in a position to help people access local government so that the country's most vulnerable inhabitants are able to communicate effectively with their elected representatives and government officials, and
- by being an important channel for government, being able to get information directly to the people and from the people.

In the process of executing these responsibilities, it is imperative for CDWs to appreciate the fact that stakeholders like municipal councillors and ward committees perform similar roles. Hence, it is important to work collectively with other stakeholders playing similar roles in order to ensure that efforts to improve the position of people trapped in poverty are not derailed by local politics.

Flowing from the above, it is imperative to note that the implementation of the CDWP faces lots of challenges which require the collaboration of all stakeholders who are affected to work towards an integrated approach that removes all the bottlenecks. Davids and Cloete (2011:106) refer to the main obstacles that are central in derailing the effective implementation of the CDWP. These include policy, politics, financial constraints and educational constraints. These challenges are also prevalent in the Makhado Local Municipality; therefore a comprehensive approach is required for resolving them in order to ensure that effective and efficient implementation is achieved with regard to the CDWP.

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5.10 SUMMARY

This chapter provides a review of the international perspective on community development within the context of the United Nations, the African Union, the Southern African Development Community (SADC) and the South African approach. The review also looks at the multilateral approach to community development and key milestones like the Yaoundé Declaration.

The review also focuses on the introduction and the implementation, the institutional arrangement and the location of the CDWP in South Africa. Furthermore, the position of community development workers as change agents is discussed within the context of their training and development needs. The management perspective of the CDWP, their human resource issues and advantages and benefits of utilising CDWs in service delivery provision are also discussed.

The training requirements and the actual programme requires attention since in its current form it makes the professional standing of CDWs within the public service very weak and doubtful. If not attended to, the reputation and the credibility of the CDWP may be questioned by stakeholders in the long term.

The following chapter presents the research findings and data analysis.

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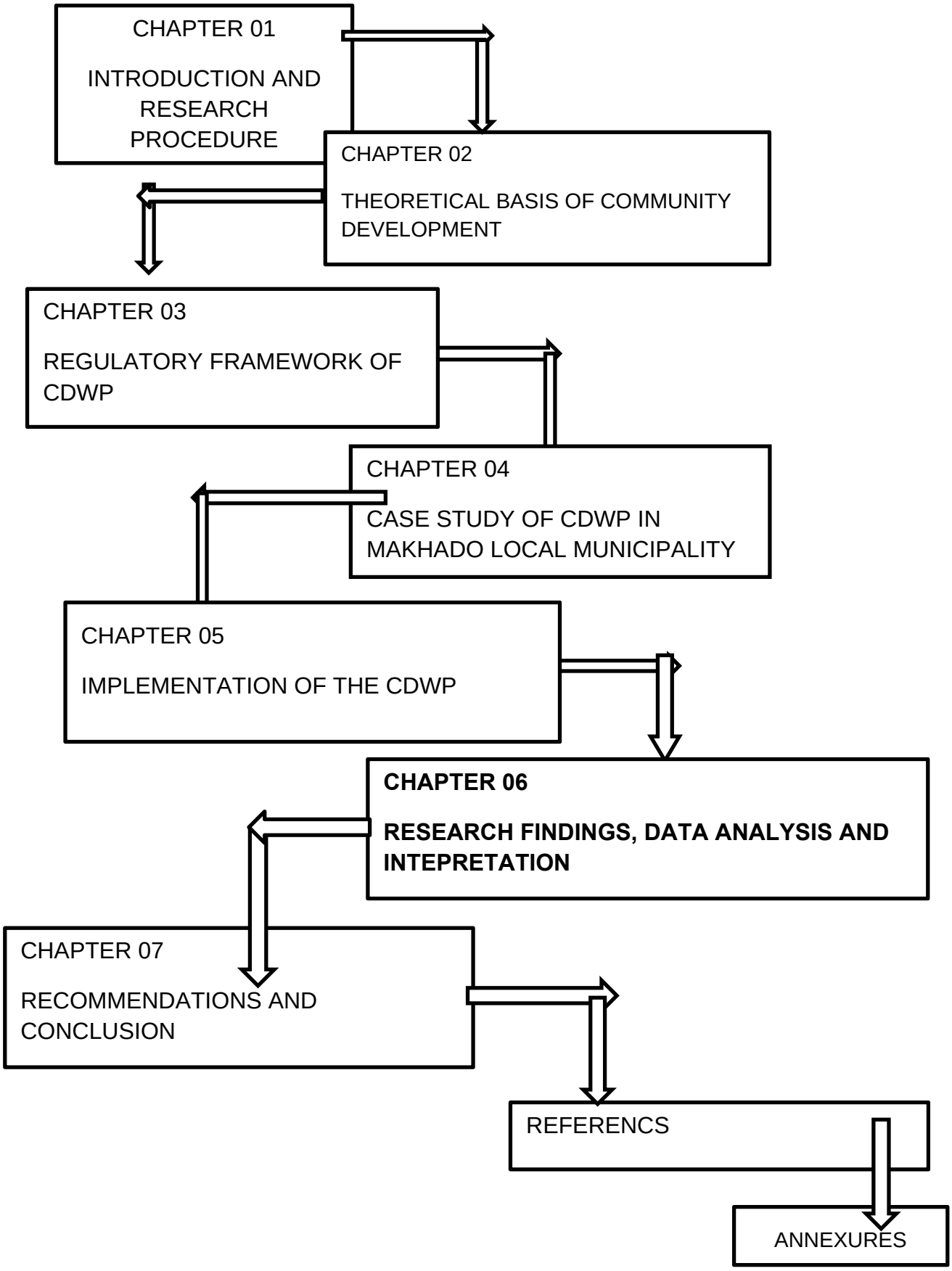

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CHAPTER SIX

RESEARCH FINDINGS, DATA ANALYSIS AND INTERPRETATION

6.1 INTRODUCTION

The study was informed by the research question, hypothesis and objectives. As part of the research proposal, the point was made that the Constitution (RSA, 1996) states that institutions of governance and public administration should be guided by principles such as that services have to be provided impartially, fairly, equitably and without bias. Transparency must be fostered by providing the public with timely, accessible and accurate information, and efficient, economic and effective use of resources must be promoted.

Consistent with the framework illustrated above, the researcher sought to establish the following as the purpose of the study: **What are the challenges facing CDWs in the implementation of CDWP in Makhado Local Municipality?** In the light of the research question, the research objectives addressed in the study were:

- To describe the roles and responsibilities of CDWs
- To describe the CDWP
- To investigate challenges confronting the CDWs in addressing development and service delivery problems
- To investigate the implementation of the CDWP process.

This chapter deals with the data analysis, research findings and interpretation. The data analysis took into account the research topic, which was stated as: **The challenges of CDWs in the implementation of the CDWP in Makhado Local Municipality.**

The data is analysed as two sets of data – primary and secondary. Research of both primary and secondary data was conducted. The secondary data are discussed first.

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6.2 SECONDARY DATA

The introduction has already provided the broad framework for addressing the research question and objectives. This part of the analysis is presented in two sections: firstly in terms of the theoretical foundation of the study and, secondly, in terms of the policy and constitutional foundation of the CDWP.

6.2.1 THEORETICAL ANALYSIS

The literature review broadly referred to various scholarly theories informing the study of development globally. Development in this perspective has to do with eradicating poverty within society.

Reference has been made to people-centred development theory. Furthermore, the theory of people-centred development is aligned with the sustainable development theory. Reference has also been made to human development, which has emerged as one of the most dominant approaches.

Both human development and sustainable development theories emphasise participatory development. In both community development and the CDWP, stakeholders play a central role since they have a stake in any initiative.

The participatory democracy approach within the context of the CDWP and the IDP processes is the most relevant approach, particularly in a DLG context. This is further in line with the CDWP which places more emphasis on the centrality of communities as providers of solutions for the service delivery challenges they confront, but in working closely with structures of local government.

Flowing from the literature, the review dealt with the different types of participation that are critical for understanding both community development and the CDWP. An integrated approach in the application of different types of participation is consistent with the CDWP perspective as in the literature review, since communities should

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remain, and always must be, central in their own development and take ownership of all the outcomes.

6.2.2 ANALYSIS OF THE REGULATORY FRAMEWORK OF THE CDWP

For the purpose of this study, the researcher undertook a review of literature that addresses the CDWP in terms of the Constitution, reports, legislation and other policy papers that have been published and what other authors have written on the subject or similar topics that are relevant. The analysis is therefore limited to what was available for the literature review. Documents that were perused have highlighted that:

- The broad thrust of the CDWP is to work with local government to close the gap between communities and government.
- A CDW is defined as a change agent who is based in the community that he/she serves, and acts as the eyes and ears of government at all levels.
- The Constitution (RSA, 1996) and the White Paper on Transforming Public Service Delivery (RSA,1997a) compel state institutions to ensure that services are made accessible and are delivered in an effective manner, hence interventions such as the CDWP to ensure, that what policy and the Constitution promise, is actually delivered.
- The *Handbook for Community Development Workers* (DPSA, 2007:16) clearly highlights the functions and responsibilities of CDWs.
- The DPSA is the custodian of the CDWP, while the DPLG co-ordinates the participation of all other spheres of governance in the programmes through intergovernmental relations processes.
- Provincial administrations act as employers of CDWs while the local municipality supervises the programme within wards, and provides support and office space within municipalities.
- CDWs represent the government as a whole i.e. national, provincial and local government, but departments should provide information and training regarding areas where they require CDWs to act on their behalf within communities.

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- There are clear human resource guidelines for a CDW, which should be complied with as part of the recruitment process. A candidate designate for a CDW position should, for instance, stay in the ward or community where he/she will be employed.
- The CDWP is currently underfunded by all levels of government.
- The CDWP should be seen within the context of intergovernmental relations because it involves more than one of the spheres of governance.
- The CDWP is currently facing a number of challenges, ranging from incoherent performance management systems to human resources issues, lack of office space, and poor working relationships with service delivery departments.

6.2.3 ANALYSIS IN TERMS OF THE IMPLEMENTATION OF THE CDWP

The following key issues are observed with regard to the implementation of the CDWP:

- The CDWP implementation is regulated by legislation and policies such as the Constitution of the Republic of South Africa (1996), the White Paper on the Reconstruction and Development Programme (RSA, 1994b), the White Paper on Social Welfare (RSA, 1997b), the White Paper on Developmental Local Government (RSA, 1998a), the Municipal Structures Act (RSA, 1998b), the Municipal Systems Act (RSA, 2000) and the Cooperatives Act (RSA, 2005b).
- The theoretical basis of the CDWP is the Humanist School of thought, the people-centred development approach and sustainable development paradigms, with emphasis on community participation.
- The programme is currently driven by the DPSA and the Department of Corporative Governance and Traditional Affairs (COGTA).
- A National Task Team (NTT) has been established which includes DPSA, COGTA and provinces to facilitate the implementation of the programme.The National Task Team (NTT) is also responsible for the strategy and co-ordination of the programme.

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- In provinces; the Premier's office and Corporative Governance departments are responsible for the roll-out of the programme.
- In provinces, provincial co-ordinators assisted by regional co-ordinators in districts are programme managers for the programme.
- At a local government level, mayors or speakers have to support CDWs.
- The first batch of learnerships was introduced for training in 2005 when the CDWP was launched. Thirty-three CDWs are currently within the wards of the municipality and five vacancies have not been filled.
- The CDWP is located within the office of the Speaker in the Makhado Local Municipality and the Office of the Speaker is politically accountable for the programme.
- The Municipality has a CDWP Manager who co-ordinates the programme in liaison with all the service delivery units within the municipality and liaises with all relevant departments that impact on the work of CDWs at district, provincial and national level.
- Misunderstanding of the role of CDWs, WCs and Ward Committees is an area that needs to be resolved on a permanent basis.
- Regulation and harmonisation of working relationships between ward committees and CDWs is still an area of contestation since there is a perceived overlap of functions between the two.

6.3 PRIMARY DATA (See Annexures A and B)

Two techniques were utilised to respond to the research question and objectives as outlined. Interviews with key operational officials from departments, state agencies and the Makhado Local Municipality within the area were conducted. The following analysis will first deal with the focus groups, to be followed by the interviews.

6.3.1 FOCUS GROUPS

Two focus groups of CDWs were convened within the Makhado Local Municipality. The first focus group met in the Waterval regional offices. It consisted of twelve

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CDWs. The second focus group met at the Vuwani regional offices; it was constituted by eight CDWs. These two focus groups are referred as A and B respectively. The following constitute the primary data sourced during the focus group discussions with CDWs.

Question no.1 was critical, since it intended to establish the roles and responsibilities of CDWs. Responses to this question are presented in Table 6.1.

The way in which both the focus groups responded to the question showed that there was clarity in terms of their responsibilities and functions. Focus group B expressed better understanding, unlike focus group A. Focus group A was brief in explaining their inputs regarding their roles and responsibilities.

Table 6.1: Focus group responses to Question 1

Focus Group 1.	What are the roles and responsibilities of CDWs?
Focus Group A	• To identify service delivery challenges in the ward and take them up with relevant departments • To work with community stakeholders in addressing service delivery challenges • To identify beneficiaries of various government programmes in a ward • To close the gap between communities and government • To conduct ward profiles in terms of priorities of government
Focus Group B	• To serve as a link between government and communities • To inform community members about government services and programmes • To identify beneficiaries of social welfare programmes among vulnerable communities such as the disabled, the elderly, children and women • To serve as change agents within the communities within which they reside • To assist with formation of community development committees like civic associations • To mobilise and inform communities about government functions and events • Play an active role in community development initiatives and projects • Compile the ward profile on community and infra-structure needs • Provide ward information to all public sector institutions • Compile a database of unemployed graduates, housing needs and other needy groups within the community

Source: Author, 2012

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Question no. 2 was intended to establish the CDWs' understanding of the CDWP. Both groups showed a shared understanding of the CDWP.

Table 6.2: Focus group responses to Question 2

Focus Group	**2. What is your understanding of the Community Development Workers' Programme (CDWP)**
Focus Group A	• It is a programme put together by government to deal with challenges of service delivery within communities • A programme that is intended to close the gap between government and communities • A programme that is targeted at the most vulnerable within communities especially the disabled, women, the elderly and children • It's meant to bring socio-economic change within communities
Focus Group B	• To create a CDW who will work as a change agent within the community. • A programme that seeks to provide information to communities on government programmes and services

Source: Author, 2012

In response to question no 3, as broad as it was, CDWs were able to state their frustrations and challenges with regard to the implementation of the CDWP. In both focus groups, most of the time was spent on this question. There are close similarities in the responses of both groups. The fact that there is consistency from both groups shows that the CDWP is functioning. However, as argued in the text, challenges are inherent in the programme.

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Table 6.3: Focus group responses to Question 3

Focus Group 3.	What are the challenges facing the CDWP currently?
Focus Group A	• The programme is not well resourced • CDWs don't have office space within the local municipality • The CDWs don't have transport to serve their wards • The programme does not have an operational budget within the municipality • Turn-around period of attending to complaints from communities by the municipality and relevant department is long • Communication is a major problem with the programme • The CDWP is not sufficiently supported by National Departments, Provincial Department and the local municipality • Performance management system is in place but not well understood by CDWs and supervisors • Tension between CDWs and Ward Councillors • CDWs are generally unhappy about their pay packages • They are not treated as professionals like all other public service officials
Focus Group B	• Lack of clarity on the intention and purpose of the programme by programme managers and co-ordinators • Lack of consistency in reporting and consultation on CDWP • Lack of communication and co-ordination on the implementation of the CDWP • Lack of office space is a major challenge affecting the implementation of the CDWP • Poor implementation of the performance management system • Lack of operational budget to support the work of CDWs at a local and ward level • Certain wards are characterised by poor working relationship between a CDW and a ward councillor • CDWs not treated as professionals by municipal officials • CDWs are not integrated into the municipal activities which creates a gap between the municipality and the CDWP • The current location of the CDWP to the provincial local government department limits access to other service delivery departments • The turn-around period for providing feedback and services by departments is long due to ineffective monitoring and evaluation mechanism • The laptops currently in the possession of CDWs are not insured which is a major risk to the programme • The 3Gs in possession of CDWs have not been activated, as a result they can't access internet or send emails • Access to departments by CDWs is a challenge

Source: Author, 2012

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The issues raised above are confirmed by Mubangizi and Theron (2011:133). Linked to a lack of resources is the issue of poor training. Training received during a learnership is conducted speedily and does not allow sufficient time for CDWs to assimilate the content. These observations confirm the outcomes from the focus groups as outlined above. This shows that a lot of work on the implementation of the CDWP needs to be done in order to address some of these observations. Question no. 4 focused on the key stakeholders within the ward in particular structures and community members. This was intended to establish whether the participating CDWs felt that they built sold relationships with their clients and stakeholders. Both groups pointed out that communities could not distinguish between the role of a ward councillor and a CDW. This matter requires attention.

Table 6.4: Focus group responses to Question 4

Focus Group	**4.**	**How do community structures and community members understand the role of CDWs?**
Focus Group A		• Community structures understand the role of CDWs • Communities can't separate the role of a ward councillor and a CDW • There is appreciation of the service CDWs bring to the community
Focus Group B		• There is appreciation by community structures on the work of CDWs • Communities can't separate the difference between CDWs and ward councillors • Community structures appreciate the role of CDWs within their communities

Source: Author, 2012

Having established the challenges, it was imperative to establish which are the most significant interventions to address the problems confronting the CDWP. Question no. 5 was aimed at establishing what needs to be done.

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Table 6.5: Focus group responses to Question 5

Focus Group 5.	What should be done to strengthen the Community Development Workers' Programme?
Focus Group A	• Communication should be strengthened between national, provincial and local government on the CDWP • The role of CDW and Ward Councillor should be clarified • Office space for CDWs should be provided within local municipalities • The CDWP should be provided with an operational budget especially at local municipal level • The programme should be relocated to the Premier's office at provincial level in order to give political weight as far as this relates to access and support by other departments • An intergovernmental forum should be established at local, district, provincial and national level dedicated to the CDWP • CDWs should be provided with a travelling allowance since they are required to service vast wards within municipalities • The CDWP should be depoliticised • The programme should be treated as a professional service just like the rest of the public service • Capacity-building training should be provided to CDWs on an on-going basis • The capacity of CDWs supervisors and managers should be reinforced and strengthened • Pay packages and benefits should be reviewed with a view to improving them • Training on performance management system should be conducted
Focus Group B	• Municipal officials should be trained on the role and purpose of the CDWP • CDWs should be trained on an on-going basis. • Transport/or travelling allowance should be provided to the CDWP • Operational budget should be provided for the programme, especially at local municipal level • All departments and municipal officials should be trained on the purpose and the role of CDWs • An intergovernmental co-ordinating team on the CDWP should be established to support the work of CDWs in the local municipality • Turn-around period for dealing with complaints to departments and municipal sections should be regulated in order to ensure that issues are dealt with speedily for the benefit of beneficiaries

Source: Author, 2012

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Question no. 6 was meant to establish the working relationship between CDWs and service delivery departments according to their own understanding. Both responses reflect a balanced relationship, though there are challenges concerning turn-around periods in dealing with complaints or providing services to their clients. Key issues of monitoring and evaluation seem relevant to why certain departments are not effective.

Table 6.6: Focus group responses to Question 6

Focus Group 6.	**What is your experience of working with departments and the local municipality in relation to your responsibilities?**
Focus Group A	• The turn-around period in addressing complaints and service needs of beneficiaries is far too long which creates a problem of trust between CDWs and beneficiaries • Consultation forum on electricity, for instance, not working effectively and not meeting as it should which creates problems in terms of feedback to communities • Identity documents turn around which leaves beneficiaries of government services frustrated since they should have ID to access government services • Currently enjoying a working relationship with most departments, especially Social development and South African Social Security Agency (SASSA), in grants application and food parcels distribution • Monitoring and evaluation within departments at a local level is a problem which makes it difficult to track applications of beneficiaries • Departmental forums with CDWs at local level are generally not working or functional
Focus Group B	• Working relationship with the local municipality is very poor • Government officials don't see CDWs as professionals • CDWs are not involved in the planning forums of departments at a local level • Departments don't understand the role of CDWs since they generally see them as them and us. There is no integration

Source: Author, 2012

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6.3.2 INTERVIEWS WITH DEPARTMENTS, AGENCIES AND MUNICIPALREPRESENTATIVES IN THE MAKHADO MUNICIPAL AREA

The researcher investigated the extent of CDWP involvement with key service delivery departments within the municipality. This was imperative, since the success of the CDWP largely depends on the cooperation of the local municipality and key service delivery department and state-owned agencies. The researcher developed five questions for the interview with each of the targeted departments, agencies and the Makhado Local Municipality (See Annexure B). All institutions were required to respond to the same questions in an interview environment in their respective offices. Initially, the target was to interview ten representatives as per the proposal. The researcher, however, only managed to secure seven relevant departments for interviews, which still provided enough data to work with.

Responses to question no.1 as presented to all the representatives of agencies and departments shows that all are aware of the CDWP and they have interacted with CDWs in the execution of their work.

Table 6.7: Responses to Question 1 from interviews with representatives of Departments and Agencies in the Makhado Local Municipality

Representative	**1. What is your understanding of the Community Development Workers' Programme?**
South African Social Security Agency (SASSA)	It is a programme that works with communities especially households. The CDWs identify complaints and identify beneficiaries of government programmes and make all the referrals to all the relevant departments for resolution
Department of Social Development	It is a programme meant to identify local problems and develop interventions. The CDWs work closely with community development practitioners to address social problems and provide to families in distress through food parcels
Department of Health (Centre Representative)	The programme is more about increased awareness on a broad range of initiatives including anti-poverty initiatives, HIVAIDS awareness and building healthy communities

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Makhado Municipality	The purpose of the programme is to ensure that government programmes are being monitored in order to ensure that they reach the intended recipients or beneficiaries**.** The CDWs serve as link between communities and government within the local municipality
ESKOM	CDWP purpose is to ensure that services reach communities much quicker. It's also about ploughing back into communities through funded community projects that we initiate and support
Department of Home Affairs	The programme is about quick and efficient services to the communities through the CDWs. There has been an increased communication between communities and the department
Department of Water Affairs	The programme has become a vehicle through which we liaise with the community on our initiatives and activities

Source: Author, 2012

With question no. 2, the intention was to establish whether any working relationships had been established between CDWs and departments or agencies at a local level. Most departments showed that they utilise CDWs in their programmes and have established a good working relationship although a Social Development Department respondent showed a high level of disregard towards the CDWs, reflecting tensions and conflict. There are issues around competition between CDWs and Community Development Practitioners (CDP) since they have similar responsibilities. CDPs are attached to the Social Development Department at a local level. As shown in their response, they are concerned about the politicisation of the CDWP, which is something that needs to be addressed.

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Table 6.8: Responses to Question 2 from interviews with representatives of Departments and Agencies in the Makhado Local Municipality

Representative 2.	What is your experience of CDWs in relation to your work as a department/agency/municipality?
South African Social Security Agency (SASSA)	As SASSA we rely on CDWs to relay information to beneficiaries. They are an effective communication channel between us and communities. They were very instrumental in the verification campaign we conducted recently on social grants beneficiaries
Department of Social Development	The experience of working with CDWs is not good. They are in competition with us as community development practitioners. The conduct of some CDWs is unacceptable since they think they are superior to us. Their activities are over-politicised, since they come from one political organisation
Department of Health (Centre Representative)	They are helpful in terms of reporting special cases of people who are sick and vulnerable since they are part of the community. They are helpful during awareness campaigns that we conduct as health centre particularly in terms of liaising with community structures and convening meetings
Makhado Local Municipality	The CDWs were instrumental during the thunderstorm disaster last year in terms of identifying victims and providing relief quicker. They are also central in doing a ward profile in communities and in terms of our Integrated Development Plans and the budgeting process, which was difficult in the past. Through the CDWs we are able to access accurate information within communities, which assists our planning process
ESKOM	The CDWP continues to assist us in terms of levelling the playing field and building relations before, during and after the rolling out of our electrification projects
Department of Home Affairs	The CDWs have been very instrumental in identifying individuals within communities who require IDs because without them they can't access government services like grants and housing
Department of Water Affairs	The CDWs are an important channel of relaying information to communities. It may be information about maintenance and repairs that we do which at times affect communities in terms of availability of water. In this regard they are very helpful. This includes meetings we request through them to convey information about our activities

Source: Author, 2012

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Though other departments and agencies show appreciation of the CDWP, the social development respondent maintained a consistent view that the CDWs are not serving the purpose of the programme because it is politicised. This remained a consistent view throughout the interview.

With respect to question no. 3, most of the departments value the interventions of the CDWs, since most departments are understaffed and they are not able to reach all the vulnerable people who require services. Therefore, the CDWs have become an important channel to relay information to the intended recipients. However, the Social Development respondent felt more deserving beneficiaries are side-lined because the CDWP is not effective**.**

Table 6.9: Responses to Question 3 from interviews with representatives of Departments and Agencies in the Makhado Local Municipality

Representative 3.	**Do you find CDWs serving the purpose of the Community Development Workers' Programme?**
SASSA	The CDWs have closed the distance between government and communities. They are the eyes and ears of government within communities
Department of Social Development.	The service delivery interventions by CDWs are not effective since they are driven by politics. Genuine beneficiaries end up being side-lined because of politics
Department of Health Dept. (Health Centre Representative)	The CDWs have been helpful in implementing and attending to service delivery issues through referrals they conduct to relevant departments
Makhado Local Municipality	The CDWs are critical in resolving service delivery problems in areas like housing, poverty relief; identity documents provisioning and social grants
ESKOM	Interventions are successful, which largely depends on communications
Department of Home Affairs	The CDWs have a key role in supporting programmes in the wards and communities where they operate
Department of Water Affairs	The CDWs have become an important part of our initiatives in reaching out to communities, especially in areas where we are expanding our infra-structure projects. They provided critical support in explaining of decisions and plans to community structures and members of the community in general

Source: Author, 2012

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In terms of challenges, most institutions highlighted transport, communication, lack of training, operational budget and office space as major problems derailing the successful implementation of the CDWP. ESKOM highlighted issues of corruption and mismanagement, which requires attention and resolution. This is addressed in question no. 4.

Table 6.10: Responses to Question 4 from interviews with representatives of Departments and Agencies in the Makhado Local Municipality

Representative 4.	**What are challenges facing the Community Development Workers' Programme?**
SASSA	Transport is a major problem affecting the implementation of the CDWP. Office space for CDWs is one of the major challenges. Communication is also another problem impacting negatively on the implementation of the CDWP. Furthermore, there is no operational budget to support the work of the CDWs within municipalities
Department of Social Development	CDWs are not servicing their wards. Furthermore, they are not sufficiently trained to carry out their responsibilities. CDWs have failed to establish a working relationship with service delivery departments. Moreover, they have problems with office space which makes it difficult for them to be accessible to communities. The programme is highly politicised
Department of Health (Centre Representative)	Communication and office space are major problems affecting the programme since it becomes a problem at times to access CDWs
Makhado Local Municipality	Lack of cooperation from municipal councillors and officials is a major problem. Office space is another problem confronting the CDWP. Furthermore, transport is another problem affecting the work of CDWs since they are expected to service vast wards
ESKOM	Lack of commitment among CDWs. Problems of corruption and mismanagement in the programme. Lack of skills development, including buying and pricing which impact negatively on community projects. Lack of negotiation skills has a negative impact
Department of Home Affairs	Lack of intergovernmental coordinating forums in the CDWP poses a challenge, since there is lack of clarity on support for the Programme
Department of Water Affairs	The level of support to the CDWP from service delivery departments is quite lacking, given its scope and greater impact on beneficiaries from vulnerable communities

Source: Author, 2012

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Question 5 dealt with interventions that are required to strengthen the CDWP. Departments and agencies highlighted issues such as budgets, office space, and human resource issues. The respondent from Social Development proposed that the CDWP should be depoliticised and integrated with similar programmes in their department. The Municipality suggested that CDWP should fully integrate within its own programmes. ESKOM highlighted anti-corruption measures which could be part of the ongoing training programme for CDWs.

Table 6.11: Responses to Question 5 from interviews with representatives of Departments and Agencies in the Makhado Local Municipality

Representative 5.	**What should be done to strengthen the CDWP?**
SASSA	Human resources issues for CDWs should be attended to as a matter of urgency, since they impact on the morale of CDWs. Issues that should be prioritised include transport, office space and performance management system including their salaries
Department of Social Development	The CDWP should be depoliticised. Furthermore, reporting and monitoring mechanisms should be strengthened to ensure that the programme serves its purpose. The Programme should be integrated with other similar programmes in Social Development
Department of Health (Centre Representative)	Proper structures should be established and strengthened to support the CDWP on an on-going basis, which is not the case at the moment
Makhado Local Municipality	The Programme should be fully integrated within the Municipalities plans including budget provisioning. Office space should be provided in all the municipality sub-offices including head office
ESKOM	Training should be provided in an ongoing basis. Anti- corruption measures should be extended to cover this programme
Department of Home Affairs	The CDWP should be integrated into all the planning meetings of service delivery departments, especially at local level where services are rendered
Department of Water Affairs	The location of the CDWP should be resolved urgently, especially at Provincial level in order to provide the programme with greater authority, support and impetus. The Department of the Premier should be critical in both providing political and resource support to the programme in order for it to realise its potential

Source: Author, 2012

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6.4 FINDINGS

The findings have been structured in a way that is consistent with the research objectives. Each research objective has produced a set of findings.

6.4.1 FINDINGS IN TERMS OF THE FUNCTIONS AND RESPONSIBILITIES OF CDWs

The following findings on the functions and responsibilities of CDWs have largely been derived from both the secondary and the primary data; in particular from the focus groups and the literature review. The following were established in terms of the *Handbook for Community Development Workers* (DPSA, 2007:16) as functions and responsibilities of CDWs:

- To assist in the smooth delivery of services by identifying and removing obstacles
- To strengthen the social contract between government and communities
- To link communities with government services
- To pass on community concerns and problems to government structures
- To support and nurture the increased exchange of information
- To improve government-community networks.

Further findings concerning functions and responsibilities drawn from the focus groups are reflected in the data analysis as:

- To identify service delivery challenges in the ward, and take them up with relevant departments
- To work with community stakeholders in addressing service delivery challenges
- To identify beneficiaries of government programmes in a ward
- To close the gap between communities and government
- To conduct ward profiles in terms of priorities of government
- To inform community members about government services and programmes
- To serve as change agents within communities where they reside
- To assist in the formation of community development committees
- Ensure that they receive support from government institutions

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- To play an active role in community development initiatives and projects
- To compile and provide ward information to all public sector institutions.

The above were established as findings in terms of functions and responsibilities of CDWs.

6.4.2 FINDINGS IN TERMS OF A DESCRIPTION OF THE CDWP

The following points were established as accurately defining the CDWP:

- The main purpose of the CDWP is to work with local government in order to help close the distance between government and community, and strengthen integration and co-ordination between services provided by government and access to these communities.
- It is a programme that seeks to provide information to communities on government programmes and services.
- The programme is designed to create a community development cadre, change agent at the coalface of service delivery and development on behalf of government.

6.4.3 FINDINGS IN TERMS OF CHALLENGES CONFRONTING THE CDWP

The findings have been broken down into three areas that cover issues of management and office support, location of the programme, and service delivery and development challenges.

6.4.3.1 MANAGEMENT AND OFFICE ADMINISTRATION

The following were established as challenges in terms of management and office administration**:**

- The CDWs do not have office space within Makhado local municipality.
- It was established that the programme does not have an operational budget to support the work of CDWs.

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- CDWs were not provided transport or transport allowance to support their work.
- Programme managers were not well trained to manage and co-ordinate the programme.
- The programme was characterised by poor implementation of the performance management system at a local level.
- It was established that the laptops currently in the possession of CDWs were not insured, which is a management risk.
- It was discovered that the 3Gs (Electronic gadgets that are used in laptops in order to access internet) in possession of CDWs were not activated, which reflect a lack of planning on the part of management.
- There is a lack of communication and co-ordination in the implementation of the CDWP.

6.4.3.2 LOCATION AND SUPPORT OF THE CDWP

The following findings were established as challenges in terms of the location and support to the CDWP:

- It was established that the CDWP was not well supported by national and provincial departments.
- Access to departments and the local municipality remains a challenge.
- It was established that the current location of the CDWP in relation to the provincial local government department limits the access to CDWs by other service delivery departments.
- It was discovered that CDWs were not integrated into the municipality, which creates a gap between the CDWP and the municipality.
- It was established that certain wards were characterised by poor working relationship between a CDW and the CDWP.
- It was established that training of CDWs is seriously lacking in terms of equipping them to adequately attend to their responsibilities and functions.
- It was further discovered that the municipality does not have a comprehensive strategic plan to co-ordinate and manage the CDWP.

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6.4.3.3 SERVICE DELIVERY AND DEVELOPMENT CHALLENGES

The following points were established as the key service delivery and development challenges confronting the programme**:**

- It was established that the turn-around period of attending to complaints from communities by the municipality and relevant departments remains a challenge.
- Both the referral and verification system in CDWP monitoring and evaluation were discovered to be lacking and unreliable since dedicated personnel are not available to attend to all service queries at all service points.
- It was established that communities cannot distinguish between the roles of the CDW and a ward councillor, which affects reporting and resolution of service delivery challenges.
- It was further established that CDWs are not treated as genuine professionals by key service delivery departments, which impacts negatively on their morale and confidence. If this situation remains unattended to, it will threaten the very core values and purpose of the CDWP, which is about removing all obstacles in the provision of service delivery to communities.
- It was discovered that there remains a massive backlog in the delivery and provision of bulk service infra-structure in water, sanitation, energy and roads, especially in most rural wards.
- It was established that most communities within the wards in the municipalities are not aware of government anti-poverty initiatives like social grants and food parcels.
- It was discovered that most community development committees are not well equipped to drive development initiatives and projects, given some of the concerns around rampant corruption in some of the projects, which is further compounded by capacity problems.

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6.4.4 IMPLEMENTATION OF THE CDWP PROCESS

There is a national policy framework for the CDWP and a handbook on the CDWP that guide the implementation of the programme at all levels

- There is a National Task Team that implements the roll-out of the CDWP.
- The programme is co-ordinated by all three spheres of government (National, Provincial and Local).
- The DPLG facilitates the relationship between the three spheres with respect to the CDWP.
- The DPSA co-ordinates the overall programme.
- Provincial Administrations through Department of Corporative Governance and Traditional Affairs are the employers of the CDWs, but Municipalities provide the workplace for CDWs.
- Provinces have provincial task teams for the implementation of the programme**.**
- The CDWP has a District Co-ordinator and a Local Co-ordinator who co-ordinate the programme at both the Vhembe District Municipality and the Makhado Local Municipality.
- The Makhado Local Municipality does not have a comprehensive strategy on the CDWP to guide the implementation process.
- Makhado Local Municipality has a CDWP Manager who is responsible for the implementation of the programme**.**
- There are four hundred and sixty-three (463) CDWs who are active in the Limpopo Province.
- As part of the implementation process, the Makhado Local Municipality has thirty-three (33) CDWs who are active within the Makhado Local Municipality**.**
- The implementation process within the Makhado Local Municipality is not sufficiently funded; hence challenges exist around capacity issues including communication, transport and office space.
- The CDWs should espouse the values of participatory democracy in their engagement with community development within their wards and communities.

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6.5 DISCUSSION

The aim of the study was to explore the challenges of CDWs in the implementation of the CDWP in the Makhado Local Municipality, as stated in the research question. Though it was not the objective to investigate the success of the CDWP, it could be ascertained that the CDWP has generally made inroads in terms of removing obstacles and increasing access for communities to government programmes and services. It has generally increased the capacity of local government to meet its obligations in terms of relevant legislation and the Constitution (RSA, 1996).

The CDWP is one of the best initiatives meant to close the gap between communities and government in post-apartheid South Africa. It can therefore be argued that, despite some of the challenges highlighted, communities are more aware of government services and how to access them.

The findings as presented are consistent with the research question and objectives. In terms of policy prescripts of Government on the CDWP, CDWs have six functions and responsibilities. However, in terms of this study and in interaction with relevant role players, it is clear that the scope and the brief of the programme have expanded incrementally in terms of functions and responsibilities. These developments reflect a CDWP that is evolving and growing.

With regard to the above, there is clarity in terms of what the CDWP is about as far as its main purpose is concerned. One of the research objectives deals with the challenges confronting the CDWP within the local municipality. The researcher has deliberately structured the challenges into three categories in order to process them appropriately. The fact that a number of key issues have emerged as challenges does not necessarily mean that the CDWP is in a state of crisis. All the challenges have been drawn from the literature review and the primary data as generated through the various techniques that have been discussed.

The last research objective deals with the CDWP implementation process. The analysis located the implementation process within the legislative, policy and structural arrangements at national, provincial and local level. The implementation

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process has always been characterised by lack of financial commitment at a local government level. Local government views the CDWP as a burden on its resources since it comes with limited financial resources that only cater to the benefit of CDWs. Local government views the CDWP as an unfunded mandate since it competes with resources that should cater for basic services, hence there is an important need to strengthen the CDWP intergovernmental character in order to remove all the impediments to the implementation of the programme.

As stated, the CDWP is functioning despite all the challenges. The fact that the Makhado Local Municipality does not have a comprehensive strategic plan to implement this programme constitutes a management problem. It is critical that a comprehensive strategic plan for the CDWP, with a budget, be developed in order to strengthen the programme. It is expected that a three-year comprehensive strategic plan would be ideal to turn around the programme.

With reference to the above, it is not the purpose of the CDWP to resolve backlog infra-structure like water and sanitation, energy, and roads; the CDWP only serves as a catalyst to advance other programmes. It is therefore critical that the Makhado Local Municipality in partnership with other spheres of Government and State agencies should develop a comprehensive infra-structure plan that addresses short-term to medium- and long-term interventions to turn around the situation. Such a plan should be well resourced on an on-going basis through various instruments like municipal bonds and infra-structure grants.

Despite all the shortcomings, it is important to note that the CDWP continues to break new ground in community development. The successful implementation of the CDWP can change the developmental outlook of many rural communities like the Makhado Local Municipality.

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6.6 SUMMARY

The data analysis presented in this chapter has dealt with the data collected, both primary and secondary. These data have laid the basis for the next chapter. The analysis of the key issues arising out of the secondary data has been given a context in terms of the purpose of this study. The two techniques used in collecting primary data have been successfully implemented. Moreover, the raw data have been analysed and given a proper context in terms of the research question and objectives.

The chapter further dealt with the findings on the basis of the research question and objectives. While there is appreciation in terms of what the programme has done for ordinary people in rural communities, there is acknowledgement of areas of weakness.

The next chapter deals with the conclusion and recommendations arising from the study. A future direction or new areas that require further research and investigation will also be pointed out.

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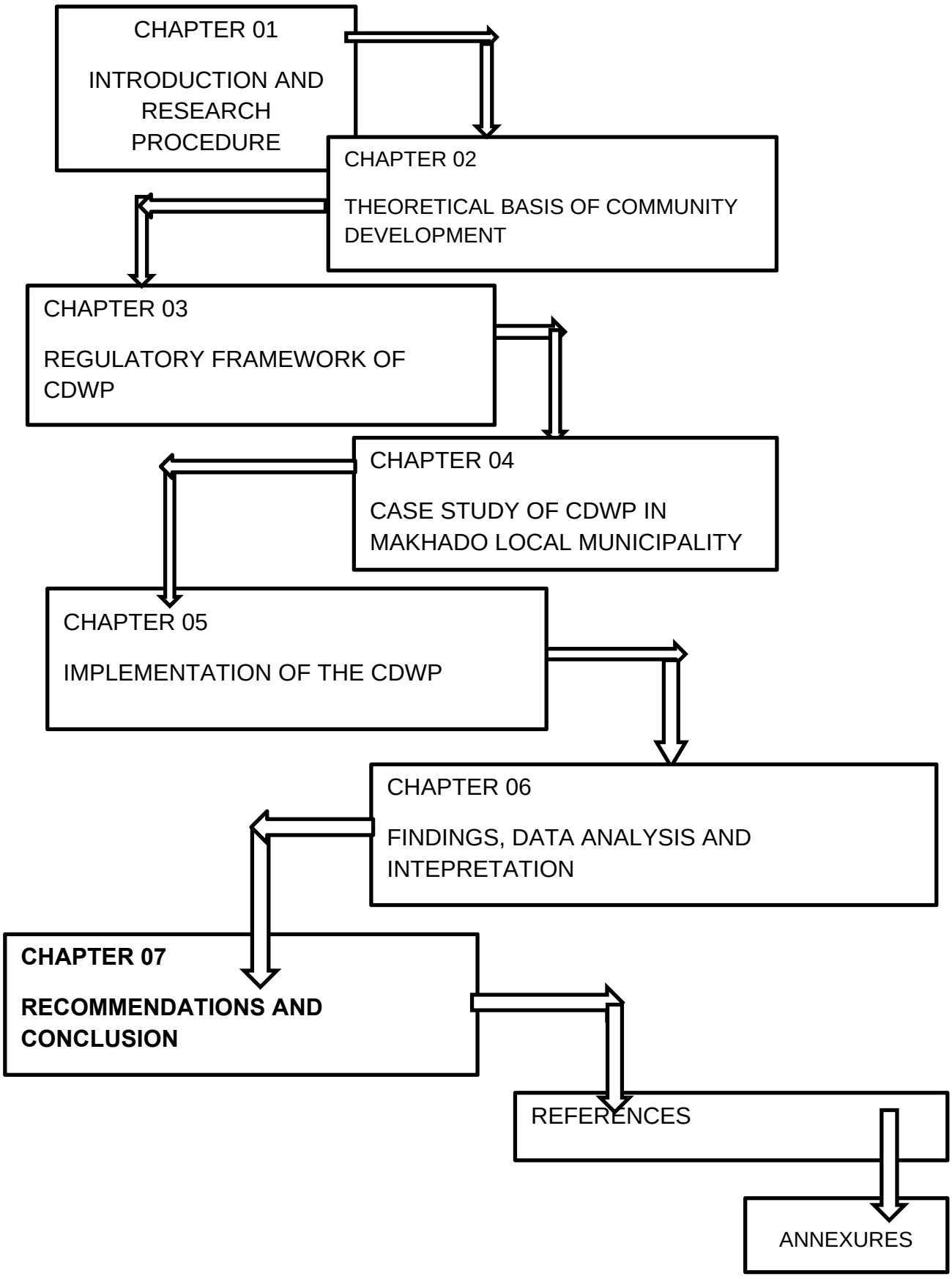

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CHAPTER SEVEN

CONCLUSION AND RECOMMENDATIONS

7.1 INTRODUCTION

The objective of this study was to provide recommendations on the findings established in Chapter 6 in the light of the hypothesis and the research question presented in Chapter 1. As the study drew to an end, problems of service delivery were still prevalent within the Makhado Local Municipality. An intriguing development that was emerging within the Makhado Local Municipality concerned, Afri-Forum, a civil society organisation with its roots in the Afrikaner community, which was preparing legal papers to lodge with the high court regarding the municipality's failure to provide services including water provision to communities. The intention behind this action is to legally compel the municipality to meet its obligations as per the Constitution and the relevant legislation.

Events like these are beyond the control of CDWs, but they impact negatively on the successful implementation of the CDWP since continued incapacity of the municipality to provide services may be viewed by local stakeholders, including communities, as the failure of the CDWs to perform their functions. These may result in the rejection by communities of the CDWP as an intervention to address challenges of service delivery within municipalities.

7.2 SUMMARY OF PROBLEM STATEMENT

The study was set out to address the following research question as part of the problem statement: What are the challenges facing Community Development Workers in the implementation of the Community Development Workers' Programme in the Makhado Local Municipality? The CDWP was introduced as political intervention to address the problems of service delivery which have generally led to service delivery protests around the country.

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One of the emerging questions concerned why the prevalence of service delivery protests remained high while an intervention like a CDWP had been put in place. It was necessary to find out what could be challenging the implementation of the CDWP since most municipalities had CDWs. The Makhado Local Municipality served as a case study to validate some of the emerging questions. It is imperative to note that the Makhado Local Municipality, like other local government structures, has regular elections every five years in terms of the Constitution and relevant legislations. The ruling party in Makhado Local Municipality is the African National Congress (ANC).

7.3 SUMMARY OF THE RESEARCH HYPOTHESES

The challenges and problems of service delivery in the Makhado Local Municipality resulted in the following hypotheses:

- The introduction of Community Development Workers is succeeding in addressing the challenges of service delivery in the implementation of the Community Development Workers' Programme.
- Challenges of Community Development Workers in municipalities are being resolved through the effective implementation of the Community Development Workers' Programme.

Focus groups, interviews, and observations were used in order to validate or contradict the hypotheses.

7.4 LIMITATIONS OF THE STUDY

There were a number of challenges in the course of executing various techniques as per the research proposal. Challenges were experienced in the preparation of focus groups and individual interviews. The focus groups in particular were convened at a

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time when there was an industrial strike by municipal workers. Venues had to be changed as a result.

There was also a challenge in arranging appointments for individual interviews. Some officials could not honour the appointments though the majority managed to participate in the study. Some officials requested rescheduling of appointments because of unplanned meetings or emergencies they needed to attend to.

7.5 SUMMARY OF THE PRECEDING CHAPTERS

The previous chapters build a sufficient basis on the direction of the study outlined in Chapter 1 as far as the objectives of the study, the problem statement, the research hypothesis and the research design were concerned. These provided a fundamental basis in terms of structuring the study. Chapter 2 provided a theoretical basis to community development with more emphasis on participatory development and the humanist approach to the CDWP, with emphasis on DLG, the IDP and community participation as frameworks in order to direct and guide the study. Chapter 3 on the regulatory framework focused on the following relevant legislation:

- RDP (1994)
- Constitution (1996)
- The White Paper on Social Welfare (1997)
- White Paper on Local Government (1998)
- Municipal Structures Act (1998)
- Municipal Systems Act (2000)
- Cooperatives Act (2005)

Chapter 4 was focused on the case study of the CDWP within the Makhado Local Municipality where a proper appraisal was conducted within the context community participation, the IDP and DLG.

Chapter 5 looked at the implementation process of the CDWP within an international, national and local framework. This was done within the context of international

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agreements on and frameworks for community development. An analysis was conducted on the policy context and experiences of the CDWP in South Africa.

Chapter 6 deals with findings, and data analysis. Most of the findings centre on the incapacity of the municipality to provide services to communities owing to a number of challenges such as infra-structure, disinvestment and lack of maintenance which is beyond the control of the CDWs. However, the chapter does refer to other challenges around human resource issues, political paralysis concerning governance issues, the vastness of the wards, lack of funding and equipment related to information technology.

Chapter 7 presents recommendations as critical interventions required to address challenges arising out of the findings of the research study. If these interventions are implemented, it may become possible to claim that:

- The introduction of CDWs *is succeeding* in addressing the challenges of service delivery in the implementation of the CDWP.
- Challenges of CDWs in municipalities *are being* resolved through the effective implementation of the CDWP.

7.6 FUTURE DIRECTION OF THE STUDY

With all the key issues coming to the surface through the study, it is evident that the CDWP as a programme is complex and challenging, which, if not monitored on an on-going basis with precise interventions, is at risk of being relegated to the side-lines by other programmes.

Though the study was focused on the challenges facing the CDWs in the implementation of the CDWP, other areas of concern have become evident, such as the need for an extensive study on the CDWP as a policy and legislative area. This should be seen as a potential future study since CDWs in general raised concerns as to why the programme does not have a basis in legislation.

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This was largely influenced by the view that some departments do not take the programme seriously because it is not legislated and not mandatory. These constitute potential areas of a future study.

7.7 RECOMMENDATIONS ON THE IMPLEMENTATION OF THE CDWP WITHIN LOCAL GOVERNMENT

The study has identified a path forward through the recommendations. These recommendations require all three spheres of government to play a critical role in the implementation of the programme. However, it is imperative that a clear and comprehensive strategic plan needs to be developed by the Municipality in order to strengthen the CDWP. Such a plan should include all the critical stakeholders within the Municipality.

In the light of the above, the following constitute the main recommendations:

- A reporting system should be introduced to ensure that, in the Makhado Local Municipality, the CDWP is located in the office of the Mayor, while in the Province it is located in the Office of the Premier in order to give the programme maximum authority and unfettered access to all programmes and critical service delivery departments.
- A human resources strategy that addresses issues of further training, career-pathing, remuneration strategies and mentoring should be developed for the programme and should be appropriately funded.
- The financing and management of the programme should be transferred to the Makhado Local Municipality in order to ensure full accountability.
- The comprehensive strategy for the CDWP should include performance monitoring and evaluation systems within the Makhado Local Municipality.
- The Makhado Local Municipality should conduct training in the CDWP for all managers and officials.
- There should be a regulatory mechanism for CDWs, WCs and Ward Committees to eliminate overlap of functions which may ultimately lead to conflicts among stakeholders.

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- A support system for the CDWP should be developed and should include a performance management system, an information management system, a sufficient reporting system and an employee wellness programme.
- An information and management tool for CDWs should be developed with a focus on common service delivery challenges facing government, particularly water and sanitation, electricity, housing, roads, infra-structure, social services and education with all the basic information and clear referral contact numbers for service departments.
- The CDWs should be allocated office space within the Makhado Local Municipality in order to ensure that the CDWP is run smoothly and advances its purpose.
- The Municipality should allocate an operational budget to support the CDWP.
- A transport allowance should be integrated into the remuneration strategy of CDWs
- The CDWP performance management system should be reviewed, with a view to strengthening it.
- An Information and Communication Technology strategy should be developed and integrated into the CDWP.
- The Department of Public Service and Administration, and local government in the province should ensure that the CDWP is well supported, and properly resourced at local level.
- The programme at the provincial level should be located in the Premier's office in order to ensure that CDWs have access to all departments operating at local level.
- The CDWP should be integrated with the Makhado Local Municipal plans and budget in order to ensure that it is sustainable and meets its stated purpose.
- The roles of ward councillors and CDWs should be clarified so that the programme enjoys full political support at ward level.
- Training for CDWs should be provided on an on-going basis, with more emphasis placed on their functions and responsibilities.

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- An implementation plan of the strategic areas as identified needs to be developed and adequately budgeted for by the Makhado Local Municipality.

7.8 SUMMARY

The chapter has provided a concluding overall assessment of the study in summarising the problem statement, the research hypotheses, and the limitations of the study, a review of the previous chapters and the future direction of the study.

Recommendations based on the research question and objectives are also dealt with. While there is appreciation for what the programme has achieved for ordinary people in rural communities, there is acknowledgement of areas of weakness. The recommendations are couched in such a way that they give a decisive direction on what authorities need to do as part of strengthening the programme.

Moreover, the recommendations give directions as to who should drive what aspect of the required interventions. Importantly, there should be a comprehensive strategic plan that should be developed by the municipality with the participation of CDWs and input from strategic partners such as departments and state agencies on local, provincial and national level. These should be partners who are interested in the successful implementation of the CDWP in the Makhado Local Municipality.

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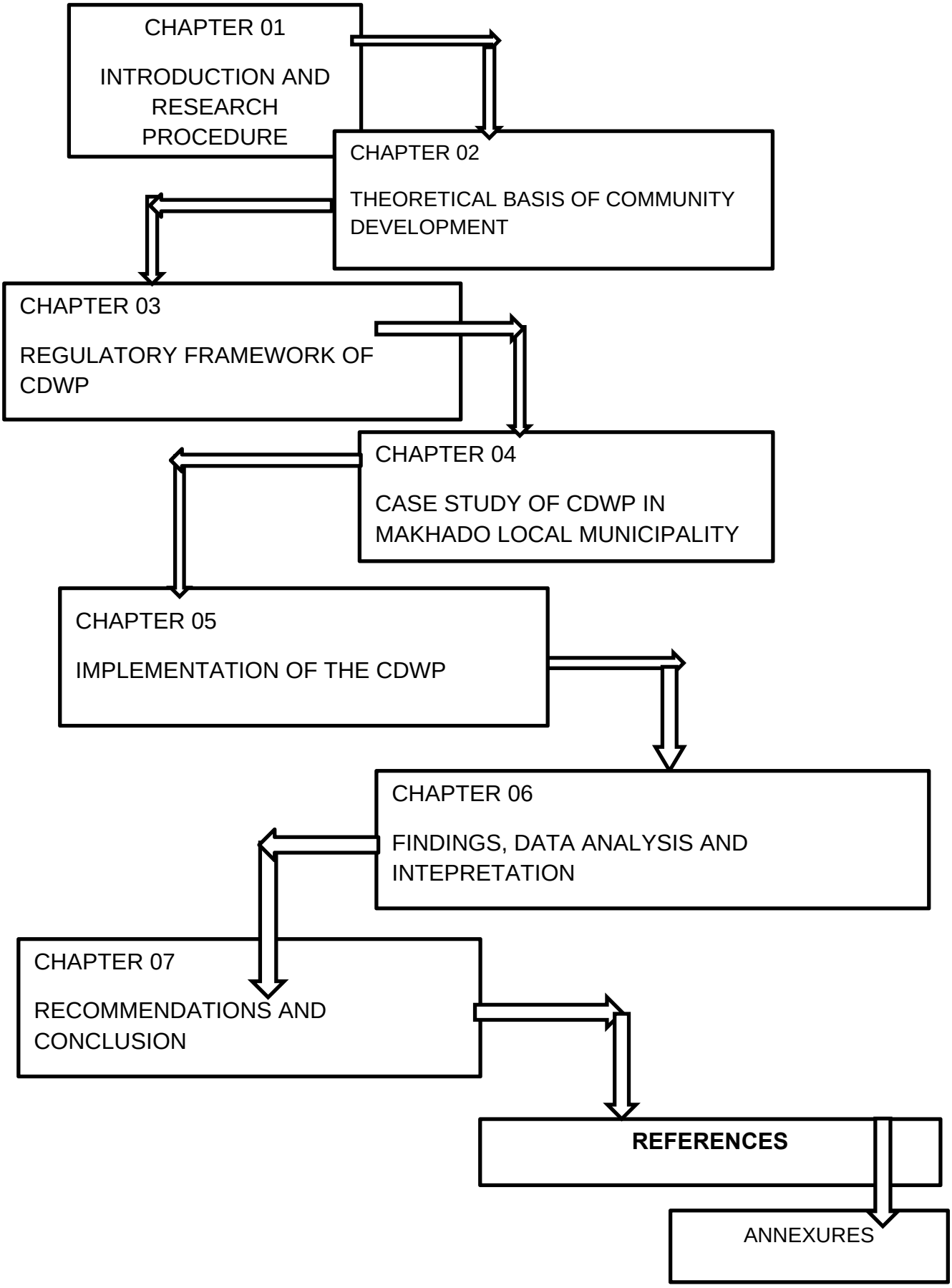

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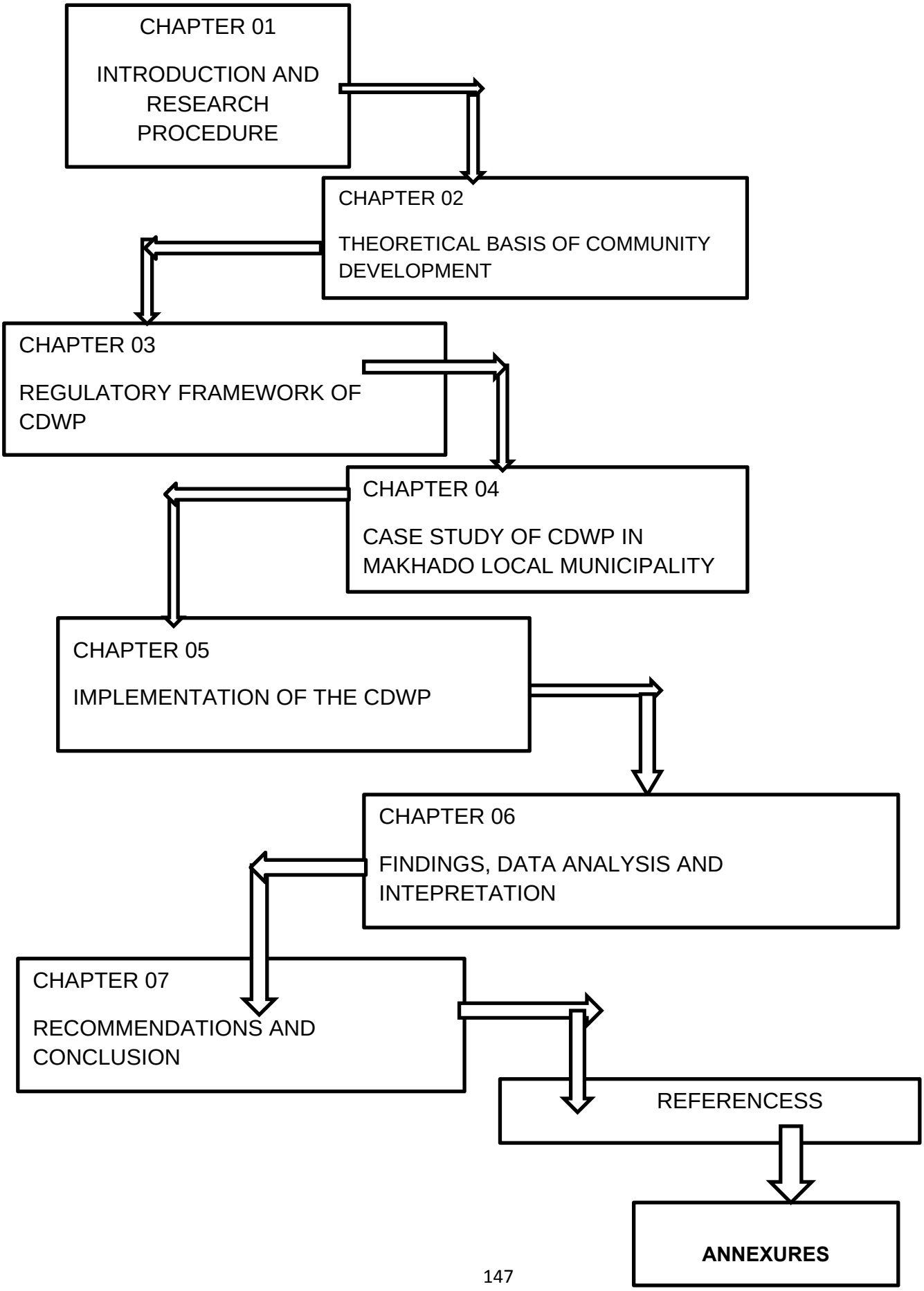

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ANNEXURE A

RESEARCH QUESTIONS: FOCUS GROUPS

1. What are the roles and responsibilities of community development workers?
2. What is your understanding of the Community Development Workers Programme (CDWP)
3. What are the challenges facing the CDWP currently?
4. How do community structures and people in general understand the role of Community Development Workers?
5. What should be done to strengthen the CDWP?
6. What is your experience of working with departments and local government in relation to your responsibilities?

ANNEXURE B

INDIVIDUAL RESEARCH INTERVIEW QUESTIONS: OFFICIALS OF DEPARTMENTS

1. What is your understanding of the Community Development workers Programme?
2. What is your experience of Community Development Workers in relation to your work as departments?
3. Do you find CDWs serving the purpose of the Community Development Workers Programme?
4. What are challenges facing the Community Development Workers in their work?
5. What should be done to strengthen the community development workers programme (CDWP)?