

**AN ASSESSMENT OF THE EXTENT OF EMPOWERMENT
THROUGH COMMUNITY PARTICIPATION: A KWAZULU-NATAL
RURAL DEVELOPMENT COMPARISON**

BY

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DECLARATION

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

Signature

Date

SUMMARY

The aim of this study was to assess the extent of the relevance and success of the empowerment model in facilitating and promoting rural development in South Africa. The assumption was that through active participation communities are able to gain control over their lives and are empowered to promote development successfully.

In undertaking this study, the researcher initially reviewed literature on rural development, and thereafter presented and discussed various development methodologies used for realising community development, participation and empowerment.

Three case studies selected for an indepth study were distinguishable as follows: the first case that could be regarded as “finished and unsuccessful”, the second one that could be classified as “finished and successful”, and the third one that could be labelled as “new and ongoing” with respect to rural development projects in the respective communities. A comparative analysis of the three case studies was undertaken with the purpose of establishing the “success” and “failure” in the projects designed to enhance community development and participation.

The study shows quite clearly that development projects do not operate in a vacuum but are components of national, social and economic development

policies, strategies and programmes for which governments often bear some degree of final responsibility. The success of development projects depends to a large extent on a number of issues, of which community participation and empowerment are the most important. Unless the community actively identifies itself with the project or at the least is involved from day one, in the decision-making process of the proposed project, it will be very difficult, if not impossible to achieve the project's developmental objectives.

On the basis of the empirical findings, it was revealed that the prerequisites for a successful community development project depend on:

- a) the encouragement of active involvement, community participation and empowerment of communities for the purpose of enabling them to meet their needs, problems and aspirations;
- b) the completion in full of the cycle of the development methodology;
- c) the identification and handling of obstacles in the development cycle as the project unfolds to successful completion;
- d) the promotion of a facilitative role with regard to capacity building and skills transfer by development personnel; and
- e) the development of capacity for communities to take control over events influencing their lives (e.g. knowledge, skills, information, networks and support structures to mention a few).

In conclusion, it is stressed that the development of people as individuals and as collective groups was central to community development. In doing so, a shift which placed heavy emphasis on resource management and service delivery to capacity building and skills transfer has to take place in order to promote development and social change, making communities progressively minded, desirous of improving their living conditions and capable of doing so through adopting a co-operative way of life for promoting group interests of the community as a whole.

From the lessons learned in this study it was shown that the process of rural development can be promoted in a successful manner through the empowerment model which stresses community involvement and participation.

OPSOMMING

Die doel van hierdie navorsingsprojek was om vas te stel wat die omvang van toepaslikheid en sukses van die bemagtigingsmodel is, in die fasilitering en bevordering van plattelandse ontwikkeling in Suid-Afrika. Die veronderstelling was dat deur aktiewe deelname gemeenskappe in staat sal wees om beheer oor hulle lewe te verkry, en bemagtig sal wees om ontwikkeling suksesvol te promoveer.

Met die aanvang van die navorsing, het die navorser eerstens relevante literatuur oor die plattelandse ontwikkeling nagegaan en daarna is verskeie ontwikkelingsmetodes (nasionaal en internasionaal), wat gebruik word vir die realisering van gemeenskapsontwikkeling, betrokkenheid en bemagtiging, aangebied en bespreek.

Die drie gevallestudies wat gekies is vir die indiepte ondersoek, word as volg onderskei: die eerste geval kan beskou word as “voltooid en onsuksesvol”, die tweede een kan geklassifiseer word as “voltooid en suksesvol”, en die derde een kan beskou word as “nuut en in proses” met verwysing na plattelandse ontwikkelingsprojekte in onderskeie gemeenskappe. ‘n Vergelykende analise van bogenoemde gevallestudies is onderneem met die doel om die sukses en mislukking van projekte wat ontwerp is om die gemeenskapsontwikkeling en deelname vas te stel.

Dit is gevind dat ontwikkelingsprojekte nie in 'n lugleegte geskied nie, maar komponente is van nasionale, sosiale en ekonomiese ontwikkelingsbeleid, strategiee en programme waarvoor die regering meestal 'n mate van finale verantwoordelikheid dra. Die sukses van ontwikkelingsprojekte hang tot 'n groot mate af van 'n aantal kwessies, waarvan gemeenskapsbetrokkenheid en bemagtiging waarskynlik die belangrikste is, tensy die gemeenskap aktief identifiseer met die projek, of ten minste betrokke is van die begin af in die besluitnemingsproses van die betrokke projek, sal dit baie moeilik indien nie onmoontlik, wees om die projek se ontwikkelingstellings te bereik.

Die literatuuroorsig het getoon dat die gebruik van ingevoerde westerse norme, standaarde, ontwerpe, regulasies, ens. in die fasilitering van gemeenskapsontwikkeling, in die besonder in plattelandse gebiede, dikwels tot gevolg het dat die projek vervreemding by die plaaslike omgewing veroorsaak. Vir die sukses van die fasiliteringsproses, was vasgestel dat klem op die aanmoediging van, betrokkenheid en deelname by die gebruikers van 'n gevestigde fasiliteit, bekwaamheid oordra en die onderskraging van die projekte inisieer.

Op grond van die empiriese bevindings is vasgestel dat vereistes vir 'n suksesvolle gemeenskapsontwikkelingsprojek afhang van:

- a) die aanmoediging van aktiewe betrokkenheid, gemeenskapsdeelname en bemagtiging van gemeenskappe ten einde

hulle in staat te stel om hul behoeftes, probleme en aspirasies te volvoer;

b) die voltooiing van die siklus van die ontwikkelingsmetodologie;

c) die identifisering en hantering van slaggate in die ontwikkelingsiklus soos die projek ontvou tot die suksesvolle voltooiing daarvan;

d) die promovering van 'n raadgevende rol ten opsigte van die kapasiteit uitbouing en bemagtigingsoorplasing by die ontwikkelingspersoneel; en

e) die ontwikkeling van kapasiteit vir gemeenskappe om beheer uit te oefen oor gebeure wat hul lewens beïnvloed (bv. kennis, bemagtiging, inligtingnetwerke en ondersteuningstrukture, om maar 'n paar te noem).

Ten slotte is beklemtoon dat sentraal tot gemeenskapsontwikkeling, die ontwikkeling van mense as individue en as kollektiewe groepe is. Daardeur vind 'n groot klemverskuiwing plaas vanaf hulpbronbestuur en dienslewering tot kapasiteituitbouing en bemagtigingsoorplasing. Dit moet plaasvind ten einde ontwikkeling en sosiale verandering te promoveer en gemeenskappe in 'n vooruitstrewende gesindheid te plaas, begeerte na verbeterde lewensomstandighede, en die vaardigheid om dit te doen deur aanvaarding van 'n gemeenskaplike lewenswyse, vir bevordering van die groepsbelange van die

gemeenskap as 'n geheel.

Wat uit hierdie studie geleer is, bevestig dat deur die bemagtigingsmodel wat gemeenskapsbetrokkenheid en deelname beklemtoon, landelike ontwikkeling wel ontwikkeling suksesvol kan promoveer.

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TABLE OF CONTENTS

	Page
i) Title page	i
ii) Declaration	ii
iii) Summary	iii
iv) Opsomming	vi
v) Acknowledgements	x
vi) Table of contents	xii

PART ONE

Introduction and orientation to the study

Chapter 1. Introduction to the study	1
1.1. Introduction	1
1.2. Statement of the problem	2
1.3. Objectives of the study	3
1.4. Background information on common characteristics of rural areas	4
1.4.1. Rural communities nationally	4
1.4.2. Rural communities in KwaZulu-Natal	4
1.5. Research methodology	6
1.5.1. Participant observation	7
1.5.2. Individual, group and focus group interviews	7

1.5.3. Document study	8
1.5.4. Oral histories and social networks	8
1.6. Definition of concepts	13
1.6.1. Assessment	13
1.6.2. Rural development	14
1.6.3. Participation	14
1.6.4. Empowerment	16
1.6.5. KwaZulu-Natal	17
1.7. Outline of the thesis	20


PART TWO

Development, community participation and empowerment and some selected methodological theories for realising community development

Chapter 2. Community development and challenges to

development initiatives	23
2.1. Introduction	23
2.2. The concept “community”	23
2.3. The concept “community development”	24
2.3.1. United Nations	25
2.3.2. Britain	26
2.3.3. United States	27
2.3.4. Canada	29

2.3.5. South Africa	30
2.4. Objectives, assumptions and common characteristics of community development	34
2.4.1. Objectives	34
2.4.2. Assumptions	35
2.4.3. Common characteristics	36
2.5. Nature of community development	37
2.5.1. Community development as a process	38
2.5.2. Community development as a method	38
2.5.3. Community development as a programme	39
2.5.4. Community development as a movement	40
2.6. Principles of community development	41
2.6.1. Principle of need	42
2.6.2. Principle of agreed upon goals	42
2.6.3. Principle of co-operation	42
2.6.4. Principle of participation	43
2.6.5. Principle of empowerment	43
2.7. Issues, problems and tasks confronting development practice	44
2.7.1. Issues and problems	44
2.7.2. Tasks and programmes	45
2.8. Models of community practice	47

2.8.1. Economy oriented focus	47
2.8.2. Social goals focus	47
2.8.3. Service-oriented focus	48
2.8.4. Social integration and stability focus	49
2.8.5. Social transformation	49
2.9. Critique of “community development”	50
2.10. Summary	52
 Chapter 3. Community participation and empowerment	54
3.1. Introduction	54
3.2. Community participation	55
3.3. Community empowerment	71
3.4. Summary	81
Chapter 4. Theoretical review of methodologies for realising community development	83
4.1. Introduction	83
4.2. Approaches to development	84
4.3. Methodologies used in community development and empowerment	87
4.3.1. Selected models of community development methodologies	90
4.4. Analysis regarding the utility of these development methodologies	97

4.4.1. Awareness phase	101
4.4.2. Situation analysis phase	102
4.4.3. Identification and definition of needs and problems	104
4.4.4. Representation by community	105
4.4.5. Formulation of objectives, assessment of solutions and planning	107
4.4.6. Implementation	110
4.4.7. Evaluation	112
4.5. General obstacles to the process of community development	113
4.6. Summary	117

PART THREE

Methodology of the study

Chapter 5. Methodologies, research design and procedure	119
5.1. Introduction	119
5.2. Choice of development methodologies for designing a research instrument	119
5.2.1. Similarities and differences of development methodologies	121
5.2.2. Importance of the cyclic aspect impacting on the process of community development	132

5.3. Rudimentary research instrument designed for an evaluation of the failure or success of rural development initiatives	133
5.4. Methodology and procedure utilised in field work and data collection	142
5.5. Summary	147

PART FOUR

Assessment of a “finished unsuccessful, successful, new and ongoing” rural development projects

Chapter 6. Case study on a “finished and unsuccessful” rural development project	149
6.1. Introduction	149
6.2. Criteria for determining a “finished unsuccessful” and a “finished successful” rural development project	149
6.2.1. resources	150
6.2.2. sustainment	152
6.3. Description of a “finished and unsuccessful” rural development project	153
6.3.1. What is the name of the project?	153
6.3.2. When was the project established?	153
6.3.3. Which community does the project serve?	154
6.3.4. What are the objectives of the project?	155

6.3.5. What is the composition of the management structure of the project?	156
6.3.6. From what source does the project obtain most of its funds? Under whose auspices is the project initiated?	157
6.3.7. What have been the major chronological steps in the development of the project?	159
6.3.8. How many volunteers are active in supporting the project's activities?	167
6.3.9. Has the development cycle been followed and completed?	168
6.3.10. Have the obstacles in the cycle been identified?	168
6.3.11. Have the identified obstacles been handled and overcome?	170
6.3.12. In terms of the four differences as identified in the development methodologies which option was selected and adopted as a method used in the community development initiative, and which route was followed in completing the development cycle?	171
6.3.13. Has the project been completed?	173
6.4. Lessons and experiences learned from the case study	

of a “finished” rural development project which was	
“unsuccessful”	179
6.5. Summary	180
Chapter 7. Case study on a “finished and successful” rural	
development project	181
7.1. Introduction	181
7.2. Criteria for determining a “finished and successful”	
rural development project	181
7.3. Case study on a “finished and successful” rural	
development project	182
7.3.1. What is the name of the project?	183
7.3.2. When was the project established?	183
7.3.3. Which community does the project serve?	183
7.3.4. What are the objectives of the project?	184
7.3.5. What is the composition of the management	
structure of the project?	184
7.3.6. From what source does the project obtain most	
of its funds? Under whose auspices is the project	
initiated?	185
7.3.7. What have been the major chronological steps	
in the development of the project?	185
7.3.8. How many volunteers are active in	

supporting the project's activities?	194
7.3.9. Has the development cycle been followed and completed?	194
7.3.10. Have the obstacles in the cycle been identified?	195
7.3.11. Have the identified obstacles been handled and overcome?	195
7.3.12. In terms of the four differences as identified in the development methodologies, which option was selected and adopted as a method used in the community development initiative, and which route was followed in completing the development cycle?	197
7.3.13. Has the project been completed?	197
7.4. Lessons and experiences learned from the case study of a "finished" rural development project which was "successful"	201
7.5. Summary	203
Chapter 8. Case study on a "new and ongoing" rural development project	204
8.1. Introduction	204
8.2. Case study on an "ongoing" rural development project	205
8.2.1. What is the name of the project?	205

8.2.2. When was the project established?	205
8.2.3. Which community does the project serve?	206
8.2.4. What are the objectives of the project?	206
8.2.5. What is the composition of the management structure of the project?	207
8.2.6. From what source does the project obtain most of its funds? Under whose auspices is the project initiated?	207
8.2.7. What have been the major chronological steps in the development of the project?	208
8.2.8. How many volunteers are active in supporting the project's activities?	217
8.2.9. Has the development cycle been followed and completed?	218
8.2.10. Have the obstacles in the cycle been Identified?	218
8.2.11. Have the identified obstacles been handled and overcome?	219
8.3. Lessons and experiences learned from the case study of an "ongoing" rural development project which was heading for "success"	219
8.4. Summary	221

PART FIVE

Conclusion

Chapter 9. Conclusion, lessons and experiences	222
9.1. Introduction	222
9.2. Findings of the research study	222
9.2.1. Development, community participation and empowerment	223
9.2.1.1. an implant of specific techniques or programmes brought about by external experts to the community such as a new farming method the agent thinks will be beneficial to the community	223
9.2.1.2. a technical change brought about by a team of experts in providing a variety of resources and services such as schools, clinics, recreational centres etc.	226
9.2.1.3. a community participation model where communities are helped to identify their own wants and needs and work co-operatively at satisfying them	227
9.2.2. Some methodologies used for realising community development, participation and empowerment	232

9.2.3. Establishment of conditions for success for rural development in as far as participation and empowerment is concerned	235
9.2.3.1. Conditions of failure with regard to rural development projects	235
9.2.3.2. Conditions of success with regard to rural development projects	242
9.3. Lessons and experiences learned from the three case studies having a bearing on the promotion of rural development, community participation and empowerment	249
9.3.1. Growth from apathy and powerlessness to awareness, conscientisation or politicisation	249
9.3.2. Transformation from an isolated self-help to community action and participation	251
9.3.3. Changes to active community participation to the formation of organisational and management structures	252
9.3.4. Change from community projects to community group processes and community empowerment	253
9.3.5. Shift from the notion of recognising	

change agents as experts instead of accepting them as facilitators	255
9.3.6. Change from development to social change and social transformation	256
9.4. Conclusion	257
Figures	
1.1. Province of KwaZulu-Natal	18
1.2. Area of Maputaland	19
Diagrams	
3.1. Strategic intervention method for community development	80
4.1. Cyclic nature of the process of development	89
4.2. Effects of underdevelopment	99
Tables	
3.1. Degree of participation, participant's action and illustrative modes for its achievement	60
4.1. Community development methodology by Cloete, Groenewald and van Wyk (1996)	91
4.2. Community development methodology by Lombard (1991)	92
4.3. Community development methodology by Barnard (1989)	93
4.4. Community development methodology by Kotze and Swanepoel (1983)	94
4.5. Community development methodology by Portway (1986)	95

4.6. Community development methodology by Henderson and Thomas (1981)	96
4.7. Community development methodology by Kettner and Daley (1985)	97
4.8. Guidelines for compiling a community profile	103
4.9. Classification of obstacles within the phases of development	114
5.1. Similarities and differences of selected development methodologies	122
5.2. Differences of development methodologies with regard to order of phases	123
5.3. Conception of community participation and empowerment	126
5.4. Capacity building and skills transfer	128
5.5. Rudimentary research instrument to access descriptive information on a project	134
5.6. Rudimentary research instrument to access information on development and obstacles experienced with regard to the project	136
5.7. Research instrument to access descriptive information on a project	143
5.8. Research instrument to access information on development and obstacles experienced with regard to the project	144
5.9. Fieldwork time table (1/7/98 - 31/5/99)	145
6.1. Development cycle of Masithuthuke Women's	

Organisation	167
6.2. Obstacles in the development cycle of Masithuthuke	
Women's Organisation	169
6.3. Differences in the implementation of the methodology, development option selected and adopted by the Masithuthuke	
Women's Organisation	172
6.4. Assessment and evaluation measure of a rural development project	176
6.5. Lessons and experiences learned with regard to the reasons for a "finished" rural development project which ended-up being "unsuccessful"	178
7.1. Obstacles in the development cycle of Zimiseleni Community Project	195
7.2. Differences in the implementation of the methodology, development option selected and adoption by the Zimiseleni Community Project	196
7.3. Lessons and experiences learned with regard to the reasons for an "finished" rural development project which ended-up being "successful"	202
8.1. Lessons and experiences learned with regard to the reasons for an "ongoing" rural development project which ended-up being "successful"	220

9.1. Problems of rural community members of Maputaland	228
9.2. Conception of community development, participation and empowerment	229
9.3. Role of capacity building and skills transfer	231
9.4. Order of development phases in the Zimiseleni Community Project	234
9.5. Conditions of failure and success for rural development in as far as community participation and empowerment is concerned	236
9.6. Lessons and experiences gained from the case studies having a bearing on the promotion of rural development, community participation and empowerment	250
Bibliography	259
Appendices	
A. Project evaluation format	275
B. Operational guidelines for the South African Black Social Workers Association (SABSWA) Projects	276
C. Comprehensive notes of qualitative data collected through fieldwork	278
D. Selected transcripts of data translated from isiZulu into English Individual, group interviews and focus group discussions of three rural development projects	303

CHAPTER 1

INTRODUCTION TO THE STUDY

1.1. Introduction

According to Wilson and Ramphela (1989:4), “grinding poverty is to be found in many different parts of the world.” As revealed by Khan and Bhasin (1985:400), half of the world’s poor live in the Third World countries which are mostly found in South Asia and Africa. “As a single most powerful circumstance inhibiting human, social and economic development” (Gray, 1998:136) the concern is that “development strategies and programmes implemented during the last three decades (internationally) have failed to attack the causes of rural poverty” (Khan and Bhasin, 1985:401). However, though in some areas benefits resulting from intervention by governmental and non-governmental organisations (NGO’s) have been seen, in underdeveloped communities have not significantly benefitted from such programmes.

Rural development is a process designed to help communities address their needs and problems in order to bring about development in all spheres of their lives. As a process, rural development can take various forms, including:

- a) an implant of specific techniques or programmes brought about by external experts to the community, such as a new farming method which the agent thinks will be beneficial to the community;
- b) a technical change brought about by a team of experts in providing a

variety of resources and services, such as schools, clinics, and recreational centres; and

c) a community participation model where communities are helped to identify their own wants and needs and work co-operatively to satisfy them.

Although the general perception of rural development would refer to the first and second strategies as mentioned in paragraphs (a) and (b), the researcher, in this study, will concentrate and focus on the third one, namely: the participatory strategy, as discussed in paragraph (c).

In undertaking this study, the researcher wished to assess the extent of empowerment of communities for rural development through participation in the area of Maputaland (KwaNgwanase and Ingwavuma), in the Province of KwaZulu-Natal.

The community participation version of rural development will subsequently be referred to as the empowerment model.

1.2. Statement of the problem

According to the White Paper for Social Welfare (1997:3), “about a third (35,2%) of all South African households, amounting to 18 million people (especially those headed by women in rural areas), live in poverty. Despite the dire need for

addressing development issues, “...community development was not popular in South Africa...mainly because of scepticism and mistrust in government circles about its potential for political change” (Swanepoel and de Beer, 1995:25).

The success of development projects depends to a large extent on a number of issues, of which community participation and empowerment are the most important. Unless a community actively identifies itself with the project or at the least, is involved from day one in the decision-making process of the proposed project, it will be very difficult, if not impossible, to achieve a project’s developmental objectives.

This study proposed to assess the success of empowerment through a participation model adopted for facilitating and promoting rural development in South Africa.

This statement of the problem as preferred by the researcher in this study, is more open-ended than a hypothesis and therefore does not need as rigorous an operationalisation of concepts as a hypothesis needs.

1.3. Objectives of the study

The objectives of the study were as follows:

- a) to review literature on rural development, community participation and empowerment;

- b) to outline and discuss methodologies used for realising community development, participation and empowerment; and
- c) to establish the conditions of success for rural development in as far as community participation and empowerment are concerned.

1.4. Background information on common characteristics of rural areas

It is necessary to provide background information on the characteristics of rural communities nationally (in South Africa) and regionally (in KwaZulu-Natal). This is in order to facilitate a better understanding of rural areas.

1.4.1. Rural communities nationally

Rural communities, according to Ginsberg (1976:3) are characterised by, among other factors, the following:

- a) lack of services and recreational amenities available in towns and cities, e.g. museums, libraries, entertainment centres etc;
- b) lack of adequate employment opportunities;
- c) greater influence of the church than in urban areas; and
- d) greater influence of personal relationships among community members.

1.4.2. Rural communities in KwaZulu-Natal

Rural areas in KwaZulu-Natal, like other underdeveloped areas in South

Africa, are characterised by “...primitive agriculture, low income and lack of finances and technical skills...”(Ginsberg 1976:6). He further points out that these rural areas are plagued by acute soil erosion, overstocking, and poverty.

The Tomlinson Commission Report (1954) which was commissioned to report on a comprehensive scheme for the rehabilitation of Black areas, concluded that land in rural communities, inhabited by an overwhelming majority of South African citizens, was rugged, with severe soil depletion and poor husbandry practices. Life in these areas means poverty which is so pervasive that it appears virtually irredeemable.

This condition, according to Molefe (1996:21), was mainly caused by the “inequitable distribution of resources in South Africa enforced and consolidated by the legacy of separate development in a systematic and dehumanising manner, placing concerted effort on the provision of services mostly to the fortunate minority at the neglect of the disadvantaged majority”.

Specifically, rural areas in KwaZulu-Natal are characterised by the following:

- a) economic stagnation;

- b) agricultural underdevelopment and lack of alternative employment opportunities;
- c) poor quality of life because of the lack of essential goods, facilities and money;
- d) isolation caused by distance and poor communication;
- e) an unfavourable environment exposing people to communicable diseases and malnutrition; and
- f) inadequate health facilities and lack of adequate sanitation.

For the purpose of this study, the characteristics of a rural setting, as already outlined, will be discussed in depth in order to provide a broad literature framework for the study.

1.5. Research methodology

In this study a qualitative research design was utilised. According to Mark (1996:225), “qualitative research favours intensive analysis of one or a few cases, in-depth unstructured interviews and observation, and narrative rather than numerical reporting.” Out of the various qualitative methods used by researchers, like, for example, the grounded theory and ethnography, the case study method was selected and utilised.

A comparative analysis of three case studies was undertaken with the purpose of

establishing the success and failure rate in projects designed to enhance community development and participation (refer to Part 4, chapters 6 to 8).

The research methods and techniques used in the collection of data were as follows:

1.5.1. Participant observation

This method according to Buzzard (1984:273), requires that the researcher makes observations and keeps records of the activities experienced in the actual community context. The benefit of this technique is that patterns and trends can be noted and captured by the researcher. This method was mainly used to verify data collected through individual and focus group interviews.

1.5.2. Individual, group and focus group interviews

Both semi-structured and in-depth individual and group interviews were used in the collection of data. In addition, focus group interviews were also conducted. For the sake of consistency and objectivity, a set of questions was prepared for individual and group interviews for the purpose of guiding the researcher in conducting individual and group interviews for the purpose of data collection. With regard to focus group interviews, a set of prompt questions was prepared.

1.5.3. Documentary study

A number of documents kept by various organisations, like annual reports and the constitution, were studied. Though the medium of interviews was in isiZulu, the documents kept by the organisations were mostly in English. These documents helped the researcher in the compilation of field notes (refer to Appendix C).

1.5.4. Oral histories and social networks

In all communities there are people who are said to “know every thing that goes on in their community...the local post delivery men, local priests, traditional healers, clinic sisters and headmasters” (Nghatsane, 1993:8). Oral histories and social networks were utilised during the familiarisation tour of the area of research in order to initiate contacts with community members and to gather facts and impressions which were to be considered in the design of a research instrument for data collection (refer to Appendix C, Qualitative Data 3).

Although the methods and techniques were carefully chosen for the collection of data for the study, the researcher remained open to suggestions, remarks and unplanned experiences. The rationale behind the methods utilised, as well as the course of the research, are described in detail in chapter five.

A list of questions, as reflected in the research instrument (Table 5.7 and Table 5.8), were translated into Zulu, a language which the majority of the respondents in the area understood. Data collected was compiled in a form of comprehensive field notes (refer to Appendix C). The researcher also compiled extracts of selected data which were translated from Zulu to English (refer to Appendix D).

For the purpose of this study, three case studies were selected for in-depth study. The advantage of case studies, according to Bailey (1994:301), is that a case study “allows the researcher to select examples that illustrate the points he or she wishes to make.”

a) Sampling criteria

Three rural development projects were selected that had similarities with regard to the following:

- i) population size;
- ii) regional boundaries;
- iii) power structures; and
- iv) general needs and aspirations of the communities.

b) Selection criteria

The selection criteria for the three case studies were designed using distinguishable social indicators.

- i) With regard to the “finished and unsuccessful” rural development

project, the following indicators were considered and used:

- community apathy, feelings of hopelessness due to the effects of poverty, dependence syndrome, ignorance, dissatisfaction and feelings of neglect in terms of lack of resources to satisfy their needs, problems and anticipated sustainable benefits to the community.

ii) With regard to the “finished and successful” and the “new and ongoing” rural development projects, the following indicators were considered and used:

- acquired knowledge, capacity and skills in project management and administration, successful mobilisation of resources and sustainability of project; self-confidence feelings of belonging; sense of collective identity and motivation of members to participate actively in the project; and the feelings of satisfaction and pride in the ownership of the community project.

With the help of 10 research assistants (registered Higher Diploma students in Community Work for the 1998 academic year), the researcher undertook familiarisation tours to the area of research in order to obtain impressions and facts about the area and particularly the various community development projects undertaken. Valuable data was obtained from

interviews with various community leaders, professionals, community groups and church groups in the area of study.

On return home, the recommended rural community projects for selection were scrutinised using the social indicators as mentioned in paragraph 1.5 (b) i and ii. By so doing, the researcher was able to select the relevant rural community development projects to be studied.

c) Discussion of selected case studies

It must be mentioned that the researcher, because of his former professional capacity as a social worker (employed by the Department of Welfare, KwaZulu- Natal) and as a voluntary community worker (supervising practical work of social worker students of the University of Zululand) in the area situated towards the Northern part of the Province of KwaZulu- Natal, is familiar with and has first hand knowledge of the community dynamics of the area already mentioned.

Fieldwork for the research was conducted from the 1st of June 1998 to the 31st of May 1999 (refer to Table 5.9 for the Fieldwork Time Table). The researcher made use of eight research assistants who were enrolled for a Higher Diploma in Community Work at the University of Zululand for the 1998 academic year (refer to Appendix C, Qualitative Data 4).

Care was taken to select three cases that were distinguishable as follows: the first case that could be regarded as “finished and unsuccessful”, the second case that could be classified as “finished and successful”, and the third one that could be labelled as “new and ongoing” with respect to rural development projects in the respective communities.

The three selected case studies will be presented, paying special attention to the following:

- descriptive information on the rural development project in accordance with the research instruments as reflected in Table 5.7;
- development and obstacles experienced with regard to the rural development project as reflected in Table 5.8; and
- lessons learned from the case studies supported by empirical evidence from data collected (refer to Appendix C and D).

As it was important to work co-operatively and in consultation with a community development officer employed by a development agency operating within the area of study, the researcher enlisted the support of the development officer. Her services were to assist in the task of monitoring the community participation and empowerment methodology implemented in the “new and ongoing” rural development project.

On the basis of empirical evidence gathered from the case studies, the researcher was able (through lessons learned from the study) to establish the failure and success from the initial planning stage to the implementation and further stages of rural development projects.

1.6. Definition of concepts

To avoid misunderstanding, with regard to the interpretation of concepts and phrases appearing in the topic of the study, the following will be defined:

1.6.1. Assessment

According to Mark (1996: 235) the word “assessment” refers to an estimation of the extent of the success of a programme being scrutinised. Through the process of assessment, useful information pertaining to various reasons leading to the success or failure of programmes is established.

The process of “assessment” involves collecting detailed information about the problem which will then lead to the establishment of specific goals and a strategy for action (Gray, 1998:62). It is an important aspect of a successful intervention process and provides a baseline for ongoing evaluation.

In this study, the word “assessment” will refer to the process of identifying

the various components of a programme implemented as planned, in order to establish “which ones contributed to its success and which did not” (Mark, 1996; 235).

1.6.2. Rural development

Rural development is a process of social action in which a community organises itself for planning and action; defines its common and individual needs and problems; makes group and individual plans to meet its needs and solve its problems and executes these plans with a maximum reliance upon community resources. This also includes the supplementation of these resources when necessary with services and materials from government agencies outside the community (United Nations: 1963).

Basically, rural development is a process through which rural poverty is alleviated by sustained increases in the productivity and incomes of low-income rural workers and households.

1.6.3. Participation

The word “participation”, as viewed by Swanepoel and de Beer (1995:134) is “...something given to the poor by the authority or NGO working for the alleviation of poverty.”

“Participation” within this context means a voluntary contribution by the people to a programme designed to contribute to their development. According to Paul (1987) as cited by Penderis (1996:127), it is “an active process by which beneficiary client groups influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self reliance or other values they cherish.”

With regard to rural development, “participation” refers to a people’s involvement in decision-making processes in implementing programmes and sharing the benefits of development programmes and their involvement in efforts to evaluate such programmes.

Community groups can greatly enhance participation by making it a point that the following principles are taken into consideration:

- a) to involve as many people as possible in a specific area in discussions of the various needs and problems of their community and the consideration of collective action to meet them;
- b) to represent the interests of an area (and for it to be seen to be so);
- c) to accommodate and represent the interests of community members; and
- d) to ensure that broad issues affecting the whole community are

dealt with seriously (Henderson and Thomas, 1987:191).

In this study the concept “participation” will involve group deliberations, mutual encouragement, decision-making, a better division of labour among community members as well as co-operative action to meet community needs and problems.

1.6.4. Empowerment

The word “empowerment” according to Mokgohloa (1995:2) means taking charge, being in control and includes the participation of people in their own development - either at group, individual or community level. According to Anderson (1996:87), “empowerment must be about bringing people who are outside the decision-making process into it”.

It is also a process concerned with developing the capacity of people to form judgements on the effects of community activities, to determine goals to be arrived at and to adopt technical changes in ways which encourage initiative, self help and participation (Henderson and Thomas, 1987:6).

The process of empowerment, according to Freire (1972:63), requires dialogue which is based on trust of man. As such, empowerment requires an “ability or willingness to listen and respond with empathy to people and

encouraging involvement” (Mokgoahloa, 1995:2). In short, it is about creating space for learning and teaching, be it formal or informal.

In this study, the concept “empowerment” will refer to a learning process in which people discover their potential, develop new knowledge and assert themselves through self-help and participation in programmes aimed at their own upliftment.

1.6.5. KwaZulu-Natal

KwaZulu-Natal (refer to figure 1.1) is one of the nine provinces established under section 103 of the Constitution of the Republic of South Africa (1996:60).

The province called KwaZulu-Natal, according to Encarta World Atlas (1998:1), was initially named “Natal” by Vasco da Gama in 1497. In 1910 it became one of the original provinces of the Union of South Africa, a status retained upon the establishment of the Republic of South Africa in 1961. From 1994, at the time of the country's first multiracial elections, Natal and the homeland of KwaZulu merged to form the new province of KwaZulu-Natal (Encarta World Atlas, 1998:1).

Statistics presented by Linda Cohen Promotions (1997) indicate valuable

FIGURE 1.1 PROVINCE OF KWAZULU-NATAL

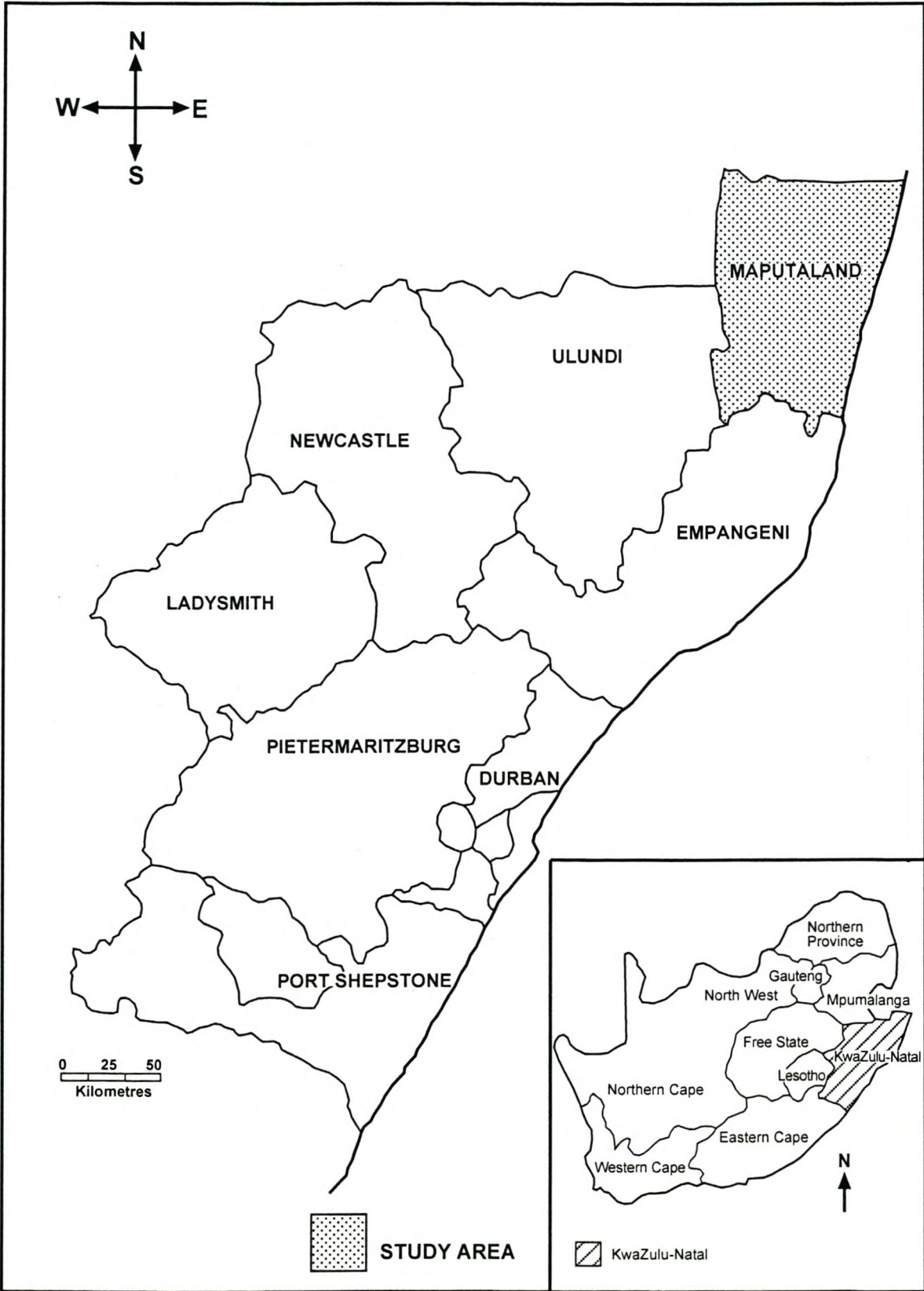
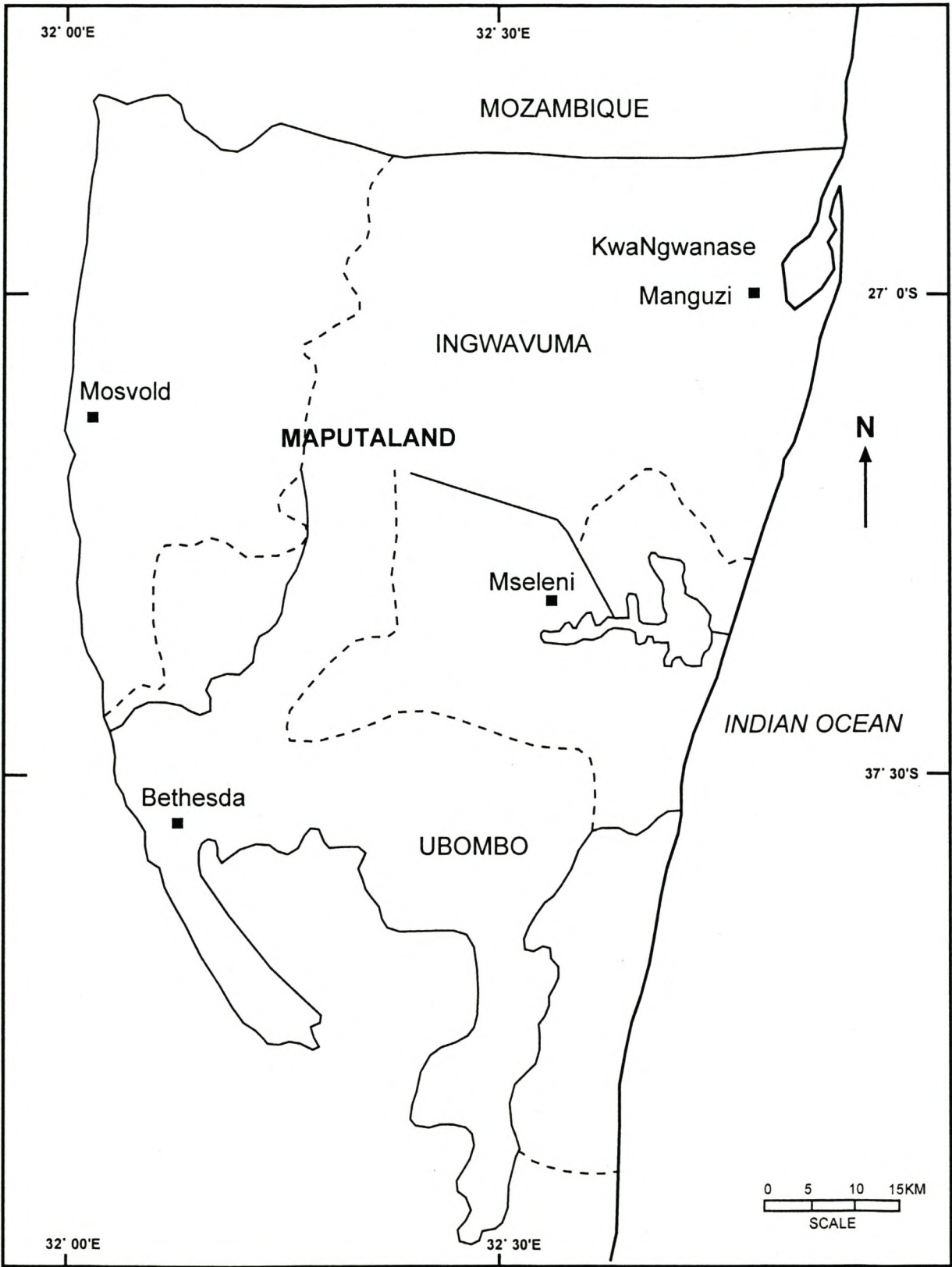


FIGURE 1.2. AREA OF MAPUTALAND



facts about the province:

a) area per kilometre squared	: 92,180
b) percentage of South Africa area	: 7.6%
c) population	: 8,505,338
d) percentage of GNP	: 14,5%
e) literacy	: 65,1%
f) unemployment	: 25,2%
g) income average per household	: R1910 p.a.

As stated, the area of the study was Maputaland, namely KwaNgwanase and Ingwavuma (see figure 1.2). This area is situated on the northern part of KwaZulu-Natal along the Indian Ocean and the Maputo Boarder (see figure 1.1).

1.7. Outline of the thesis

The study is presented in five parts as follows:

1.7.1. Part one

Part one has one chapter in which an orientation to the study is provided.

Chapter One presents an introduction to the research study.

1.7.2. Part two

Part two has three chapters. This part provides the theoretical framework

on development, community participation and empowerment. It also traces the various development methodologies for realising community development.

- a) Chapter Two presents a discussion on the concept “community development” and the challenges to development initiatives.
- b) Chapter Three outlines a comprehensive discussion on community participation and empowerment.
- c) Chapter Four traces the various development methodologies for realising community development.

1.7.3. Part three

Part three has one chapter.

Chapter Five describes the methodologies, research design and procedure for evaluating the success and failure of rural development projects in as far as community participation and empowerment are concerned.

1.7.4. Part four

This part presents a detailed assessment of three rural development case studies: two finished “unsuccessful” and “successful” in nature and the third one which is “new and ongoing”. Part four has three chapters.

- a) Chapter Six assesses and outlines a case study of a rural

development project which is unsuccessful.

b) Chapter Seven assesses and outlines a case study of a rural development project which is a success.

c) Chapter Eight presents a detailed description of a “new and ongoing” rural development project which has incorporated the lessons and experiences gained from the study of the two case studies of rural development projects which were “unsuccessful” and “successful”.

1.7.5. Part five

This is the concluding part and has one chapter.

Chapter Nine concludes the study by reviewing a wide range of lessons and experiences gained from the three case studies having a bearing on the promotion of rural development, community participation and empowerment in South Africa and KwaZulu-Natal in particular.

CHAPTER 2

COMMUNITY DEVELOPMENT AND CHALLENGES TO DEVELOPMENT INITIATIVES

2.1. Introduction

The idea of community development is not a new one, it dates back to the early efforts of man to work together for the common good. It can also be traced back to the times when people first came to work together to preserve their hard-earned gains and to further improve their living conditions. What is probably new are the words we use to express this group process referred to as community development, and the specific meanings we ascribe to the mentioned words (Wileden, 1970:78).

Over the years, the concept “community development” has meant many things to many people. Finding a universally accepted definition for the term “community development”, as Barnard (1989:21) argues, “is a formidable task, since there are as many definitions as there are authors.” In an attempt to explore more information about the concept “community development”, the researcher relied on literature to establish various views about the concept in question.

2.2. The concept “community”

The “community” is an important “unit in which all community-related activities take place and for this reason it is important to define and understand the concept” (Lombard, 1991:62). According to Swanepoel and de Beer (1995:42), there is

“...no general agreement on the meaning of the concept community...(it)... is usually defined in terms of geographic locality, of shared interests and needs or terms of deprivation and disadvantage” (Swanepoel and de Beer, 1995:40). As clearly defined by Dunham (1970:27), a community in this study refers to “an aggregation of families and individuals, settled in a fairly compact and contiguous geographic area, with significant elements of common life, as shown by manners, customs, traditions and modes of speech.”

Bearing in mind the shared interests and needs or terms of deprivation and disadvantage distinguishing a “community” as already mentioned, it makes sense for the beneficiaries to be directly involved (through community empowerment programmes) in developmental projects designed to improve their standard of life.

2.3. The concept “community development”

The concept “community development” according to Barnard (1989:22) is defined as a “...planned effort that may involve (but does not require) a community development professional” (an old fashioned grassroots citizen participation).

The term “community development” as understood by the United Nations and countries like Britain, the United States of America and Canada will be briefly defined and discussed first. For the purpose of this study, it is important to explore the meaning of the concept “community development” as understood by various

countries as already mentioned in order to show how the previous apartheid government conceived and operationalised the community development process selectively then and how it is conceived and understood now in South Africa.

2.3.1. United Nations

According to a definition by the United Nations (1956: 14), community development is 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, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress.”

The United Nations (1956: 14) is of the opinion that the process of community development is made up of two essential elements, namely:

- a) the participation by people themselves in efforts to improve their standards of living with as much reliance as possible on their own initiative; and
- b) the provision of technical and other services, like for example, the United Nations Expanded Technical Assistance Programmes (UNETAP), in ways which encourage initiative, self-help and mutual help and make these more effective.

2.3.2. Britain

The concept community development in Britain, according to Lombard (1991: 110) was adopted in 1948. It was used “...primarily to denote work with neighbourhood groups...(where local groups were)...assisted to clarify and express their needs and objectives and to take collective action to attempt to meet them” (Seebohm, 1969:148). It emphasises the involvement of communities themselves in determining and meeting their own needs.

Community development in Britain is understood in two ways, namely:

- a) it is a “movement” designed to promote better living for the whole community with the active participation, and if possible, on the initiative of the community. But if this initiative is not forthcoming spontaneously it has to be brought about by the use of techniques for arousing and stimulating it, in order to secure the active enthusiastic response of the community; and
- b) it is the only part of the over-all process of development of communities. Roberts (1979:176) states that it is the part of the process which can be distinguished by:
 - i) self-help;
 - ii) attention paid to the people’s felt needs;
 - iii) attention paid to the social, traditional, and other aspects

of the community as a whole...(and)...usually operates in four main fields: adult literacy and basic social education; specialised work among women and youth; self-help construction projects; extension education in various nation building fields.

In Britain, according to the Seebohm Report (1969: 148), an attempt to “promote a sense of community among people for whom it does not exist” is an important component of the process of community development “whilst in recognisable communities effort may be needed to preserve and strengthen common identity and activity...(which)...may also be developed through organisations such as community centres, clubs, play centres and tenants' associations, where the social service department could provide technical and professional help, information, stimulation and grant-aid.”

2.3.3. United States

According to Brokensha and Hodge (1969) as quoted by Lombard (1991: 110) “the origin of community development may...basically be found in education.”

In the United States, the concept “community development” refers to: a continuous, or intermittent, process of social action by which the people of

a community organize themselves informally or formally for democratic planning and action; define their common and group felt-needs and problems; make group and individual plans with a maximum of reliance upon resources found within the community; and supplement community resources when necessary with services and the material assistance from governmental or private agencies outside the community (Barnard, 1989:26).

Roberts (1979:176) emphasises the point made by Brokensha and Hodge (1969) by pointing out that “community development” is:

- a) a process by which human beings can become more competent to live with and gain some control over local aspects of a frustrating and challenging world.
- b) a progression of events that is planned by the participants to serve goals they progressively choose. These events point to changes in a group and in individuals that can be termed growth in social sensitivity and competence.
- c) organised efforts of people to improve the condition of community life and the capacity of people for participation, self-direction and integrated efforts in community affairs.
- d) a change in attitude of mind, whether individual or collective, that results in a change of behaviour and the pursuit of a course of

action hitherto rejected or not understood.

2.3.4. Canada

In Canada, Roberts (1979:176), explains that “community development” is understood as:

- a) an educational-motivated process designed to create conditions favourable to economic and social change, if possible on the initiative of the community, but if this initiative is not forthcoming spontaneously, then techniques for arousing and stimulating it in order to secure the fullest participation of the community must be utilised; and
- b) a process of facilitation by which community members learn to defend themselves against forces, inside and outside their community, that would deny them their rights, resources, and privileges.

As an educational process, it is concerned with changing such attitudes and practices that are obstacles to social and economic improvements, engendering particular attitudes which are conducive to promoting a greater receptivity to social change (Rivera and Erlich, 1995:234).

2.3.5. South Africa

Having discussed the concept “community work” as viewed by the United Nations, Britain, United States and Canada, a foundation for basing a discussion of community development in South Africa has been laid.

During the apartheid era as explained by Pederis (1996:125), “...a highly centralised, authoritarian apartheid regime nurtured the elitist approach of professionals to develop initiatives and planning decisions that were the exclusive domain of government officials, political leaders and planning professionals.” Unfortunately, this paternalistic legacy of planning for the people as opposed to with people and locating decision-making in the hands of the white minority, effectively excluded politically marginalised and less advantaged groups.

With the present democratic dispensation, and with an “increasing recognition of the deleterious effects of actions and decision-making on behalf of recipient communities, it is becoming increasingly apparent to policy makers and development actors that participatory development by disadvantaged communities in development projects is an urgent imperative” (Pederis, 1996:125).

The White Paper on the Reconstruction and Development Programme

(RDP) (1994:2) explains that “our history has been a bitter one dominated by colonialism, racism, apartheid, sexism and repressive labour policies...(and as a result)...poverty and degradation exist side by side with modern cities and a developing mining, industrial and commercial infrastructure.”

Segregation in education, health, welfare, transport and employment left a deep scale of inequity and economic inefficiency. As argued by Gray (1998:56), the need “to move away from small scale-scale, isolated local development initiatives...towards income-generating programmes which empower people both socially and economically” is a mammoth task faced by the government in order to realise socio-economic and political prosperity in South Africa.

The White Paper on the RDP (1994:3) explains this further by saying that “millions of South Africans struggled against this system over decades to improve their lives, to restore peace, and to bring about a more just society.” It is no surprise then that community development as a strategy is the most suited to alleviating poverty in South Africa (White Paper for Social Welfare, 1997: 10).

In order to address the needs and problems caused by the legacy of

apartheid in South Africa, a policy aimed at an “integrated and sustainable” community development programme which will be “people driven”, has been adopted in South Africa (White Paper on the RDP, 1994:4). The key objective being the sustainability of the various projects, which has to hinge on community ownership rather than on the absence or presence of the community development facilitator.

The overall purpose of community development as acknowledged by de Grass (1995:17) is “to impart knowledge and skills so that community participants become self-sufficient and capable of independent action and (it) is not something which is only considered at the end of a project, but needs a major consideration from the outset (of the planning process)”.

Indeed, an important indicator of a project’s sustainability “is the degree to which the community owns the project...(and)...this owning can happen only if the project is accepted from the beginning, which means that the community assumes responsibility for the work that needs to be done with the guidance of the community development worker” (Gray, 1998:74). It is important to stress the fact that a range of “non-material issues” (such as participation, people-involvement and enhancing community strengths) are of utmost importance in supporting income-generating programmes which empower people both socially and economically (Rivera and Erlich,

1995:239).

Some of the key programmes emanating from the development programme, as cited in the White Paper on the RDP (1994:4), have been designed to meet the following:

a) Basic needs

According to the policy, the community has to be part of a decision-making process on job creation, land reform, housing, services, water and sanitation, electricity, telecommunications, transport, a clean and healthy environment, nutrition, health care, social security and social welfare;

b) Developing human resources

Community members, according to the policy, have to be “involved in the decision making process, implementation, creation of new job opportunities requiring new skills, gaining rewards for existing skills previously unrecognised, and in managing and governing our society” (White Paper on the RDP, 1994:8); and

c) Building the economy.

The identification of strength and weaknesses in the capacity to build and strengthen the economy will contribute a great deal in realising the upliftment of the entire nation. According to the White Paper on the RDP (1994:8), those “barriers to growth and

investment” will be addressed in order to facilitate economic development for the benefit of all South Africans particularly the Black people who were disadvantaged by the system of apartheid for decades.

2.4. Objectives, assumptions and common characteristics of community development

To provide a better understanding of the process of community development, it will be essential to discuss its objectives, assumptions and characteristics:

2.4.1. Objectives

As explained by Dunham (1970: 177), the objective of community development is to deal with total community life and problems related to socio-political and economic needs or adjoining areas of community life such as urban development, education, health, welfare and civil rights.

Researchers like Dunham (1970: 144), Wilson and Rampele (1989:152), Lombard (1991:115, Swanepoel and de Beer (1995: 24), are agreed in that the objectives of community development are:

- a) to increase the availability and widen the distribution of basic life-sustaining articles, for example, food, clothing, shelter, health care and security;

- b) to raise the standards of living, including in addition higher purchasing power, the provision of more jobs, better education and greater attention to cultural and humanistic values; and
- c) to expand the range of economic and social change to individuals by freeing them from servitude and dependence.

2.4.2. Assumptions

Community development, according to Dunham (1970: 172), is based on the following assumptions:

- a) the worth and dignity of the individual are basic values in a democratic society;
- b) everyone has something to contribute to the life of the community;
- c) people have the ability to learn and grow;
- d) community change can be promoted by conscious co-operative thought, planning and action; and
- e) community development provides an opportunity and a means by which the worth of an individual can be revealed, his contribution can be made, and learning can take place.

The assumption regarding disadvantaged or depressed communities, according to Swanepoel and de Beer (1995: 133) is that they are:

- a) those which do not command adequate resources (housing, police protection, health care, medical facilities);
- b) disempowered due to institutional inequalities which limit their access to resources (it is important to point out that resources mostly translate into power, consequently these depressed communities remain essentially powerless); and
- c) rarely supportive of individual growth and development.

2.4.3. Common characteristics

As stressed by Dunham (1970: 172), community development is “concerned with with problem-solving, that it is not a 'crash' programme, but rather a long term process, and that it is concerned with both task and process goals, i.e. it is concerned with achieving certain concrete objectives, as well as with the strengthening of the qualities of participation, self-direction and co-operation.”

The common characteristics which are peculiar in describing the community development process according to Barnard (1989: 33) are as follows:

- a) a philosophy that local people, working in their local group situations, have not only the right but the responsibility to choose their own objectives and to make their own decisions;

- b) a concern for changing the local situation bearing in mind that it is not until the citizens agree on a form of change that the change can be regarded as an improvement;
- c) a belief that lasting progress can be achieved only through the development of local understanding, local initiative and local self-help, with as broad local participation as possible; and
- d) an emphasis on the balanced development programme taking into consideration the provision of both physical and human resources.

The study of common characteristics provides community workers with valuable knowledge and understanding in order for them to be effective community development facilitators.

2.5. Nature of community development

Various authors, such as, Cary (1970), Wileden (1970), Ferrinho (1980), Kotze and Swanepoel (1983) refer to community development as a process, method, programme and movement. The purpose of discussing these four points of view is to emphasise the divergent meanings and interpretations attached to the concept “community development”. Furthermore, the question of control of the development process is clearly shown and an indication is made of the relevant point of view adopted for this study.

2.5.1. Community development as a process

As a process of change from the traditional to a progressive way of living, the main emphasis is on what happens to community members, both socially and psychologically (Lombard, 1991:112). Community development as a process moves by means of phases, from one situation to the next, namely: situation analysis, determining needs and unfulfilled opportunities, decision making about what can and should be done to change the situation, and moving in the direction of achieving the goals and objectives being aimed at (Wileden, 1970:80). In this study the importance of the development cycle is emphasised strongly.

2.5.2. Community development as a method

As a method, community development is regarded as a procedure aimed at achieving specific goals. It is a method by which communities are assisted by the development facilitator in order to develop themselves according to their own capacity and resources with the emphasis on the end-result to be achieved. It can also be a procedure that takes place according to the phases in the process of community development, as explained in paragraph 2.5.1. The development facilitator has a significant role to play in this process.

According to Lombard (1991:113), community development as a method

can also be described as an attempt by external agents to assist in:

- a) taking the initiative on their own to identify their needs; and
- b) deciding on a plan and developing it to satisfy their needs, according to their own values.

2.5.3. Community development as a programme

As a programme, community development consists of a set of procedures and a list of activities aimed at accomplishing desired community activities. According to Lombard (1991:113), “when a highly formalised plan, for instance, a five-year plan is implemented, the focus is placed on the programme, rather than on what happens to the people involved in this programme.” This was the case in the old apartheid South Africa, where people had to be guided by the Whites in the organisation, and the implementation of programmes designed for the so-called non-whites.

This top-down approach ensured that the government remained the single most important source of expertise and finance for development, and communities and interest groups remained dependent on the government for a variety of input and services. For example, “experts decide(d) beforehand what would be best for ‘these’ under-developed communities and then an attempt (was) made to combine the programme decided upon, with the needs and decisions of the community” (Lombard, 1991:114). This

top-down approach tended to be authoritarian and “left very little room for adjustment to changing circumstances or for participation by target groups” (Kotze, 1997: 40).

This paternalistic attitude adopted by the apartheid regime according to Barnard (1989:31), poses certain questions, some of which are ethical in nature. Ethically, according to Barnard (1989: 31), “the question arises whether any one person has the right to interfere in the lifestyle of another person.” Bearing in mind that the logical reasons for the implementation of community development programmes is to improve the quality of life of the target system involved, the selection of standards by which this should be done merits careful consideration.

The argument to be pursued in this study is that “successful development is equally dependent on the willpower, motivation and mobilized effort of each and every citizen; therefore...community participation and involvement in all aspects of the process is essential, and without which community development cannot take place” (Barnard, 1989:42).

2.5.4. Community development as a movement

As a movement, community development aims at improving the quality of life for everyone, is regarded as a cause to which communities are

dedicated (Lombard, 1991:114), and is concerned with promoting local participation.

It encompasses progress with certain ideological content with emphasis on the emotional content or ideology behind the programme. Lombard (1991:114) points out that it is not neutral in character: “some will approve of it, others will not.” For example, it can involve a high degree of emotional commitment and dedication to the cause of development initiatives e.g. picketing and “toy-tying” for a noble cause (Dunham, 1970: 263).

The community exercises full control in this process. As the rural community goes through the process of development, acquires knowledge, skills and expertise, it is empowered to deal with various development issues affecting them as members of the community.

In this study, the type of community development approach discussed is the one that emphasizes self-help, felt needs, community participation and empowerment.

2.6. Principles of community development

There are basic principles underlying the process of community development. It is important to understand these most important principles that seem universally

applicable, which will be discussed in this section.

2.6.1. Principle of need

This principle recognises that at the heart of every community development programme there is a recognised need to be satisfied (Wileden, 1970:278). Wileden (1970: 278) asserts that “until there is an appreciation of a need it is very difficult, if not impossible, to get a community development program underway...(and)...the recognition of this need must be expressed in specific terms.”

2.6.2. Principle of agreed upon goals

According to this principle, it is only when the felt needs come to be expressed in terms of agreed upon goals that the basis for community action is established. Such goals “may be of a kind that can be quickly accomplished, or they may express a long-range objective...(the fact of the matter is that)...they have to or develop as broad a basis of acceptance as possible” (Wileden, 1970:279).

2.6.3. Principle of co-operation

Co-operation between individuals and groups within the community and with other communities is essential for the success of community development programmes. Such co-operation does not mean the right to

express “different points of view, or even of open conflict, but the final result to be sought is co-operative effort” (Wileden, 1970:282).

2.6.4. Principle of participation

It is imperative that participation of all individuals in the community is encouraged. It is important that every community member should be kept informed of any plans and programmes taking place in their neighbourhood. To stress the point, Swanepoel and de Beer (1996:26) argue that every person, whether relatively poor, poor or the poorest of the poor, should be part of the decision-making mechanism regarding his or her development.

2.6.5. Principle of empowerment

Community members must be able to take responsibility for their own development. It involves “the full participation of people in the formulation, implementation and evaluation of decisions determining the functioning and well-being of the society” (White Paper for Social Welfare, 1997:86). According to Swanepoel and de Beer (1996:27), communities must be helped “to gain the ability to take responsibility for their own development, by bringing them into contact with information systems and training opportunities”. Furthermore, they stress the point that “people’s empowerment is a process fed by information, knowledge and experience,

that brings them into confidence in their own abilities.”

2.7. Issues, problems and tasks confronting development practice

A wide range of political, social and economic issues and problems, according to Taylor and Roberts (1985:399), have confronted community practice, particularly in Third World countries. Some of these problems have their roots in the fact that for generations people have endured poverty, have been excluded from decision-making, have been handicapped by backwardness in technology, and have been frightened by climates of political uncertainty (Wilson and Ramphela, 1989:170).

2.7.1. Issues and problems

Taylor and Roberts (1985:399) explain that as a result of the process of rapid change, “people in these Third world countries have had their aspirations raised to a level at which their aspirations cannot be satisfied ...(and)...as these aspirations are frustrated, either because of inadequate personal means or because resources are denied to them, their increased level of frustration further aggravates the problem”, and renders them powerless in dealing effectively with their needs and problems.

The recognition of a problem, as a rule, does not automatically lead to programmes for its solution or stimulate collective social action. This only happens when people affected by the problem take the initiative, or when

those who are concerned with the welfare of the affected group take command to seek solutions or to get the people organised and are collectively stimulated for social action for the purpose of realising their objectives. As stressed by Barnard (1989: 65), the problem remains and continues to affect adversely the lives of the people.

As economic concerns take precedence over other social concerns, community practice in the rural sectors of developing countries focus on problems of ignorance, sanitation and hygiene, illiteracy and training for handcraft or agricultural production.

2.7.2. Tasks and programmes

With regard to tasks and programmes developed in response to community needs and problems, two major types focused on are:

- a) providing services and facilities; and
- b) developing the people's capacities to fend for themselves.

In the development of services and facilities, the tasks that engage community practice are those connected with the inadequacy of social and welfare provisions, such as cultural, social, and recreational needs; housing provisions for low income groups who are relocated because of urban development or natural disasters; provision of environmental improvement;

and various other services of an educational and developmental nature. The fact of the matter here is that such programmes and services are directed at the perceived needs of the community as a whole or for specific, usually disadvantaged, groups.

These tasks usually engage the community facilitators in studying the community and its needs; educating the community residents through information dissemination and developing local information networks they could utilise in order to empower themselves for the purpose of improving their lot.

The second category of programmes and tasks are community- or resident-focussed. Taylor and Roberts (1985:401) observe that “the primary interest of such programmes lies in educating the community for self-help and mutual-help initiatives; and in developing ones, for enhanced community participation and social relationships.” Depending on the perception of the issues at stake, the tasks could involve organising people, bargaining and negotiating with relevant authorities and mobilising for collective social action.

On the other hand, when the issue at stake is of a broader nature - such as community cohesion or social relationships - the dominant social tasks of

community facilitators are usually those of organising residents' groups, helping members to set priorities for community needs, building leadership and allies, and mobilising for community self-help initiative.

2.8. Models of community practice

There are four dominant models of community development practice which are discussed, primarily, in order to explain the different focusses and emphases among them.

2.8.1. Economy oriented focus

In this approach, the enhancement of economic self-sufficiency is emphasised. According to Taylor and Roberts (1985:408), programmes are designed as a "form of training to teach the villagers a craft, skill, or trade; the construction of facilities such as electrification or improved irrigation, self-help, mutual-aid projects such as simple cooperatives or credit unions to protect the poor from middleman exploitation." This model is based on the assumption that economic self-reliance would lead to improvement in the standards of living.

2.8.2. Social goals focus

This approach stresses the promotion of social relationships and social responsibilities of individuals in the maintenance of social stability in the

community. Taylor and Roberts (1985:409) have argued that, “by providing social, cultural, and recreational programs through community centres, this approach attempts to shape the development of citizens, especially children and youth, in the direction of preferred social goals such as cooperation, community consciousness, indigenous leaders, and volunteers; by sharing resources and collaboration with other organisations in joint projects at the neighbourhood level; and by encouraging citizen participation in community or environment improvement and self-help programs.” It was expected that a community spirit or sense of neighbourliness would thrive and that harmonious social relationships and a sense of social responsibility would emerge.

2.8.3. Service-oriented focus

The third approach involves the improvement of social provisions and community facilities. This approach assumes that “the solving of problems and improvement of social provisions must be a task shared by the neighbourhood and the relevant authorities and (it) gives primacy to consensus and collaboration” (Taylor and Roberts, 1985:409). Through self-help initiatives such as neighbourhood level projects, communities are enabled to increase their problem-solving capacities and to contribute towards the improvement of their environment.

2.8.4. Social integration and stability focus

Taylor and Roberts (1985:410) explain that the emphasis, in advancing community integration and stability, has been on establishing and strengthening channels of communication among community members.

Bearing in mind the assumption that in most cases “ignorance breeds discontent which, in turn, often upsets social stability and community integration...a concerted effort focused...on reducing communication gaps between the people and the authorities...(has to be maintained)...through extensive use of official and sponsored intermediary (communication) structures.”

2.8.5. Social transformation

The term “development”, is defined as a “gradual unfolding, ...growth ... evolution (and a) ..stage of advancement and social change.” The concept “community development” therefore implies a process of positive, and beneficial change for groups of people aimed at improving their quality of life (Gray, 1998: 52). The process of development does not end with the general improvement of living standards of community members but also with the process of social change that brings about economic growth and political development, resulting in autonomy and social reconstruction of community members, especially the most poor and marginalised sections

of our communities, which are children, women, the elderly and the disabled (Wilson and Ramphele (1989:174).

In community development, the benefit of community involvement and participation, which is a central component of empowerment, be it on a personal, political or socio-economic level, is the achievement of social justice and transformation, where the needs and democratic rights of all people in the community are taken seriously.

2.9. Critique of “community development”

From a literature review perspective there appear to be “contradictions and shortcomings of community development as documented by various researchers” (Swanepoel and de Beer 1995:133).

The critique about the process of community work is that it “...must be the most abused form of development over the last four decades” (Swanepoel and de Beer 1995:133). According to MacKendrick (1987:114), it appears to function optimally at micro level...(the local community). At macro level...(regional and national level)...other forms of development which focus on large-scale economic growth and development of large numbers of people over a wide geographic area are required” (MacKendrick, 1987:114).

The critique levelled against community development is that it was, ironically, used by oppressive regimes, as a tool of marginalisation and disempowerment of communities mainly in order to:

- a) "...placate unsatisfied people;
- b) get development done in a cheap way;
- c) soften up the people before the government's bulldozers moved in;
- d) indoctrinate the people to get their blessing for programmes that had very few benefits for them; and
- e) westernise, especially women, to demonstrate that they too subscribed to the western notion of the wholesome wife..." (Swanepoel and de Beer, 1995:133).

In South Africa, the apartheid legacy of community development emphasised the responsibility of government, politicians and its officials in ensuring that departments practised and implemented development programmes which strived towards certain selected goals set by the state policy makers. Hence, as far as the apartheid government was concerned, "it was not always possible to adhere rigidly to the community development approach (priority was placed on the stimulation of development) at a more rapid pace than they themselves would have set" (Swanepoel and de Beer, 1995: 28).

The empowerment strategies, according to Gray (1998:60), are vital in laying the

foundation for community development to take place effectively, namely:

- a) "...consciousness-raising in making oppressed people aware of the extent to which their problems are caused, not by their own wrong-doing, but by the context in which they live;
- b) normalisation in making oppressed people see that they are not to blame for their poverty; and
- c) collectivisation by focusing on collective interests..."

According to Swanepoel and de Beer (1995:133), the point of concern is that "if community development is still seen within (the above-mentioned) outdated and discredited paradigm, (then) there is no chance of success, even if the technique and methodology are perfect." Hence the change to and emphases on the empowerment strategy of community development have to be taken seriously into consideration.

2.10. Summary

In this chapter the term "community development" has been discussed. From this presentation the concept "community development" has been viewed as an interdisciplinary process encompassing every aspect of community life, such as the physical, social, economic, etc (Barnard, 1989:53). It is a "melting pot of expertise and skills" and as an interdisciplinary process "requires a blurring of professional boundaries" Gray (1998:57).

Furthermore, the process of “community development” has been seen to enhance collective action in order to promote the community’s well-being. Such action may be used either to try to effect a desired community change or to block a proposed social programme.

CHAPTER 3

COMMUNITY PARTICIPATION AND EMPOWERMENT

3.1. Introduction

Experience with regard to community development programmes throughout the world has shown that “the ‘quick fix’ approach, where the experts come in and ‘sort-out’ a community’s needs (and problems), does not succeed in the long run” (Toms, 1992:134). Understandably, the idea that development can be injected from the top to the bottom, according to Coetzee (1989:162), cannot be entertained as it suggests that “development can be designed by planners and scholars from afar; then delivered by technicians and agents; and finally addressed at local level.”

Implementation of any development project cannot be affected successfully without an active and widespread participation of its community members. In putting community members at the forefront of rural development programmes, the “tailoring, (planning) and implementation of projects to the needs and capabilities of people who are supposed to benefit from them, should be taken into consideration...(and)...no longer should people be identified as ‘target groups’ (rather) as intended beneficiaries...to be benefited, rather than impacted” (Cernea, 1985:12).

Ideally, community participation should be aimed at empowering the community to be involved in decision-making processes, in implementing programmes, their

sharing in the benefits of development programmes, their involvement in benefits of development programmes, and their involvement in efforts to evaluate such programmes.

According to the Swanepoel and de Beer (1997:26), the concept of participation is “equated with structural change and access to resources in an attempt to alleviate poverty.” By way of explanation, Swanepoel and de Beer (1997:26) stress that there are two issues involved in participation “the identification of socio-economic groups that can function as a social unit (and)...the use of non-formal education to create an awareness among those involved.”

To achieve empowerment, Buller and Write (1990:59) maintain that “the process usually adopted is to help individuals from the group with a carefully considered form of organisation...set up with long term processes of development in view, as it is through the group that people gain confidence in themselves, develop solidarity, and work out how to act collectively.”

3.2. Community participation

Community participation in development as expressed by Spies (1983:134) is “accepted as a basic rule for planning a development strategy” and through it communities are enabled to “organise, plan and act in such a way that they can improve their own lot” (Spies, 1983:134). As far as Oakley (1991) as quoted by

Penderis (1996:127) is concerned, participation is a process which “entails harnessing the existing physical, economic and social resources of rural people in order to achieve the objectives of development programmes and projects.”

Community participation, as explained by Penderis (1996:127), is “an umbrella term for a new form of development intervention and is essentially a self-transforming process and proactive learning by doing exercise.” Paul (1987) and Rahman (1993), as quoted by Penderis (1996:127), capture the essence of community participation as “an active process by which beneficiary client groups influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self-reliance or other values they cherish.”

If participation is put into effect, as suggested by Kotze (1997:38), “communication is created and the situation is achieved which the local communities are in a position to identify and analyse a development problem for themselves” with the understanding that they have superior knowledge of local problems affecting their communities.

Community participation is a process of “...awakening (conscientisation of community members) at the bottom” (Coetzee, 1989:164). It is about “locating true decision power in non-elite people and freeing them from manipulation and

co-option” (Taylor and Mackenzie, 1992:238). According to Taylor and Mackenzie (1992:236), the concept “community participation” refers to “the organised efforts to increase control over resources and groups and movements hitherto excluded from such control.” It is a vehicle for beneficiaries choosing their own path to development and preserving their indigenous skills, a means of widening the choices available to them and of capacity building and empowerment, putting the last first (Manikutty, 1997:115).

“Participation” according to Montgomery (1988:xvi), means the “involvement of a significant number of persons in situations or actions which enhance their well-being, that is, their self income, security, self esteem etc.” It requires the voluntary and democratic involvement of people in:

- a) contributing to the development effort;
- b) sharing equitably in the benefits derived therefrom; and
- c) decision making and implementing economic and social development programmes” (United Nations, as quoted in Midgely, 1986:25).

As far as Wileden (1970:280) is concerned, community participation can be brought about through:

- a) awareness among members of the community concerning the needs and problems prevailing at the time and a concern to do something about it;
- b) building on past experiences, nurturing trusting relationships and the

good will of the community;

c) making use of local resources both physical and human on which to build (e.g. talents and resources available in the community), and

d) development of effective local leadership which may include innovations, direct group leaders, special interest and community leaders in general.

On the other hand, Kotze (1997:37) argues that the purpose of community participation is about:

a) facilitating the release and development of local capacities and resources;

b) maintaining partnerships between development agencies and people;

c) developing structures to channel community participation;

d) networking and supporting local communities to take rational decisions in the context of their own environment and field of experience.

According to Penderis (1996:128), there are four ascending intensity levels of community participation in development initiatives, namely:

a) Information sharing.

This level of participation involves the transfer and multi-directional exchange of information through the planning process which facilitates collective action in equipping beneficiaries to understand and perform their tasks effectively;

b) Consultation.

This refers to a process of interaction with beneficiaries on key issues of project design which increases the level of intensity of community participation which, in turn, contributes to the successful outcomes of projects;

c) Decision-making.

This is at a higher level of intensity which occurs when views and decisions of beneficiaries are integrated in the design and implementation of the planning process, which implies a greater degree of control or influence on projects; and

d) Initiating action.

This is at the highest intensity level, in which, according to Penderis (1996:128), “beneficiaries are proactively involved and able to take the initiative in terms of actions or discussions pertaining to a particular project...(It further)...implies a process in which beneficiaries acquire greater control over their particular life situation”.

In agreement with Penderis (1996:128), Brager and Specht (1973:39) point out that everyone does not participate in decision making to the same degree (refer to Table 3.1). The degrees of participation of community members in a project, ranges from “the low end of the scale (no responsibility for decision making) to the high end (control of decision making). An illustration of the degree of

**TABLE 3.1. : DEGREES OF PARTICIPATION, PARTICIPANT'S ACTION AND
ILLUSTRATIVE MODES FOR ITS ACHIEVEMENT**

DEGREE	PARTICIPANT'S ACTION	ILLUSTRATIVE MODE
1	None	The community is told nothing
2	Receives information	The organization makes a plan and announces it. The community is convened for information purposes; compliance is expected
3	Is consulted	The organization tries to promote a plan and seeks to develop the support which will facilitate acceptance or give sufficient sanction to the plan so that administrative compliance can be expected
4	Advises	The organization presents a plan and invites questions. It is prepared to modify the plan only if absolutely necessary
5	Plans jointly	The organization presents a tentative plan subject to change and invites recommendations from those affected. It expects to change the plan at least slightly and perhaps even more substantially
6	Has delegated authority	The organization identifies and presents a problem to the community: defines the limits and asks the community to make a series of decisions which can be embodied in a plan which it will accept
7	Has control	The organization asks the community to identify the problem and to make all the key decisions regarding goals and means. It is willing to help the community at each step to accomplish its own goals, even to the extent of administrative control of the programme
		<u>Source:</u> Brager and Specht (1973:39)

participation is presented as Table 3.1.

The success of community participation is directly related to how well certain prerequisites are met, such as the following:

- a) communities should have the ability and the willingness to participate meaningfully towards community upliftment programmes. It is important to say that they should be motivated and not coerced or forced to be actively involved in development projects;
- b) participation must be properly programmed. There must be an opportunity to participate in and not to expect participation in emergency situations only;
- c) participation should be well planned and the areas and levels of participation clearly identified and defined;
- d) potential benefits of community participation should be greater than the costs. Benefits should be known and explained to the participants;
- e) community facilitators must be able to communicate their ideas and proposals to the community. By way of example, their language must be clearly understood in order to prevent misunderstanding which could result in unacceptable end products;
- f) sound community structures must be in place before participation can take place; and
- g) the proposed development programme or project must be relevant to the community's needs, requirements and ambitions.

It is important to mention that participation is one of the ways to counteract the isolation of people in a community. According to Kotze (1997:38), “if participation is put into effect, communication is created and a situation is achieved in which the local communities are in a position to identify and analyse a development problem for themselves.” Bearing in mind that local communities have first-hand knowledge of local problems, they should be fully involved in all community development programmes.

Community participation, as emphasised by Taylor and Mackenzie (1992:328), can come from three different sources. It can be:

a) Induced from above by some authority or expert.

This type of community participation is induced by government. Taylor and Mackenzie (1992:238) stress the point that this type of participation “is rarely if ever, achieved by a mobilisation approach from above except possibly in circumstances where the views of government co-incide.”

b) Generated from below by the non-expert populace itself.

This is a bottom-up process that takes place from “within” and studies conducted by authors like Goulet (1974:167) confirm that, in Third World countries, this source of participation, where “deliberate initiatives taken by members of a community of need, have been found to be very useful indeed.”

c) Catalytically promoted by some external third agent”.

Taylor and Mackenzie (1992:238) state that external agents are the various non-governmental organisations concerned with community development.

“Although generated from outside the local community, intervention by third party change agents, differs in important respects from top-down participation induced by the state or other groups.” A third party participation usually aims at empowering hitherto powerless people to make demands for goods, not to contribute their resources to someone else’s purposes” (Taylor and Mackenzie, 1992:238).

There are, nevertheless, serious obstacles to community participation, as stated by Tom (1992:15), Swanepoel and de Beer (1997:26). These are:

a) Operational.

Issues such as too much centralisation of power, limited capacity, limited co-ordination and inappropriate technology, fall under this category.

b) Culture of poverty.

The vicious circle that keeps people enmeshed in poverty must be broken to make participation a reality.

c) Lack of structural support for participation.

Appropriate structures are necessary for participation. Some existing structures may even be anti-participatory, making things worse in the process.

d) Tokenism, racism and paternalism.

Real participation involves risk in relinquishing control to the community. Whatever token structure set up with no real power to influence decisions will be bound to fail. Racism is another pitfall to effective community participation. Unless the dominant race is prepared and willing to interact as equals and respect people and views from the oppressed group with regard to their desires and needs, success in community participation will be at stake. With regard to paternalism, people need to be respected and treated as adults. Any form of paternalism will definitely make a mockery of the idea of community participation.

The process of community development should be based on genuine participation of the community involved in each step of the project as it moves along. It should provide for constructive contributions toward practical solutions of community problems. Their thinking as well as their action, should find their way to the solution of the problem (Adult Education Association, 1955:6).

The more participation is encouraged, the "...greater the likelihood that effective learning and development will occur...(and)...the more sustainable community development becomes" (Gray, 1998:52). As further explained by Gray (1998:52) (participation leads to mutual encouragement among members, greater helpfulness, more emotional involvement, a better division of labour, and increased group

involvement in defining and solving problems.”

According to a research study by Kindervatter (1979:137), the success of participation as a process was emphasized by stressing that it:

- a) gave people power as decision-makers;
- b) involved people as local leaders;
- c) based content on people’s immediate needs and interests;
- d) posed problems which participants solved through discussion and by taking action;
- e) utilised methods which promoted self-expression and dialogue;
- f) benefited those who participated directly;
- g) included a change agent...who acted as facilitator, procedural guide, content resource and link to outside resources; and
- h) operated on the take-over principle, preparing the community to assume responsibility, through the development of new skills and capabilities, and allowed them to do so (Gray, 1998:52).

To ensure that genuine participation prevails, the following have to be taken into consideration:

- a) Community members have to be trusted and respected.

As adult participants with a sense of personal dignity, communities must be treated with respect at all times and never feel humiliated or laughed at

before others (Schenck and Louw, 1995:10). As a matter of fact, everybody's needs, initiatives, creative abilities, skills and knowledge have to be regarded as important and must be valued.

b) Programmes and projects should be based on the felt needs of the community.

For participation to be effective, programmes and projects need to address the needs and wants as perceived by the community. The community should be enabled to be aware of its needs, have an idea of the extent, and implications, the change that would be achieved by alleviating the need and should want to change accordingly.

c) Participation should be based on the understanding that effective involvement starts with and builds on what the community members already know and have.

It is acknowledged that community members, to their credit, know their community best and have a wide experience in trying to grapple with the various problems affecting them. It is important that this wealth of knowledge be acknowledged in order to enhance full participation.

It must be stressed that participation in the development context implies the need to involve those people who are supposed to benefit from development programmes - "those people who have up to now often been the 'object' of development planning" (Coetzee, 1989:162).

Community participation ensures a breaking of the monopoly of knowledge.

According to Hall (1982), as quoted by Coetzee (1989:162), participation refers to “a catalytic process of freeing the creative forces of the impoverished and exploited of any given society and enabling those forces to come to grips with the problem of underdevelopment.”

Furthermore, “the only way in which self-reliant, indigenous development can be attained is to work on the assumption that the beneficiaries of development will also have to be contributors to it (and) in order to do (so), the entire population (including the rural population) has to be drawn in” (Coetzee, 1989:162).

Participation in the development process, according to Coetzee (1989:163), has to imply community involvement on all levels:

- “* the immediate and direct benefits of development to the community should trickle down as a result of participation in the process - by taking part in the process, people can articulate the problem and set the ball rolling.

- *the benefits of development should not be confined to the results, but have to form an integral part of the process.

- * the whole community should be involved - villagers, farmers, unemployed people, educators and opinion leaders.

- * development should be a total educational experience, which serves to

satisfy community needs - an awareness of and commitment to the problems should start from within.

- * development should be a liberation of the human creative potential and the mobilisation of human resources - in order to solve the social, political, economic and material problems.

- * development has ideological implications, for it re-affirms the political nature of everything that is done in this context.”

Concerning benefits derived from community participation, Uphoff (1986:65) emphasises the following:

- a) more accurate and representative information is derived about the needs, priorities and capabilities of the local community and more reliable feedback on the impact of initiatives and programmes is secured;
- b) adaptation of programmes to meet local conditions so that scarce resources can be employed more efficiently;
- c) access to local expertise and technical information that can otherwise be costly to obtain, can be realised; and
- d) co-operation in new programmes, which is more likely to occur when local organisations have the confidence of rural people.

In the context of development, community participation as a methodology for assisting disadvantaged groups can be viewed in various forms:

- a) as an instrument of empowerment where the transfer of decision-making power leads to more equitable sharing and control of the decision-making and planning process, both individually and collectively, by people at grassroots level.
- b) to increase project effectiveness in a form of “timely inputs by the beneficiaries (that) allow more efficient use of local knowledge, skills and resources. (As a result) projects are more likely to be considered legitimate if decisions have been generated and buttressed by grassroots support and are reflective of community needs and expectations” (Oackley 1991 as quoted by Penderis, 1996:129).
- c) as a capacity building process in order to strengthen various skills and knowledge of beneficiaries by sharing in the planning and management tasks of a project and actively monitoring various sections of the project.
- d) as a self sustaining development process which “infers continuity after project completion...(through the development of the community's)...self-sustaining momentum of development” (Penderis, 1996:129).

Kruijer (1987), cited by Coetzee (1989:163) stressed that “the principle of (community) participation takes as a point of departure the fact that people, in collaboration with others, have the capacity to subordinate nature. The main point is, however, how people want to use this capacity. If it is merely to profit from others or to strive towards individual change, then the principle of participation

will not apply. The concept of development through participation will have to include a commitment to one's fellows. This commitment does not exclude striving for self-fulfilment, but self-fulfilment should not obstruct the self-fulfilment of others."

The concept "community participation" according to Swanepoel and de Beer (1995:44), "...is always connected to the doing by communities, groups or individuals, of things related to the development, improvement or change of an existing situation, to something presumably better." It is of concern that participation efforts by the community are often undertaken in a top-down fashion (it is something given to the poor by the authority or non-governmental working for the alleviation of poverty (Swanepoel and de Beer, 1995:134).

It is paternalistic in nature in that "local people are guided to accept more and more responsibility as and when they are judged by their guides to be ready for it...(and that)...the learning is done by the poor and the teaching is done by the development institution" (Swanepoel and de Beer, 1995:134).

Wisner (1988), as cited by Swanepoel and de Beer (1995:44), distinguishes between a "strong" and a "weak" interpretation of participation.

a) “Strong” interpretation

This interpretation “advocated a new style of development which was radically participatory and in which land reform, asset redistribution and other necessary preconditions set the stage for the poor to take control of their own development, usually through grassroots organizations...”

b) “Weak” interpretation

This type of interpretation of participatory development, according to Swanepoel and de Beer (1995:45), “...saw participation as a limited, formalised process, stripped of the political volatility of direct popular involvement...”

For the purpose of this study, the “strong” type of participation which is designed towards empowering communities to take control over their lives is strongly advocated.

3.3. Community empowerment

The concept “community empowerment”, according to McWhirter (1991), as quoted by Anderson (1996:88), is the “process by which people, organisations or groups who are powerless, (a) become aware of the power dynamics at work in their life context, (b) develop the skills and capacity for gaining some reasonable control over their lives, (c) exercise this control without infringing upon the rights of others and (d) support the empowerment of others in the community.”

Rubin and Rubin (1986:20), agreeing with McWhirter (1991), confirm that the concept “community development” involves “...local empowerment through organised groups of people acting collectively to control decisions, projects, programs and policies that affect them as a community.”

The concept “community empowerment” as explained by Anderson (1996:87), is:

- a) about bringing people who are outside the decision-making process into it;
- b) about individuals being able to maximise the opportunities available to them without or despite constraints of structure and state;
- c) concerned with the process by which people become aware of their own interests and how these relate to those of others, in order to participate, from a position of greater strength, in decision-making and actually to influence such decisions; and
- d) a process that involves some degree of personal development - “moving from insight to action” (Anderson, 1996:88).

“Empowerment” refers to the “development of an effective support system for those who have been blocked from achieving individual or collective goals because of severity or complexity of the discrimination they have suffered” (Motshogane, 1993:14). The purpose of such a support system, according to Swanepoel and de Beer (1997:130), is to release the energy and abilities of

community members to enable them to “create a society in which the once poor majority, will emerge out of their poverty and transform themselves into citizens with rights and responsibilities- like everyone else.” Genuine development work, according to Wilson and Ramphela (1989) as quoted by Swanepoel and de Beer (1995:38), “is that which empowers people; which enables them to build organisations, like a hydro-electric dam, pool their resources and generates power where previously there was none.”

Through community empowerment, according to Kotze (1997:53), support towards the strengthening of community and local capacity is the main issue of concern. Capacity as stated by Gray (1998:53) “...being the process through which people are provided with the necessary opportunities to develop skills to cope with their problems and to develop effective responses to life’s challenges.”

Capacity building, as suggested by Kotze (1997:53), involves the following:

a) Capacities of local organisations.

This process includes institution building at local level since it is the local people who must make sustained development happen.

b) Skills transfer.

This refers to the transfer of “hard skills” which will enable community members to perform specialised tasks, especially during the implementation stage of the project. By identifying such needed skills, Kotze (1997:53)

believes that “the objective is to equip people with capacities which could be utilised beyond the project’s implementation stage”.

The process of community empowerment has three dimensions:

- a) personal, where “empowerment is about developing a sense of self and individual capacity, and undoing the effects of internalised oppression” (Anderson, 1996:87);
- b) close relationships, where “empowerment is about developing the ability to negotiate and influence the nature of the relationship and decisions made within it’ (Anderson, 1996:87); and
- c) collective, where “individuals work together to achieve a more extensive impact than each could have achieved alone...(and this normally includes an)...involvement in political structures, but might also cover collective action based on cooperation rather than competition (Anderson, 1996:87).

The process of community empowerment involves the identification of the power blocks that contribute to the problem of powerlessness. According to Sherman and Wenocur (1983) as quoted by Motshologane (1993:13) “empowerment refers to the ability to manage resources, skills, knowledge, and / or material resources in a way that effective performance of valued social roles will lead to personal gratification.”

The goal of community participation as articulated by Rubin and Rubin (1986:21), “is to change the system so that potential partisans and authorities can be one and the same.” In order to accomplish this ideal, Rubin and Rubin (1986:21) confirm that “people must learn that they are not helpless, dependent upon government and business;...rather than awaiting for decisions made by others, potential partisans act together to control their own lives.”

Rubin and Rubin (1986:21) stress that, “empowerment occurs when people run their own country or neighbourhood programs, such as food cooperatives or credit unions.” It can involve influencing the political system to achieve the goals of the local organisation. Central to the process of community empowerment, “is peoples’ willingness to challenge formal authority in order to do things for themselves”. Rubin and Rubin (1986:21) explain that “this challenge to authority, is not usually revolutionary...(but it enables the grassroots’ group to)...take advantage of cracks in the system to win victories and demonstrate that authority can be challenged and that the people can generate power through their numbers”. Empowerment as stated by Rubin and Rubin (1986:22) “is not an all or nothing proposition; degrees of empowerment can be measured;...the more people in their own organisations determine the goals, act together to achieve the goals, directly receive benefits, and evaluate whether or not the action was worthwhile, the more local empowerment exists.”

To achieve community empowerment, according to Butler and Wright (1990:9), “the process usually adopted is to help individuals form a group with a careful considered form of organisation...(and)...this is set up with long term processes of development in view as it is through the group that people gain confidence in themselves, develop solidarity, and work out how to act collectively.” It is usually “from this understanding that the group can devise strategies to break the chain and create ‘space’ for...alternative development under their own control.” Community empowerment “embraces both increasing individual esteem and organising collectively to break the chain of dependency;...(and)...the aim is ...(always)...to achieve human potential by people becoming subjects in their own world rather than objects in other people’s worlds” (Oakley and Marsden, 1984 as quoted by Buller and Wright, 1990:59).

According to Korten and Carner (1984), as cited by Swanepoel and de Beer (1997:130), empowerment (people centred development) rests on the following assumptions, that “it is an approach to development that looks to the creative initiative of people as the primary development resource and to their material and spiritual well-being as the end that the development process serves.” To be able to achieve and realise the mentioned assumptions, it is important to emphasise the following points:

a) Empowerment has to require assistance from the “outside”.

The required assistance refers to skills and organisational training, credit,

income generating schemes, appropriate technology, education and access to basic services (Racelis, 1986:49). According to Wileden (1970:79), assistance from outside, “including counsel and technical..must be available to local community situations.” Outside resources will be available from many sources, both public and private, and the professional workers in the agencies and organizations will definitely be influenced to accept the validity of the community development approach and to work accordingly in the attempt at empowering communities (Wileden, 1970:79).

b) Through empowerment concrete and abstract human needs have to be addressed.

Needs must be specific and be translated into concrete objectives. In most cases the poor and disadvantaged have specific needs and specific knowledge about their environment (rural and urban). They should be enabled to understand the situation they are faced with in order for them to be able to see the problems in relation to the total community, thereby allowing them the opportunity to make decisions regarding their solutions. Therefore, by taking control of their destiny, abstract needs like self image, for instance, are effectively met (Swanepoel and de Beer, 1995:50).

c) Empowerment should provide a learning opportunity for the community.

Through community empowerment communities are enabled to discover their own answers, and as they learn through “seeing and doing” they gradually develop confidence in their own knowledge and abilities and are

enabled to deal with their developmental needs. In carrying out community development projects, communities should become better informed about the needs and problems they are asked to work on and as a result of their experience in working on their community problems, they should be better “tooled for democratic actions on other problems as a result of working together” (Adult Education Association, 1955:6).

d) Empowerment should enhance collective action.

Through community empowerment, a sense of collective participation of community members is greatly enhanced. According to a monograph published by the Adult Education Association (1955:6), the empowerment process is “based on the genuine participation of the people involved in each step of the project as it moves along.” In other words, as many as possible will be affected by the project and should be involved in making decisions, as well as actually participating in finding a solution to the problem.

Empowerment is about having “more choices, and having the freedom to choose...the gaining of an understanding of, and control over, social, economic and political forces, in order to improve one’s standing in society” (Gray, 1998:54).

Empowerment “as a process that enables people to gain control over their lives, centres around the idea of control” (Gray, 1998:54). Having more choices, and

having the freedom to choose, according to Lazarus (1990) as cited by Gray (1998:54), “are important aspects of empowerment with regard to the development of both personal power and political power.” According to Swanepoel and de Beer (1995:134), empowerment must be a bottom-up process, meaning that community members “must take empowerment.” The process of community development, therefore, is an important vehicle for empowerment of communities. Through the vehicle of community development space is created for communities “to take empowerment and provide the necessary information to the communities so that empowerment will be meaningful” (Swanepoel and de Beer, 1995:134).

With the supportive role provided by the community facilitators, the communities' “capacity will be built, not to assist planners and developers from outside, but to take full responsibility for their own development...the end result (being that communities) will enjoy ownership of development which they will execute in a responsible and enlightened way” (Swanepoel and de Beer, 1995:135).

By way of summary, the process of empowerment enables communities to:

- a) believe in themselves;
- b) take control of their lives;
- c) feel in charge of what is happening to them and around them;
- d) feel motivated and confident to face the challenges of life;
- e) achieve their optimal potential;

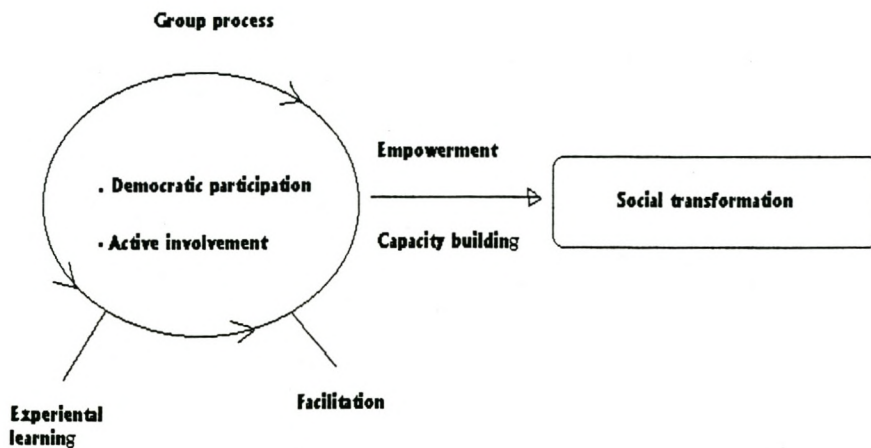
f) become involved in political change;

g) participate; and

h) take ownership and control through collective political action

(Gray, 1998:54).

**DIAGRAM 3.1.:STRATEGIC INTERVENTION METHOD FOR
COMMUNITY DEVELOPMENT**



Source: Gray (1998:45)

3.4. Summary

In this chapter, a conceptual framework of the process of community participation and empowerment has been broadly reviewed, outlined and discussed in order to provide a better understanding of the thesis which is basically about “community participation and empowerment.”

In this chapter, it was emphasised that through community participation and empowerment “mechanisms for the effective involvement of local communities in all aspects of development” acting collectively to control decisions, projects, programmes and policies that affect them as a community, are encouraged. The empowered community groups are in a better position to identify and deal with those power blocks or “...forces which affect one’s life space for one’s own benefit” (Motshologane, 1993:13), that impacts negatively towards the attainment of their social well-being.

It was also stressed that community participation and empowerment was “a complex and ongoing process through which people are enabled to exercise varying degrees of influence over development activities that affect their lives” (Kotze, 1997:52). It was specifically mentioned that participatory theories, “assume that all members of the community, if given the opportunity, are capable of contributing to the general good of the community...(and this)...brings with it a sense of control and ownership which is essential to the creation of sustainable

community development programmes” (Gray 1998:52). Ideally, the process of participation and active involvement by the community members themselves, leads to “...empowerment and capacity building, with the eventual aim of social transformation...” (refer to diagram 3.1).

CHAPTER 4

THEORETICAL REVIEW OF METHODOLOGIES FOR REALISING COMMUNITY DEVELOPMENT

4.1. Introduction

Over the years, large scale efforts have been made mostly by developed countries, like the United States of America and Britain as well as organised funding bodies (Oxfam, Ford Foundation), to render assistance to underdeveloped communities, particularly the rural areas of countries in Africa, Asia and South America, in order to help alleviate distress and improve their standards of life. In South Africa, which is predominantly a Third World country, large scale responsibilities of “helping a community to help itself or getting a community development project going or initiating community-based development projects” is a daunting task for the elected democratic government (Swanepoel and de Beer, 1995:11). This is important in order for government to realise its objectives and mandate to lead the country towards reconstruction and development.

A review of the literature reveals that various methodologies have been designed and implemented, but with regard to the evaluation of results, these community development methodologies have “enjoyed a certain measure of mixed success and mixed support...(because of the paternalistic view of governments that communities should be)...guided to accept more and more responsibility as and when they are judged by their guides to be ready for it” (Swanepoel and de Beer,

1995:11).

It is important to stress that among the various methodologies, there is no model that is totally applicable, without appropriate adjustments, to every community development event (Mwanza, 1992:113); but as a rule “the practice situation determines the choice of the methodology to be selected” (Lombard, 1991:241).

In this chapter the researcher will not concentrate on yet another study on the origins and principles of community development but emphasis will be on the implementation level of the methodologies. This will be in order to establish their effectiveness in community development. In doing so, the researcher will discuss:

- a) the conceptual foundation of the term “development”;
- b) several development methodologies designed nationally in South Africa or as derivations from the models developed internationally in the United Kingdom and the United States of America;
- c) an analysis with regard to the utility of these development methodologies, particularly in rural areas; and
- d) some obstacles that negatively affect the process of development.

4.2. Conceptual foundation of the term “development”

Before discussing the methodologies of community development, it is necessary to lay down a foundation of what development means theoretically.

According to Cloete, Groenewald and van Wyk (1996:5), the concept “development” entails “a value judgement...(and)...is often seen in conjunction with other terms such as, change, growth, progress, reform, transformation or even revolution.” De Clercq (1980:1) on the other hand, emphasises the notion that “the development situation embraces three distinguishable facets, namely:

- a) the manner in which the process of development is planned and implemented to achieve the goal set by the development agent;
- b) the course of development itself which, in accordance with certain accepted theoretical principles, has been devised with great care; and
- c) man, as he exists within the context of the underdeveloped community.”

As Coetzee (1989: 1) states, “development concerns people - people experiencing the reality within which they find themselves day by day...feeling its implications and seeing its practical functioning around them.” According to Morris and Gilbreath (1996:162), community development is a “purposive activity with a positive purpose, which exists in the efforts of people and is oriented towards the development of the community”.

For the purpose of this study, the concept “community development” will be regarded as “a process in which local actors attempt consciously to create or strengthen the networks through which they can work together to solve their community problems and express their shared interests in the locality.” As a

process, according to Swanepoel and de Beer (1995:27), it “wants to empower people to take control, determine their own needs, decide on action and be equipped to maintain and take ownership of their own development.” Therefore it is important that “capacity must be built of individuals, communities and society to manage their own affairs...(and)...once this process gains impetus, communities will increasingly become the co-ordinators of their own development” (Swanepoel and de Beer, 1995:27).

In South Africa, Turok et al (1993: 1) stress that a distorted view of the process of development was portrayed, namely that it was “something that the state did for ‘others’ - for subordinates, who were located in ‘native reserves’ later ‘homelands’ (and its main covert feature was that it) perpetuated inequalities and the master-servant relationship.”

In an attempt to facilitate development in rural communities, Swanepoel and de Beer (1995:11) state that the methodology for ensuring the process of development has “shifted over the years, mostly because practice has shown the necessity for such changes;...(and)...the shifting of views has followed the main trends in development thinking, namely “a move away from the narrow focus on economic growth to a greater concern with the issues of equity and distribution, a concern to put the people back (and make them) feel part of the development initiative meant for the improvement of their standards of living.”

In this thesis the concept will be used to refer to a process which is concerned with man as a focal point of development, "...both socially and psychologically" (Lombard, 1991: 112). It is not the intention of the researcher to review and present an elaborate account of the trends in development thinking over the years from the narrow focus on economic growth to a broader one that places emphasis on social change and transformation (Gray, 1998:52).

4.3. Methodologies used in community development and empowerment

A tabulated review of development methodologies designed nationally in South Africa (Tables 4.1 to Table 4.5), and internationally in the United States of America (Table 4.6) and the United Kingdom (Table 4.7) reveal that, regardless of the practice model selected, there is consensus in that most of them emphasise a "method by which a problem or need can be approached, and a way in which knowledge, values and skills can be organised and applied - regardless of whether the problem is development oriented or preventive by nature" (Lombard, 1991:239).

Development methodologies as explained by Lombard (1991:240), emphasise "the cyclic aspect of the process...(which has a)...beginning and an ending as well as...certain phases in between." It appears from the methodologies that "the various phases are not so rigid that they can be placed in watertight compartments (and that)... it does not mean that the process cannot develop simultaneously into

two or more (combined) phases at a time” (Lombard, 1991:240).

By way of summary, Kotze and Swanepoel (1983: 57) give an overall explanation of the cyclic nature of development methodologies by arguing that the phases of these methodologies: “do not exist as separate compartments and do not follow neatly in each other’s footsteps. Rather, it is the emphasis that moves chronologically from one to the next phase. Discussing these separately one after the other, is therefore somewhat artificial and only possible analytically.”

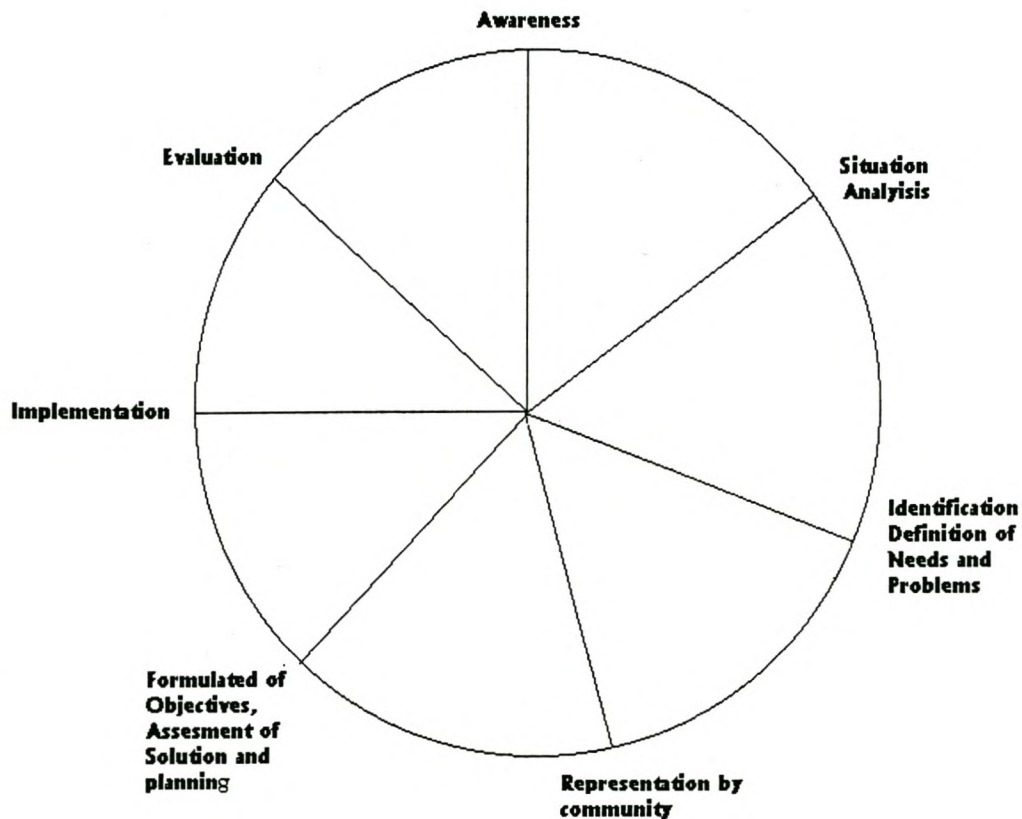
The cyclic nature of the process of community development, according to Lombard (1991:239), “implies that these phases move forward, but that it leaves enough room at the same time to return to previous phases...(and most importantly)...allows for a blending of certain aspects in different phases.”

As a matter of fact, “the process is not a simple sequential or linear one; most of the stages, as already mentioned, occur simultaneously with one or some of the others. Thus one phase does not necessarily await the completion of the other before it can start and tasks are not performed consecutively” (Lombard, 1991:240).

For the purpose of presenting a clear understanding of the cyclical nature of the process of community development, a diagram will be presented (see diagram 4.1).

According to Henderson and Thomas (1987:26), there are definite “interconnections between each of the stages in (the) process...(and)...the activities of each stage prepare for, and feed into, the subsequent stages; and there is, and ought to be, feedback from each stage...(with regard to what has been)...achieved in the preceding stages”.

DIAGRAM 4.1. :CYCLIC NATURE OF THE PROCESS
OF DEVELOPMENT



So far, a review of literature has shown that there are various methodologies for community development. The discussion that follows will focus on how each of these methodologies ought to be implemented. Insights to be gained from the development methodologies outlined as Table 4.1. to Table 4.7. have enabled the researcher in the design of an instrument (see Chapter 5) for the assessment of community projects; evaluation of selected case studies; and the collection of data for the research project.

4.3.1. Selected models of community development methodologies

A range of development methodologies (national and international), starting with the South African community development methodologies, will be presented in a tabular form. Although the researcher considers the five methodologies as South African, it can also be argued that these methodologies are derivations from models developed overseas. The purpose of including the overseas development methodologies was to establish whether there were marked differences in their adaptation, design and localisation by researchers for the South African situation.

The first community development methodology cited by Cloete, Groenewald and van Wyk (1996) is presented for easy reference as Table 4.1. in this chapter.

TABLE 4.1.: COMMUNITY DEVELOPMENT METHODOLOGY BY CLOETE, GROENEWALD AND VAN WYK (1996)**Phase 1 : Awareness**

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

Phase 2 : Situation analysis

A situation analysis of a community is done by studying the relevant community resources such as reports, existing profile studies, visits to community leaders from different interest groups, interviews with community members, surveys and by observing the community. The following are the guidelines for compiling a community profile:

- | | |
|--|-----------------------------|
| a) Map of the community | b) Population information |
| c) Historical and geographical information | d) Physical characteristics |
| e) Economic characteristics | f) Social characteristics |
| g) Religion | h) Welfare |
| i) Management bodies. | |

Phase 3 : Assessment of problems , needs and priorities

On the information that was collected during the preliminary phase, further investigation will be conducted into the community's problems and needs in order to assess the priorities that should be attended to. During this phase the community analyses, in conjunction with the community developer, their problems and needs with reference to the causes and the possible solutions and assesses the priorities that need to be addressed. Needs of communities can refer to any of the development sectors or can be across the entire spectrum, viz:

- Physical (buildings)
- Economic (job opportunities, entrepreneurial development)
- Social (problems and needs in relation to health, welfare and education)
- Political (empowerment, management).

Phase 4 : Formulation of objectives, assessment of solutions and planning

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

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

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

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

Needs, goals, and available resources are put together in order to make available a plan of action in a series of logical consecutive steps. This action plan must clearly define what is going to be done, where and by whom.

Phase 5 : Implementation of planning:

During this phase people, money, and materials get organised by the community developer in order to reach the planned goals. This is supplemented by the action group from within the community which has complete control over the project and is able to take the initiative and can act in a self-reliant manner. The planning compiled in the preliminary phase, is implemented. It is important to mention that the participants' goals must be reached and be rewarded with tangible benefits.

The acquisition of new knowledge and skills regarding specific aspects of the project is achieved through training during this phase. For instance, by carrying out various tasks, the community members' abilities increase enabling them to realise that they have a responsibility towards their community.

Phase 6 : Evaluation

Evaluation of the project takes place to ascertain to what extent the goal is reached, what the quality of the accomplishment of the goal is and what possible adjustments must be made in the implementation of the planning.

The purpose of the evaluation is to identify the possible short comings in the project in order to timeously remove problems from future planning. An assessment is made to determine whether the project can continue or be terminated. Evaluation criteria for a community development project include the following:

- appropriateness;
- feasibility and
- efficiency

The proponents of this methodology stress the notion that evaluation does not only take place at the end of the process. Evaluation is described as a continuous activity running together with all other phases. Implementation of each phase can be evaluated separately, and should go further than just a mere summary of the successes and failures of the project but must evaluate both the process as well as the results thereof.

The second community development methodology cited by Lombard (1991) is presented as Table 4.2.

TABLE 4.2.: COMMUNITY DEVELOPMENT METHODOLOGY BY LOMBARD (1991)
<p><u>Phase 1: Situation analysis</u></p> <p>The community developer:</p> <ul style="list-style-type: none"> a) assesses the community's comprehensive needs and problems b) undertakes a comprehensive study of the community, focussing equally on physical, social, economic and political development.
<p><u>Phase 2 : Identification and definition of needs and problems.</u></p> <p>The community:</p> <ul style="list-style-type: none"> a) analyses identified needs and problems with regard to causes thereof; b) identifies all social, physical, economic and political development needs and problems; c) determines priority needs, and consensus is reached on the priority needs of the community and not those of individuals. d) utilises discomfort as far as the existing situation is concerned as opposed to the desired situation, to motivate the community to become involved and to participate.
<p><u>Phase 3 : Representation by the community</u></p> <p>The community:</p> <ul style="list-style-type: none"> a) establishes a community development committee (action committee) which consists of multi-professional team members (thus including the community developer). b) establishes sub-committees for the programmes / projects of the various development sectors.
<p><u>Phase 4 : Planning</u></p> <p>The community development committee:</p> <ul style="list-style-type: none"> a) formulates objectives according to goals and draws-up a time schedule b) determines all the resources which may help in addressing all priority needs or problems c) specifies the target group (community) d) formulates an alternative plan (s) for each development problem or need <p>The community selects the most suitable plan it then establishes a committee, which:</p> <ul style="list-style-type: none"> a) prepares the community to implement the plan(s) b) plans the method(s) for evaluation of the project.
<p><u>Phase 5 : Implementation of the plan</u></p> <p>The selected plan is:</p> <ul style="list-style-type: none"> a) implemented b) adjusted periodically, if it is necessary to do so.
<p><u>Phase 6 : Evaluation</u></p> <p>The community developer monitors and evaluates the progress of the community development process.</p>

The third community development methodology by Barnard (1989) is presented as Table 4.3.

<p align="center"><u>TABLE 4.3.: COMMUNITY DEVELOPMENT METHODOLOGY BY BARNARD (1989)</u></p>
<p><u>Phase 1 : Exploration and problem identification</u></p> <p>Exploration of the community and its resources and facilities is done by using instruments designed for this purpose. The necessity to know the community with all its problems, needs, assets and resources, is of importance. Methods and instruments for obtaining both relevant information for the purpose of identification and determination of priorities in addressing problems and needs and obtaining baseline data against which progress in community development can be measured, are decided upon.</p>
<p><u>Phase 2 : Setting of objectives and planning</u></p> <p>The goals and objectives are defined. A model for planning to achieve the set goals and objectives are developed. Planning the programme is included in this phase.</p>
<p><u>Phase 3 : Implementation of plans</u></p> <p>The methods of implementing plans and programmes together with the monitoring of desired changes taking place is determined. The practical utilisation of resources for which the programme has been planned are outlined.</p>
<p><u>Phase 4 : Evaluation</u></p> <p>Evaluations of programmes are periodically undertaken to establish the extent of success in achieving improved quality of life by the utilisation of a measuring instrument and comparing data to baseline information gathered in the first phase of the process.</p>

The fourth community development methodology by Kotze and Swanepoel (1983) is presented as Table 4.4.

TABLE 4.4.: COMMUNITY DEVELOPMENT METHODOLOGY BY KOTZE AND SWANEPOEL(1983)
<p>Phase 1 : Investigation</p> <p>The collection of facts for the understanding of local community conditions is of utmost importance. Improvements usually start with conditions as they exist and must be based on them. A complete understanding can only be secured through deliberate study of the local situation and of other valuable factual information that applies to the situation: a) Types of investigation (community survey, community self survey, study groups survey and social reconnaissance survey); b) Techniques (mass interviews and descriptive statistics); and c) Contents of investigation (needs of community, demographic facts about the community, social, political and economic facts about the community, human components of the community, infra structural components of the community, resources in the community, resources outside the community).</p>
<p>Phase 2 : Planning</p> <p>Community development is a substantial force for inducing planned change. Investigation is normally the first step in the planning process. The planning process itself establishes targets and the steps that should be taken in order to arrive at a desirable goal. It provides the norm for determining whether success has been achieved or not, and as such it is the point of departure for evaluation. During the planning process, various elements of a project are brought together: information on all related resources and ecological aspects, expertise of technical specialists, participation and needs of the community, experience and the strategy for implementation.</p> <p>Planning is usually best carried out at community level. Advantages of such are that: a) local sources and knowledge are better utilised; b) participation in and support for plans are ensured; c) better understanding and willingness to co-operate with other community development project committees and government agencies, are obtained; and d) in the event of macro planning at central government level, adaptation of plans to local conditions is achieved.</p> <p>For best utilisation of resources, all development projects should be co-ordinated and should be short-term, medium-term and long-term. Local planning can be done at the following stages: a) annual planning meetings and b) monthly meetings.</p>
<p>Phase 3 : Action</p> <p>The overhead aim of community development is action. This is a phase of physical establishment and realisation of a goal. The most important requirements for action during the implementation phase is that it must be: a) in accordance with the plan; b) goal directed; c) a grassroots participatory initiative; d) co-ordinated; and e) adapted from time to time.</p>
<p>Phase 4 : Evaluation</p> <p>This phase aims at establishing what has been accomplished in terms of what possibly could have been accomplished. Community development projects are evaluated on account of the following: a) to enhance the feeling of involvement among people concerned; b) to provide some justification for continued support of the project; c) to learn from the project; d) to know where the project stands at a given time and to make sure periodically that it is moving in the direction of the desired goal; and e) to establish the extent and success of community participation (where the community has learnt to act more independently or not). The most important evaluation techniques utilised are: a) keeping records / reports of work done; b) rating or score cards; c) sample interviews; d) case stories; e) evaluation groups; and f) scientific evaluation studies.</p>

The fifth community development methodology by Portway (1986) is presented as Table 4.5.

<p align="center">TABLE 4.5.: DEVELOPMENT METHODOLOGY BY PORTWAY (1986)</p>
<p><u>Phase 1 : Investigation</u></p> <p>All actions or interventions in a community, irrespective of who performs them, should be informed/ based on facts, not assumptions. There are three interrelated sets of variables to analyse a community: the socio-cultural; demographic; and ecological features. These features constitute the setting within which needs for action arise, from which resources for taking action can be obtained, and out of which obstacles to taking action can emerge.</p>
<p><u>Phase 2 : Representation by the community</u></p> <p>Community development requires that community members not only participate in fact finding but are responsible for subsequent planning which they may do with or without the assistance of a facilitator and resources located outside the community. The use of structures, for example, a groups or committees are needed to enhance community participation. It is important that people be given opportunities and are encouraged to participate, to learn, to assume responsibility and collectively take action they believe will promote the well-being of their community.</p>
<p><u>Phase 3 : Planning</u></p> <p>Planning constitutes the formulation of goals and objectives, the identification of both potential resources and resources of resistance, the devising of one or more strategies whereby the goal(s) can be reached, the selection of the most suitable strategy, after weighing up both the available resources and the chances of overcoming the potential resistance forces, the formulation of a plan of action, tactics, placed in a time frame, and the building in of evaluation- the stage at which evaluation is to be done, the methods and techniques to be used and the objectives thereof.</p>
<p><u>Phase 4 : Action (implementation)</u></p> <p>This phase is directed towards: promoting, sustaining, supporting and maintaining community action. The most important requirements for action during the implementation phase are that: it must be in accordance with the planning; it must be goal directed; it must involve grass roots participation; it must be co-ordinated; and it must be adapted from time to time.</p>
<p><u>Phase 5 : Evaluation</u></p> <p>Evaluation is a process of determining the significance or amount of success a particular intervention has had in terms of costs and benefits and goals attainment. Its main purpose is: to examine the implementation of the plan of action; to examine the goals from an angle other than those mentioned, namely, in relation to the community: are the goals of the programme/project still directed towards meeting a need or solving a problem that is of concern to all or a segment of the community? Or whether conditions have changed to the extent that goals need modifying, or perhaps the programme/ project terminated.</p>

Among the various international community development methodologies, one from the United States of America (US) and the other from the United Kingdom (UK) have been cited as Tables 4.6 and 4.7 in this study.

First, the US designed community development methodology by Henderson and Thomas (1981), is outlined as Table 4.6:

<u>TABLE 4.6.: COMMUNITY DEVELOPMENT METHODOLOGY BY HENDERSON AND THOMAS (1981)</u>
<p><u>Phase 1: Study</u> The task of investigation, collection of information and opinion, analysis and assessment relevant to the problem or situation being addressed. This is obviously a major activity at the beginning of any enterprise but the process of study and assessment should continue throughout.</p>
<p><u>Phase 2 : Organisation</u> The task of establishing and maintaining effective channels of communication and developing appropriate organisational arrangements through which people and organisations can come together to study and assess the problems, determine policies and work out plans which are then put into effect. Different kinds of organisational arrangements may be required for different phases of the action.</p>
<p><u>Phase 3 : Policy formulation (Planning)</u> The task of formulating objectives and policies to guide action after alternative approaches have been weighed up in terms of what is desirable and feasible. Again this is a continuing and developing process.</p>
<p><u>Phase 4 : Implementation</u> The task of implementing plans. This includes the planning of action and programmes and obtaining the resources needed to put policies and plans into operation.</p>
<p><u>Phase 5 ; Evaluation</u> The task of evaluating operations and feeding back the results in order to modify the action or to develop new initiatives of action. Evaluation is not only undertaken at the end of a phase of action, but should be a continuous process. Evaluation brings one back full circle to the task of study and assessment, but now in the light of action taken in response to the situation at the beginning.</p>

Second, the UK community development methodology by Kettner and Daley (1985) is presented as Table 4.7.

TABLE 4.7.: COMMUNITY DEVELOPMENT METHODOLOGY BY KETTNER AND DALEY (1985)
Phase 1 : Identifying change Change which may be initiated in response to a condition, a problem, a need or an issue, is systematically defined and identified.
Phase 2 : Analysing the change opportunity The conditions already identified are clarified in order to understand and explain the dynamics and causes affecting the community.
Phase 3 : Setting goals and objectives Goals and objectives give direction to the planned change effort and facilitate movement from study to action.
Phase 4 : Designing and structuring the change effort Details of the delivery of services and definitions of all service components are developed during this phase.
Phase 5 : Resource planning Resource planning entails analysing the resources needed and anticipated costs of all kinds of needs, for example donations.
Phase 6 : Implementation A co-ordinated sequence of activities is initiated that will put the plans into operation, put the structure into place or carry out the objectives.
Phase 7 : Monitoring Track on progress, with regard to objectives and work plans with specific dates, is undertaken at this phase.
Phase 8 : Evaluation While monitoring keeps track of the completion of activities and outcomes, evaluation places a value on their usefulness.

4.4. Analysis regarding the utility of these development methodologies

Despite concerted attempts at developing poor countries and states around the world by developed ones, most of these poor states, particularly in Africa, have on the contrary, deteriorated into a state of absolute poverty. Examples of these countries are Ethiopia, Mozambique, and Angola (Salvatore, 1989:4). This is largely due to financial constraints plaguing such states (see diagram 4.2), of the effects of poverty on these

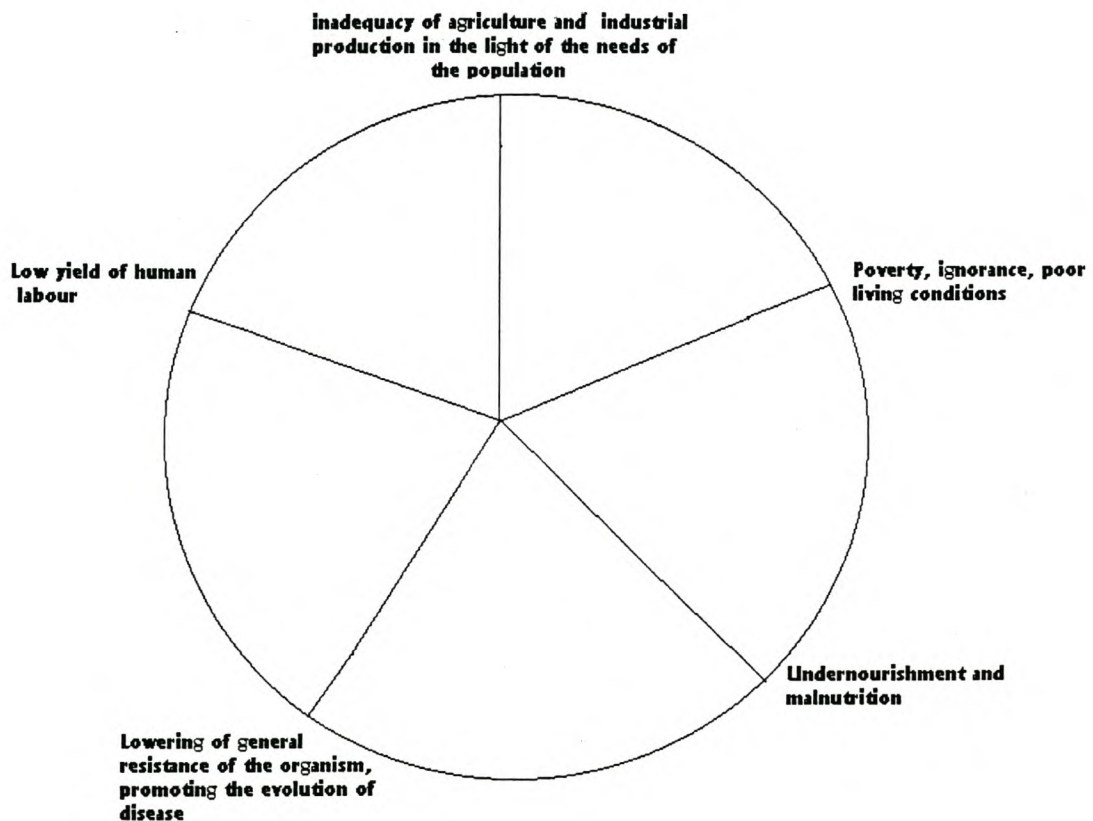
communities.

In desperation, sponsoring agencies, having toiled for years to promote the development of such states with minimal results, have come to many conclusions about their failure at stimulating development. Among others, the following reasons were subscribed to, namely the probability of low mental capacity of certain peoples of the world, who found it difficult or failed to learn new ideas; and / or a widespread resistance to social change and development (Barrat, Collier, Glaser and Monning, 1976:58).

Coetzee (1989:7) has argued that, “the problem of development is evident from the widespread sense of failure...(and despair that)...things simply did not proceed as expected, and those concerned (with development efforts) were not able to accomplish the essential tasks” as initially planned. Understandably, the victims of underdeveloped countries felt a deep sense of frustration as some of the rich countries felt that they had given billions of money without achieving much in the way of development while, on the other hand, these poor communities “felt that too little of the enormous increases in the wealth of the developed world had been diverted to them to help them rise out of the pit of poverty in which they had been confined for centuries” (Coetzee, 1980:7). Though these large funds were aimed at national development, a portion of these funds were used for social responsibility development programmes of the area.

Obviously, “disappointment with lack of success with community development, set in and led to the emergence of ‘new or alternate’ approaches” which on closer scrutiny, according to Swanepoel and de Beer (1995:16), “represented a change in emphasis or an attempt at ‘fine tuning’ the themes underlying community development.”

DIAGRAM 4.2.: EFFECTS OF UNDERDEVELOPMENT



In South Africa, community development was not genuinely encouraged as a popular process of addressing community needs and problems during the hey-day of the apartheid era and this was mostly “because of scepticism and mistrust in

government circles about potential for political change” it might trigger among communities. Unlike in urban or semi-urban areas which were served by a number of non-governmental organisations, in rural areas community developmental programmes were a responsibility of the community through the guidance of government officials. Development agents from outside the so called homelands were viewed with suspicion and were discouraged from operating in the area.

This was evident in the ideology and political philosophy prevailing during the apartheid era, namely that “the process of development had to be guided by Whites towards self realisation and self government within their own communities, until the Blacks themselves had developed sufficiently to shoulder the responsibilities and rights of self determination” (Development Studies Monograph: 2).

A general criticism of attempts at development in South Africa has always been that the basic elements of community development, that is, felt needs, self help, participation and empowerment, were not taken seriously in promoting development projects and programmes in poor communities.

Specifically, with regard to the implementation of the various phases of community development methodologies in practice, criticisms levelled are

systematically discussed as follows:

4.4.1. Awareness phase

Development agents play an important role in the phase of awareness. According to Cloete et al (1996:9), “someone from within or outside the community becomes aware of a specific problem in the community or organisation”. The idea is that someone from within the community experiences discomfort with the circumstances and decides to take action to solve the community’s problem. The recognition of the problem as perceived “will spread to all or part of the constituency group before much is done about it in the direction of problem solving” (Dunham, 1970:279).

According to McKendrick (1987: 118) the questions to be answered in this phase are:

- a) What specifically is happening or not happening that indicates change is desirable?
- b) What is wrong? and
- c) What needs improving?

In practice, communities which were basically poor, powerless and were not consulted in the identification of the various problems affecting them, but development agents or outside experts did the work of developing the

community on their behalf at the request of the sponsoring bodies.

Communities were actively discouraged, severely pressurised or intimidated. This was mostly by the state security machinery in its attempts at forming action groups to assist in making communities aware of development projects / programmes being established, taking full control over some management issues, encouraging full utilisation of such resources, guarding against the vandalism of these community projects / programmes.

4.4.2. Situation analysis

This phase has always been carried out by experts such as community developers, social researchers etc. This phase is also known as the fact finding or survey phase, and is mainly characterised by the gathering of information relevant to the anticipated community development programme. According to Barnard (1989:83), it includes "an exploration of two general facets of the community: the first facet includes the social, psychological, economic, physical and related dimensions of the community and the second facet would entail a study of the resources available to the community for use during the problem solving process."

A situation analysis of the community, as suggested by Cloete et al

Table 4.8.: GUIDELINES FOR COMPILING A COMMUNITY PROFILE
1. Map of the community that indicates:

residential areas	developed areas
public parks, open spaces	social structures (schools, hospitals, fire brigade, etc)
transport	

2. Population information

composition (internal and external)	births	age
population spread within the area	deaths	

3. Historical and geographical information

history of development and important milestones location of towns/ communities

4. Physical characteristics

availability of land/ space for development
factors that can influence the costs of services
mountains, mines, forests that can influence development or that deserve mention
engineering services
transport services e.g. airports, railways and road transport
telecommunication services
housing e.g. formal, informal, hostels

5. Economic characteristics

Main products of an area, e.g. sheep farming, tourism, mines, factories
Availability of job opportunities
Average income

6. Social characteristics

Educational facilities, schools, universities, etc
Health facilities, hospitals, clinics, ambulance services, private medical services

7. Religion

churches	mosques	synagogues
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8. Welfare

organisations, services providers, areas serviced	feeding schemes
workgroups/ classes	old age care and homes

9. Management bodies

local authorities	community leaders
governments that render services	community-based organisations
political groupings	

Extract from Cloete, Groenewald and van Wyk (1996:11).

1996:10), “is done by studying the relevant community resources such as reports, existing profile studies, visits to community leaders from different interest groups, interviews with community members, surveys and by observing the community” (refer to table 4.8)

According to Lombard (1991:242) through the situation analysis “the community’s comprehensive needs and problems” are assessed. Stated differently, it is a process undertaken to document “a comprehensive profile...of the community, focussing equally on (the) physical, social, economic and political” situation of the community (refer to Table 4.8).

As already mentioned, community development experts during the apartheid era, practically determined the fate of a community and could not be challenged because communities were not empowered to be able to do so effectively. Decisions were mostly taken on the basis of suggestions and recommendations by development experts with regard to the various rural projects and programmes to be planned for the community.

4.4.3. Identification and definition of needs and problems

On the basis of the information collected during the situation analysis phase, “further investigation...(is to be) conducted into the community’s problems and needs in order to assess the priorities that should be attended

to” (Cloete, et al. 1996:12).

During this phase their problems and needs, with reference to the causes and possible solutions, are addressed. Community activities during this phase are as follows:

- a) the analyses of the identified needs and problems with regard to the causes thereto; and
- b) the identification of the determination of priority needs;

It is important to acknowledge and consider the priority needs of the community, viz:

- a) what people themselves experience and say their needs are;
- b) existing written information in records and reports; and
- c) research findings regarding the specific community.

Cloete et al, (1996:13) emphasise that “it is important to start with locally identified needs that can show quick, effective results...(and) ...these needs must be of importance to as many groups as possible in the community, seeing that this is a way in which the goodwill of the interest groups can be won or their possible negativity can be timeously neutralised.”

4.4.4. Representation by community

The involvement and participation of community members play an

important role when problems have to be addressed and needs satisfied. As a rule, development efforts are not solely those of organising client communities as an end in themselves but rather the empowering of persons and communities for effective participation in the broader political and economic community. This ideal was not pursued “according to the book” in the previous apartheid regime.

Empowering communities should strive at:

- a) promoting development programmes designed to achieve results on a long term basis.
- b) promoting self-sustaining activities to ensure success in development programmes.
- c) improving the implementation of development programmes.

Every individual, whether relatively poor, poor or the poorest of the poor should have the right to be part of the decision-making mechanism regarding his development. Practically, the right concerned is sometimes usurped by elites who tend to control the process of development. As a result, community members are denied the opportunity for growth and development and have to rely entirely on the whims of the elites to run their affairs for them.

Training in capacity building during this phase is very important (Swanepoel and de Beer, 1996:13). Concerted efforts would have to ensure that community members are actively involved in the:

- a) planning and policy making;
- b) allocation and distribution of resources; and the
- c) management of services.

The Annual Report by the Institute of Natural Resources (1983:3) strongly emphasises that a growing awareness among development agencies recognises and accepts the idea that “development cannot succeed without total support of the people it intends to help, including the active participation of the community in all stages of planning and implementation...(and)...without this support and participation the rapidly growing poorer communities...will continue to be faced by a condition of life which denies them basic human necessities.”

4.4.5. Formulation of objectives, assessment of solutions and planning

During this phase, problems and needs assessed, according to Cloete et al (1996:13), are then described as objectives and possible solutions are assessed.

To get the best solutions for the problems of the community, Cloete et al

(1996:13) in agreement with Henderson and Thomas (1987:100), are of the opinion that certain steps are necessary namely, that:

- a) the problem has to be described as clearly as possible;
- b) choices have to be made regarding the problems which have been identified and which will be focussed on;
- c) resources available for utilisation by the community have to be identified;
- d) problems or needs that should receive first priority have to be decided on; and
- e) different tasks needed to get the desired solution have to be identified.

During this phase, community members get the opportunity to gradually learn how to handle problems affecting them and how to fulfil tasks as part of the solution to the problem and as they grapple with the process of their development, skills to complete the tasks are acquired, practised and implemented (Cloete et al 1996:13).

The selected programme has to be interpreted clearly to the community members to ensure consensus with regard to planned action and to gain their support and participation in the implementation of the plan.

A planning schedule, as outlined by Lombard (1991:307), should include the following:

- “a) the pre-planning of the actions which should be taken to reach a specific future result;
- b) the prediction of the length of time to be taken to complete the project;
- c) the improvement or adaptation of plan if the predicted performance does not live up to expectations;
- d) the monitoring and evaluation of the activities to determine whether they are progressing according to schedule and determining whether the efforts are still aimed at the targets agreed upon;
- e) the provision of a clear visual chart on which the interrelationships of the different aspects of the project, including those activities which may possibly cause a delay in the progress of the project, are indicated.”

Participation of the community in developmental projects is necessary because if they are not part of the process, “it will take a lot to get people to accept the projects as theirs, the implementation will also be delayed and may even come up against people who will feel that parts of the plan should be changed” (Kotze and Swanepoel, 1983:93).

Contrary to the above, during the era of apartheid, the government “neglected to actively encourage rural communities in decision-making processes regarding their specific needs and, instead, imposed bureaucratic mechanisms beyond the reach and understanding of many people” (Community Development, 1988:3). As a result, many community development projects were planned and implemented with or without the knowledge and participation of the beneficiaries of such projects.

4.4.6. Implementation

Implementation includes the transformation of a plan into action. During this phase, the community has to ascertain whether the plans are feasible or whether the aim and or plan of action should be refined or altered because of unforeseen circumstances (Lombard, 1991:267). As a rule “the kind of plan which has the best chance or any chance of being accepted, is that which is feasible...(and)...which can be realised.” As rightfully stressed by Lombard (1991:267), a feasible plan “is usually amendable, thus it will often be necessary only, as needs and problems are being addressed, to amend the original plan.”

Lombard (1991:13) argues that during the implementation phase, stumbling blocks in the way of achieving the planned objectives will be encountered from the very beginning; modifications will, therefore, have to be

continuously considered...periodical evaluation of the plan is necessary, in order to know if adaptations should be made”.

According to Cloete et al (1996:16), community participation should play an important role in this phase, namely:

- a) in the planning of short term goals, that can be reached within a short period of time, and in bringing successive goals within the reach of the action group, thus encouraging the motivation and enthusiasm of community members engaged in the project;
- b) in complete involvement in decision making, the planning and implementation of the projects;
- c) in the mobilisation and promotion of talent that exists in the community and the development of ways to broaden the community's leadership base by trying leaders for new types of organised activities; and
- d) in the involvement of respectable and capable community members in programmes of which the local poor are the beneficiaries.

Because of the prevailing apathy in rural areas, the tendency has been to interview such communities as powerless in their “ability to affect, to influence, and to change” their lives for the better (Motshologane,

1993:13). As a result, such communities only learn about the project when construction programmes of such a project are underway. It is no wonder that such development projects are seldomly utilised fully or, at worst, are vandalised.

4.4.7. Evaluation

The process of evaluation according to Cloete, et al (1996:17), “takes place to ascertain to what extent the goal is reached, what the quality of the accomplishment of the goals is and what possible adjustments must be made in the implementation of the planning”.

Through evaluation, community members are able to “identify the possible short comings in the project in order to timeously remove similar problems from future planning” (Cloete, et al, 1996:17).

Criteria generally accepted for evaluation are as follows:

- a) appropriateness, referring to the relationship between the goal of the project, the needs of the community and the steps that will be followed during the plan of action phase.
- b) feasibility, referring to the adequacy of the resources to enhance the realisation of the set goal; and
- c) efficiency, referring to the extent of the realisation of the set goal.

Although evaluation comes at the end, Nghatsane (1993:21) stresses the point that “it has to be borne in mind that in community work, (evaluation) goes on at all times”. According to Cloete, et al (1996:17), “evaluation of projects should take place continuously in each phase of the project.” These writers (Cloete et al, 1996:17) go on to say that “the feasibility of the project gets tested as far as possible during the planning phase...(and as a matter of fact) evaluation should go further than just a mere summary of the processes and failures of the improvement of their quality of life.”

In rural areas, the monitoring and evaluation of development projects are mostly and conveniently undertaken by community developers, partly because communities do not have the capacity to be able to carry out this important function of evaluation. In some cases, because of eagerness to drive the development process forward, evaluation reports are conducted in such a way that results are made to suit the intentions. For example, a community developer might want to portray an image of success of the project in order to impress the funding agent and secure more contacts.

4.5. General obstacles to the process of community development

It is necessary to discuss the whole range of obstacles militating against the attainment of development, especially in rural areas. Results from a survey conducted by Dube (1982:1-45), on community development projects and agencies

Table 4.9.: Classification of obstacles within the phases of development

<u>Phase</u>	<u>Development category</u>	<u>List of obstacles</u>	<u>Name of project</u>
1 Awareness	Initiation/ trigger community development by members from within or outside the community at a response to an unfavourable condition, problem, need or issue.	1. Importance to get as many people as possible aware of the need for environment conservation to take this need to rural Blacks who stand to benefit in the long run	Natal Parks, Games and Fish Preservation Board
2. Situation analysis	Community assessment, profile study of community and report compilation	2. Entrenched power structure of the tribal authority 3. Tribal system with migrant land owners as opposed to developing a farming community with areas of land, large enough to support the farmer and his family	Mpukunyoni Rural Development Project Inkanyezi Limited
3. Assessment of problems and needs	Analysis, identification of problems, priority problems and needs, motivation of community	4. People are not motivated	Church Agricultural Project
4 Representation by community	Establishment of an action committee, community involvement, interdisciplinary collaboration, participation of community in full	5. No direct contact with donors 6. No contact with KwaZulu extension officers 7. Lack of leadership, proper budgeting techniques & co-operation in the community 8. Change of staff affects leadership & continuity 9. Limited membership	Bambisanani Community Project
5. Planning (and) 6. Implementation	Aims formulation, time schedules, resources, target group/ community, alternative plans, selection of plans, preparing the community. Selected plans, adjustment of the plan	10. Scattered nature of development 11. Lack of sufficient funds 12. Difficulty in obtaining markets 13. Difficulty in getting sewing materials at reasonable prices 14. Obtaining sufficient funds to finance an expanding programme.	Inkanyezi Limited Institute of Natural Resources M a n g u z i Community Project Sizama Okuhle Sewing Centre S u b s i s t e n c e Agricultural Study Group
7. Evaluation	Monitoring and evaluating the process	15. Project is not yet registered with the Department of Health and Welfare; the road leading to the Centre is bad.	Zimiseleni Child and Family Society

in KwaZulu-Natal, identified various obstacles to development initiatives in the community which are reflected in Table 4.9.

From the list of obstacles as reflected in Table 4.9, the listed obstacles (1 to 15), could have been handled and resolved within the ambit of the guidelines as stipulated by the various phases of the community development methodology (see 4.4.1 to 4.4.5). Referring to a detailed explanation of the various phases of the development methodology, a brief discussion regarding the utility of the methodology is presented as follows:

a) “Importance to get as many people as possible aware of the need for environment conservation to take this need to rural Blacks who stand to benefit in the long run”

The concern raised could have been addressed through the awareness phase where the need for environmental conservation particularly in rural areas had to be accepted by the respective communities who stand to benefit from such a project (refer to 4.4.1).

b) “Entrenched power structure of the tribal authority; tribal system with migrant land owners as opposed to developing a farming community with areas of land, large enough to support the farmer and his family”

Information on power structures, community leadership, organisational structures, resources and services could have been identified during the situation analysis phase (refer to 4.4.2). Information received upfront,

would provide the development facilitator ammunition to address such obstacles.

c) “People are not motivated”

Through the assessment of community problems and needs the issue of apathy and indifference to things that affects a community adversely, could be identified and prioritised for effective handling (refer to 4.4.3).

d) “No direct contact with donors; no contact with KwaZulu extension officers; lack of leadership, proper budgeting techniques and co-operation in the community; change of staff affects leadership and continuity; and limited membership”

The representation by community phase takes care of community involvement, interdisciplinary collaboration, community participation and empowerment. During this phase an action committee is put in place in order to address the needs and problems of the community. The obstacle as mentioned in 4.5.4. could have been taken care of during the activities of this phase (refer to 4.4.5).

e) “Scattered nature of development; lack of sufficient funds; difficulty in obtaining markets; difficulty in getting sewing materials at reasonable prices; and obtaining sufficient funds to finance an expanding programme”

The obstacle as mentioned could have been dealt with through the planning and implementation phases. During these phases:

- i) aims are formulated, problems are clearly described; all resources

that are available are identified; the most effective solution is sought; and the different tasks that are needed to get the desired solutions are subsequently identified.

ii) selected plans are implemented and adjusted accordingly. Mostly, people, money, time and materials are organised by the community in order to reach the planned goals (refer to 4.4.5. and 4.4.6.).

f) “Project is not yet registered with the Department of Health and Welfare; the road leading to the Centre is bad”

The purpose of the evaluation phase is to keep track of events throughout the project. Through the monitoring process, the community would have identified the oversight of having the project registered and the bad state of the road as mentioned (refer to 4.4.7.).

4.6. Summary

In this chapter the researcher presented a tabulation of the various approaches to development designed by researchers nationally or as derivations from the models adapted from international ones (United States and United Kingdom). A synthesised discussion of the various stages of a development methodology was presented (see 4.4.1 to 4.4.7). Specifically, with regard to the implementation of the various phases of community development methodologies, criticisms regarding the implementation of the methodologies were systematically discussed.

An analysis with regard to the utility of the various development methodologies, particularly in rural areas was presented. Lastly some obstacles that negatively affected the process of development were presented (Table 4.9).

CHAPTER 5

METHODOLOGY, RESEARCH DESIGN AND PROCEDURE

5.1. Introduction

In this chapter, a research plan designed to obtain information was developed. In other words, an intervention strategy of a community development methodology selected and utilised in this study is discussed in this chapter. In doing so, the researcher analysed some selected community development methodologies, paying particular attention to their similarities and differences, with the intention of developing a research instrument for a preliminary assessment, monitoring and evaluation of the success or failure of rural development initiatives. The rudimentary research instrument designed in this chapter (Table 5.5 and Table 5.6) was tested through a pilot study and found suitable. It was then utilised in the collection of data. The refined research instrument was prepared and presented in the last chapter of this study.

5.2. Choice of development methodologies for designing a research instrument

As already discussed in the previous chapter, among the various methodologies (both national and international) designed for community development, the researcher concentrated on five of the South African (national) community development methodologies authored by the following, namely:

- a) Cloete, Groenewald and van Wyk (1996) : People first: A practical guide to community development;

- b) Lombard (1991) : Community work and community development. Perspectives on social development;
- c) Barnard (1989) : Rural development: An operational model;
- d) Kotze and Swanepoel (1989) : Guidelines for practical community development; and
- e) Portway (1986) : The development, presentation and evaluation of basic programmes in community development.

The rationale for an exclusive selection of the five national development methodologies (without the inclusion of the international ones) is that they:

- a) have a similar pattern in their approach to community development. By avoiding the inclusion of the international ones, this greatly eliminates the unnecessary duplication with regard to these methodologies;
- b) have been developed in the country and by white male South Africans who considered themselves familiar with the peculiar development conditions in the country; and
- c) incorporate a fairly wide spread of experience from most of the provinces in South Africa, for instance each one of them has been developed and / or implemented in the respective provinces, namely: the Eastern Cape, Western Cape, Mpumalanga, Gauteng and the Northern Province.

As these development methodologies have already been presented and discussed in Chapter 4 (see 4.3.1.), the researcher will compile and tabulate them as Table 5.1. for easy reference and then proceed to identify the similarities and differences with regard to the use of these methodologies. It will be necessary to justify the selection of the mentioned methodologies from a pool containing a number of them.

5.2.1. Similarities and differences of development methodologies

There are similarities and differences in these five methodologies as used when practising community development and empowerment. These similarities and differences will now be discussed in detail.

The similarities with regard to development methodologies are presented and discussed as follows:

- a) they recognise the existence of the need for change which has to be expressed in specific terms, namely the:
 - i) identification and definition of the problem.
 - ii) concern about the nature of the problem.
 - iii) formulation of solutions in terms of felt needs with regard to the problem.
- b) they acknowledge the expression of felt needs in terms of

agreed upon goals, namely the:

- i) selection of goals with a high probability of agreement.
- ii) focus on consensus on securing agreements.
- iii) making sure that goals are both sound and realistic.
- iv) planning carefully and aiming for participation and periodical evaluation.

TABLE 5.1.: SIMILARITIES AND DIFFERENCES OF SELECTED DEVELOPMENT METHODOLOGIES

	Cloete et al	Lombard	Barnard	Kotze et al	Portway
Phase 1	awareness				
Phase 2	situation analysis	situation analysis			
			exploration and problem identification	investigation	investigation
Phase 3	assessment of problems, needs and priorities				
		identification and definition of needs and problems			
		representation by community			representation by the community
Phase 4	formulation of objectives, assessment of solutions and planning		setting of objectives and planning		
		planning		planning	planning
Phase 5	implementation	implementation	implementation of plans		
				action	action - implementation
Phase 6	evaluation as a continuous activity	evaluation	evaluation	evaluation	evaluation

- c) they aim at participation and involvement of community members both as individuals and as groups in the analysis, planning, organisation, and the ultimate implementation of the community development process, namely the:
- i) development of awareness.

TABLE 5.2.: DIFFERENCES OF DEVELOPMENT METHODOLOGIES WITH REGARD TO ORDER OF PHASES					
	Cloete et al	Lombard	Barnard	Kotze et al	Portway
1. awareness	■				
2. Situation analysis	■	■			
Exploration/ investigation			■	■	■
3. Assessment of problems and priorities	■			●	●
Identification and definition of needs and problems		■		●	●
Representation by community		■			■
4. Setting of objectives, assessment of solutions and planning	■		■	●	●
Planning	■	■	■	■	■
5. Implementation	■	■	■		
Action				■	■
6. Evaluation	■	■	■	■	■

Key : a) the square bullet symbol indicates the application of an appropriate phase of development.

b) the circle bullet symbol indicates the application of an appropriate step integrated under a separate phase.

- ii) making use of local resources.
- iii) encouraging broad participation.
- iv) keeping community members well informed about the process and developments achieved.
- v) developing effective local leadership.

It must be stressed that the development methodology by Cloete et al (1996:17), does not distinguish the evaluation phase as a separate / sixth phase, but as a continuous activity. In addition to the continuous assessment activity as already mentioned, Cloete et al (1996:17) emphasise skills development as a critical aspect of the process.

d) they maintain a degree of co-operation with stakeholders to facilitate development at community level, namely the:

- i) development of consciousness and pride in the community about the project.
- ii) building on the strength and potential identified among community members.
- iii) development of local confidence and co-operation.
- iv) building of organisational structures which can call on outside help as and when needed (Wileden, 1970:277).

Having discussed the similarities of development methodologies, the researcher will also outline the differences.

a) Order of development phases

Although the development process is a cyclical one (refer to diagram 4.1.) the sequence of phases in these development methodologies vary significantly. For example, in the development process some of the methodologies present activities like “awareness”, “exploration and problem identification” and “investigation” as the first phase while another one suggests the “situation analysis” activity as phase one.

From Table 5.2., it is reflected that some of the development methodologies have few phases (Kotze and Swanepoel, 1983). As explained, some of the phases have been intergrated and combined into fewer phases than with others (Cloete, Groenewald and van Wyk, 1996).

b) Meaning of community participation and empowerment

According to a United Nations report (1971:6), the process of community development recognises the importance of two elements:

- i) the participation by community members themselves in the effort to improve their own level of living with as much reliance as possible on their own initiative; and

TABLE 5.3.: CONCEPTION OF COMMUNITY PARTICIPATION AND DEVELOPMENT					
	Cloete et al	Lombard	Barnard	Kotze et al	Portway
Broadly based community participation with involvement of community developer	■			■	
Action committee with support of community worker		■			
Action committee with multi-professional collaboration					■
Action committee sponsored by the development agency and developer			■		

Key : *the square bullet symbol indicates the application of an appropriate phase of development*

ii) the provision of technical and other services in ways which make these more effective.

Swanepoel and de Beer (1996:26) rightly suggest that “every individual, whether relatively poor, poor or poorest of the poor, has the right to be part of the decision-making mechanism regarding his or her development.”

Through professional assistance (refer to Table 5.3.), community members are enabled to assume power, take responsibility to

“influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self reliance or other values they cherish” (Oakley, et al :1991:6).

c) Role of capacity building and skills transfer.

In many Third World countries “rural people, for generations have been dominated by and were dependent upon local elite groups ...which meant that the rural poor (had)...to be accustomed to leaving decisions and initiatives to their leaders” (Oakley et al, 1991:13). Lack of leadership and organisational skills as a matter of fact, left most rural people incapable of responding to the demands of participation in various community projects.

Nevertheless, those who take the challenge of participating meaningfully in community projects, according to Swanepoel and de Beer (1996 :ix), “deserve solid and reliable training and guidance in their day- to day responsibilities”. By bringing them into contact with information systems and training opportunities they can be in a better position to “make enlightened decisions...and boost confidence in their own abilities” for the benefit of the community project concerned (Swanepoel and de Beer, 1996:27).

TABLE 5.4.: CAPACITY BUILDING AND SKILLS TRANSFER

	<u>DEVELOPMENT ACTIVITY</u>	<u>SKILLS</u>
1	To improve verbal and non-verbal communication, encourage leadership and enhance human relations.	Communication systems and interpersonal skills
2	To observe group dynamics, encourage participation and manage conflict.	Non directive group skills
3	To gain a thorough knowledge of community resources and learn to interact with key stakeholders to achieve maximum benefit from all available resources.	Skills in resource mobilisation and effective utilisation
4	To ensure accurate recording, record-keeping and filing systems, to write letters and reports, and to organise a general administrative system.	Administrative and project management skills
5	To learn useful committee procedures.	Formal group skills and understanding and functioning of committees
6	To acquire the ability to organise functions and events or groups, to plan, set goals and make decisions effectively.	Planning, Organisational and management skills
7	To raise money, obtain support, acquire knowledge of fund-raising policies, bookkeeping and reading a balance sheet.	Financial management and fund-raising skills
8	To analyse problems, monitor projects and make sound evaluations. <u>Source: Gray (1998:67)</u>	Analytical and evaluative skills.

With regard to capacity building and skills transfer (refer to Table 5.4.), all development methodologies studied were in agreement that these were very important variables to be taken into consideration. Cloete, et al (1996:16) in their methodology stress skills

development as a critical aspect of the process which has to be carried out continuously by the facilitators of the project.

With regard to the evaluation phase, Cloete, et al (1996:17) emphasise the point that it should not be considered as a separate phase that should be carried out at the end of the process only, but as a continuous activity running together with all other phases as reflected in Table 5.1.

d) “Development environment” and its implications for the community development process.

The concept “development environment”, as explained by Swanepoel and de Beer (1996:6), “refers to the natural, social, economic, political, psychological and cultural factors playing a role, at the local level, in all communities.” All development theories studied in this thesis indicate that these mentioned factors have a potential of influencing and facilitating development in the following manner:

i) Natural environment.

Lack of water supply and poor soil fertility will mostly handicap the development of agriculture and food gardens. Areas in low lying settlements run the danger of floods during the rainy season and the nature of the soil may make

the construction of houses unaffordable.

On the contrary, the natural environment may provide resources (e.g wood, thatch); or provide a resource to be utilised in the construction of buildings e.g. sun (solar) energy.

ii) Social environment.

This refers to how organisations are structured and how they relate to one another, for the social environment within which community development takes place. It must be emphasised that the existence of such organisations and forms of interaction are proof that the community itself is already busy with community development. On the other hand, negative factors such as delinquency, power struggles and anti-social behaviour such as prostitution and child abuse is a challenge to community facilitators in initiating development projects.

iii) Political environment.

In rural areas, traditional leaders still play a role in organising and deciding on events and actions in the community. In some communities, there might be opposing political groups and sometimes these opposing groups reach

mutual agreement for the sake of development in the community.

In other areas, animosity and even violence are the order of the day. The political environment therefore poses the most difficult challenge facing leaders and community development facilitators.

iv) Economic environment.

This refers to the rate of employment, the presence of activities of commerce and industry, and also the presence and scope of informal economic activity in the community.

In the poorest areas, the unemployment rate is high and the level of informal sector activity is consequently high. Shops, workshops, factories and industries are few, if present, but are usually found situated some distance away from the rural areas.

The presence of infrastructural resources gives an indication of the level of economic activity and tangible challenges for community leaders and facilitators.

v) Psychological environment.

This factor consists of the attitude people display towards life around them. Poor people who spend their time in struggling for survival often feel apathy towards people or institutions trying to persuade them to do something about their living conditions. Their lack of esteem, distrustfulness of strangers (and even people they know who might help them), and reluctance to take risks to improve their lot, works against the spirit of development.

vi) Cultural environment.

Culture determines the norms and values of people and is also adapted or changed by people as the need arises. Culture creates or contains taboos and provides a 'fireworks' spirit, according to which people act and react to daily life situations. Culture can create stumbling blocks for development on the one hand and on the other, it may be beneficial to the success of development efforts.

5.2.2. Importance of the cyclic aspect impacting on the process of community development

It has already been stated that the cyclic aspect of the process of development stresses the beginning and an ending, as well as some

interconnections between each of the stages in the process and the activities of each stage should prepare for, and feed into the subsequent stages, with feedback from each and every stage as to what has been achieved in the preceding stages (Lombard, 1991:240). In order to ensure and enhance development initiatives, it is therefore important to stress that all the stages in the development cycle be completed in full. By so doing, the process of development will then be enabled to “move forward” while at the same time make provisions for returning to previous phases as the case may demand.

By adopting the chronological unfolding of the development process of community development, various obstacles militating against development can be successfully dealt with as the community development project unfolds to completion and success.

5.3. Rudimentary research instrument designed for an evaluation of the success or failure of rural development initiatives

According to Berg (1989:42), “...before the instrument can be used in a real study...several practice interviews (have to be undertaken in order) to assess how effectively the interview will work and whether the type of information being sought will actually be obtained.” This is why the researcher initially designed a rudimentary research instrument (see Table 5.5 and Table 5.6) which was to be

**TABLE 5.5.: RUDIMENTARY RESEARCH INSTRUMENT TO ACCESS
DESCRIPTIVE INFORMATION ON A PROJECT**

	<u>Questions</u>	<u>Relation to community development and participation</u>
1	What is the name of the project?	Identification of the community's sentiments about the name of the project and the intention it purports to achieve
2	When was the project established?	Timing and Successful launch of the community project
3	Which community does the project serve?	Getting to know, understand and accept the community served; geographic locality of shared interests and needs or deprivation; and disadvantages
4	What are the objectives (specific functions) of the project?	Needs and problems and aspirations clearly identified and converted into objectives designed to address them
5	What is the composition of the management structure of the project?	Development committees and sub-committees for various programmes / projects in the community
6	From what sources does the project obtain most of its funds?	Fundraising efforts are conceived as part and parcel of growth and maturation of the community group and are a pointer at community involvement, membership retention, expansion and public relations
7	Under whose auspices (sponsoring agency) is the project initiated?	Ethical considerations about funds provided by both state and non-governmental organisations. Need for accountability by the beneficiaries towards the wider community
8	What have been the major chronological steps in the development of the project?	Community participation in organising, planning and designing programmes which are prerequisites for attaining good quality of life. Community involvement facilitates the acceptance, integration and adoption of appropriate desired changes in lifestyles of beneficiaries
9	How many volunteers are active in supporting the project's activities	Action groups, kinship and friendship groups play an important role in conveying events organised by communities especially to those who do not belong to any community organisation projects or those who are not active members of community projects concerned

tested and adopted as the final research instrument for the study.

In designing the rudimentary research instrument, as already explained, the researcher made use of relevant questions extracted from those presented as Appendix A and B of the study. Both appendices have been attached to this report for easy reference.

The rudimentary research instrument designed for assessing and evaluating rural development projects was of assistance in the compilation and study of three rural development case studies, namely:

- a) a “finished” rural development project which was unsuccessful in meeting the needs, problems and aspirations of the community;
- b) a “finished” rural development project which was successful in meeting the needs, problems and aspirations of the community; and
- c) a “new” and ongoing rural development project which would incorporate the lessons and experiences gained from the unsuccessful and successful projects.

A case study, according to Mark (1996:218), is “associated with research that is qualitative and holistic (includes the full complexities of people’s lives)”. It focuses attention on a single case, which may be an individual...family, a small group, or even an organization or community. The main emphasis in undertaking

TABLE 5.6.: RUDIMENTARY RESEARCH INSTRUMENT TO ACCESS INFORMATION ON DEVELOPMENT AND OBSTACLES EXPERIENCED WITH REGARD TO THE PROJECT

	<u>Interview questions</u>	<u>Relation to community development and participation</u>
1	Has the development cycle been followed and completed?	Orderly, sequential way of dealing with the needs and problems involving active participation of facilitators and the community towards their solution or the reaching of the goal in the community.
2	Have the obstacles in the cycle been identified?	Cycle process starts with an identification of a problem, need or obstacles, followed by a collective agreement in identifying problem areas e.g. bad planning, poor preparation, faulty sponsorship, autocratic leadership etc.
3	Have the identified obstacles been handled and overcome?	Regular evaluation and feedback on the development process to establish whether the objectives have been achieved or obstacles handled and overcome.
4	In terms of the four differences as identified in the development methodologies (see 5.2.1), which option was selected and adopted as a method used in the community development initiative, and which route was followed in completing the development cycle?	a) order of development phases b) meaning of community participation and empowerment c) Role of capacity building and skills transfer d) "Development environment" and its implications for the community development process.
5	If the project has been completed: a) What was accomplished? b) Why was it successful, partially successful or unsuccessful? c) How would the committee, community and the stakeholders assess and evaluate the community project as a whole?	a) Achieved following goals: i) Task ii) Process, and iii) Relationship goals. b) Success or failure in empowering communities with knowledge and skills of i) resource mobilisation and sustainability of community projects, ii) dealing effectively with community needs and problems they are faced with. c) Continuous assessment and evaluation would centre on: i) appropriateness, ii) feasibility, iii) efficiency iv) empowerment through active participation of community members during all the phases of the development process.

this type of study is on understanding the single case by conducting an intensive study of it” (Heiman, 1995: 361).

Cooper and Emory (1995:117) clearly emphasise the point that intensive involvement is a necessary part of the case approach. Researchers spend a great deal of time on site and personally interact with the study participants. They gather much of the data themselves, through observation, participation in activities with the participants, taking notes, and recording on tape. They can also interview informants and examine documents such as newspaper accounts and court records. Regardless of the methods used, researchers must develop a feeling for the participants, group, or phenomenon being studied, and this can occur only when researchers immerse themselves in the research setting.

For the purpose of this thesis, a case study method was used. According to Mark (1996:218) a case study refers to “a small group, or even an organization or community (with its boundaries defined stipulating) clearly whose features are included within the case by conducting an intensive study of it.” It must be emphasised that case studies “are valuable because they provide great detail that helps (the researcher)...to understand the complexities of human behaviour...(and the outcome of the case study may suggest)...areas that should be examined, highlight critical issues, or suggest concepts that can serve as the basis for a theory” (Mark, 1996:219). In using the case study method, researchers practically

“invest their time in obtaining very detailed and extensive information about the case” (Cooper and Emory, 1995:117).

The format of the case study elicited the following information, namely:

a) a description of the project paying specific attention to its goals, covering:

- i) the nature of the project and specific operations carried out.
- ii) the kinds of results sought -including impersonal organizational, personal (information, attitudes, skills, actions, habits, social relationships) and changes in conditions and in capital resources.
- iii) the area of activity and area of influence.
- iv) the pace of change.

b) a description of the kind of data used to indicate results and how these were obtained:

- i) registration and census data already available or collected and how they were collected.
- ii) individuals or organisations asked to collect additional pertinent data, including individuals and organisations directly involved in the project and what periodic reports were requested.
- iii) data collected by systematic observation, and a plan for procedures for such observation put in place.
- iv) data collected by systematic interviewing, and a plan for the data

collection instrument constructed, e.g. a standardised interview schedule was prepared.

c) a collection of desired data.

The collection of data was done according to the following phases:

i) beforehand- to familiarise the researcher with the dynamics of the project.

ii) during - to record the successes and failures of the project.

iv) after - to assess and evaluate the project.

d) an analysis, interpretation and review of findings of the community project.

In collecting data, the research methods as mentioned in the first chapter (refer to 1.5) were used, namely:

a) participant observation, where the researcher assisted by eight research assistants conducted interviews and observed projects and community activities in Maputaland. The benefit of this technique was that patterns and trends in rural development projects in the area were noted and captured for the main reason of verifying data collected through individual and focus group interviews.

b) individual and group interviews, where interviews were conducted with individuals and groups (including focus groups).

For the sake of consistency and objectivity, a research instrument composed of two sets of questions was prepared (see Tables 5.7 and Table 5.8) for individual and group interviews for the purpose of data collection. With regard to focus group interviews, a set of prompt questions was prepared.

c) perusal of documents kept by the various rural development projects in the area, like the annual reports and the constitution. These documents helped the researcher in the collection of data for the study.

d) gathering of oral histories, from community members about their attitudes about rural development projects and initiatives in the area, particularly the three community projects studied. This method was utilised during the familiarisation tour of the area of research in order to initiate contacts with community members and in order to get facts and impressions which were to be considered in the design of a research instrument for data collection.

It was necessary for the researcher to fulfil his ethical obligations with regard to his research participants. In doing so, the researcher made it a point that they were made conversant with and were agreeable to:

- a) the purpose of the research, the procedures that were followed, and an estimate of the amount of time that was required for the research project;
- b) the possible risks or discomfort that were experienced;
- c) the description of the procedures that were used by the researcher to

ensure that their participation and responses were kept confidential;

d) information about who was to be contacted if they later had questions or concerns about the study or if they felt they had been harmed;

e) the notion that their participation in the research project was completely voluntary, and that they could have withdrawn at any time without unpleasant consequences (Mark, 1996:41).

A research instrument as reflected in Table 5.7 and Table 5.8 was utilised for data collection. It should be noted, however, that it was initially considered as a rudimentary assessment and evaluation instrument, in view of the fact that room had to be made for an “appropriate adjustments” and “fine tuning” before it could be utilised as a research instrument. After testing the rudimentary research instrument it was adopted as a valid and reliable method for the collection of data of the research (see Table 5.7 and Table 5.8).

In designing this research instrument, the following important issues were taken into consideration in order to ensure validity and reliability in data collection. The instrument ensured that:

- a) a wide range of respondents (informants) were selected and did not “...limit the researcher to contacts with people who (were) similar to himself in terms of background, social outlook, and economic position”;
- b) an effort was made to interview informants who had a wide range of

contacts in the society - people who were at the centre (or were an important part) of communications' networks in a community;

c) contact was made with persons in position of informal as well as formal leadership;

d) information about personal and private beliefs as well as the socially approved outlook of the community project was collected (it was important to know the extent to which personal and private beliefs differed from the socially approved positions);

e) complete notes were recorded as promptly as possible (with less reliance on memory in documenting data); and

f) all available records and secondary sources were taken into consideration in the collection of data for the research study.

5.4. Methodology and procedure utilised in fieldwork and data collection

The methodology and procedure utilised in this study, as reflected and summarised as Table 5.9. and Appendix C, is discussed in this chapter.

The research commenced with a comprehensive literature study regarding community development, participation and empowerment. Since the purpose of the study was to evaluate community projects, it was important to review literature on project evaluation.

A seminar on “Community Development Projects in Maputaland”, was organised and conducted by a group of eight post graduate Diploma in Community Work students (Appendix C, Qualitative Data 4, Table C2). A Welfare Officer of the KwaNgwanase district, was invited to facilitate the presentation which was held at the University of Zululand (Appendix C, Qualitative Data 1).

<u>TABLE 5.7.: RESEARCH INSTRUMENT TO ACCESS DESCRIPTIVE INFORMATION ON A PROJECT</u>	
1. What is the name of the project?	
2. When was the project established?	
3. Which community does the project serve?	
4. What are the objectives (specific functions) of the project?	
5. What is the composition of the management structure of the project?	
6. From what sources does the project obtain most of its funds?	
7. Under whose auspices (sponsoring agency) is the project initiated?	
8. What have been the major chronological steps in the development of the project?	
9. How many volunteers are active in supporting the project's activities?	

After an informative discussion, a preliminary interview with the Welfare Officer regarding the feasibility of conducting a research study on rural development in Maputaland was conducted. The research idea was explored to establish the suitability of the area as mentioned (Appendix C, Qualitative Data 2).

Several visits to Maputaland were undertaken in order to familiarise the researcher with the area of study and to gain access to the community where research was to be conducted (Appendix C, Qualitative data 3).

TABLE 5.8.: RESEARCH INSTRUMENT TO ACCESS INFORMATION ON DEVELOPMENT AND OBSTACLES EXPERIENCED WITH REGARD TO THE PROJECT	
1. Has the development cycle been followed and completed?	
2. Have the obstacles in the cycle been identified?	
3. Have the identified obstacles been handled and overcome?	
4. In terms of the four differences as identified in the development methodologies (see 5.3.2), which option was selected and adopted as a method used in the community development initiative, and which route was followed in completing the development cycle?	
5. If the project has been completed:	
a) What was accomplished?	
b) Why was it successful, partially successful or unsuccessful?	
c) How would the committee, community and the stakeholders assess and evaluate the community project as a whole?	

With the assistance of eight post graduate diploma students in community work, contacts with various community development projects were made for the purpose of selecting suitable community projects for the research study (Appendix C, Qualitative Data 4).

A pilot study was conducted in order to test the validity and reliability of the rudimentary instrument (refer to Table 5.5. and Table 5.6.). As mentioned, it was necessary to refine the rudimentary research instrument in order to arrive at a final

TABLE 5.9.: FIELDWORK TIME TABLE (1/7/98 - 31/5/99)

	Research activity	July 1998	Aug 1998	Sept 1998	Oct 1998	Nov 1998	Jan 1999	Feb 1999	Mar 1999	Apr 1999	May 1999
1	Seminar presentation by the Welfare Officer (KwaNgwanase), on community development projects at KwaNgwanase in Maputaland										
2	Interview with the Welfare Officer (KwaNgwanase), in order to explore and establish the suitability for selecting KwaNgwanase in Maputaland as an ideal area of study.										
3	Preliminary visits to KwaNgwanase in Maputaland to establish contacts with various authority structures and the planning of access to the field setting.										
4	Community profile, identification of suitable community development projects for assessment and the conduct of a pilot study to test the research instruments.										
5	Conduct individual and group interviews with executive and members of the three community development projects selected for the study.										
6	Focus group interviews with selected executive and committee members with regard to the "unsuccessful" and the "successful" community development project.										
7	Interviews with Student Welfare Officer (Mr Gumedede), executive and committee members with regard to the "ongoing" community development project.										
8	Data collection, analysis, interpretation and write-up of a draft research report (thesis).										

product of the research instrument to be used in the collection of data. Since there were no changes to be effected to the research questions as reflected in Table 5.5 and Table 5.6, the rudimentary research instrument was then adopted as a final product of the research instrument to be utilised for the study (refer to Table 5.7 and Table 5.8 respectively).

Individual interviews, with two representatives of the executive committee members of the three rural development projects selected by members of the various projects, were conducted. These individual interviews were followed by focus group interviews with selected members of the three rural development projects. Focus groups discussions and interviews took place in Zulu and it is highly time-consuming to translate all the raw material into English. Accordingly, interpreted field notes in English rather than transcripts have been included as Appendix C and in a small number of cases where important quotations are used in the main body of the thesis, sections of the transcript from which the quote is drawn, have also been included.

A fieldwork time table was prepared in order to guide the researcher throughout the research study (refer to Table 5.9).

Where documents on the projects were available, like for example the constitution and minutes of meetings of the community project etc, they were perused and

valuable information was recorded and stored as notes for further processing in this study (Appendix C, Qualitative Data 6).

5.5. Summary

In this chapter, a research plan designed to obtain information was developed. The researcher analysed some selected community development methodologies, paying particular attention to their similarities and differences, with the intention of developing a research instrument for a preliminary assessment, monitoring and evaluation of the success or failure of rural development initiatives.

A rudimentary research instrument was presented (see Table 5.5 and Table 5.6). It was stressed that this is a rudimentary research instrument that was designed deliberately to accommodate those unforeseen circumstances and changes which were necessary to facilitate the collection of data in an efficient manner (Ferrinho, 1981:98). After conducting a pilot study, a refined research instrument was developed which is reflected in Table 5.7 and Table 5.8.

In addition to data collected by means of a structured research instrument as presented in this chapter, the researcher was able to supplement or verify data through “general observation, visits to follow up contacts, informal interviewing, and other opportunities to collect information arising from participating in community life” (Ferrinho, 1981:99). This was done in order to obtain a broad

picture of how intervention and its consequences appeared to the local people, and how effective community development intervention strategies had been in helping the community to grow and develop through self help and participation.

CHAPTER 6

CASE STUDY ON A “FINISHED AND UNSUCCESSFUL” RURAL DEVELOPMENT PROJECT

6.1. Introduction

In this Chapter, a case study of a “finished” rural development project which ended by being “unsuccessful” in meeting the needs, problems and aspirations of the community studied, was shown empirically. The criteria for determining a “finished and unsuccessful” rural development project will be discussed in order to eliminate misunderstandings with regard to the conceptualisation of the case study.

The use of a map (see Figure 1.2) in discussing the case study will enable the researcher to clearly locate the area of study for easy reference. On the basis of the research results, the researcher will draw conclusions emanating from the case study on the community project studied.

6.2. Criteria for determining a “finished and unsuccessful” rural development project

It is necessary to restate the criteria used for determining a “finished and unsuccessful” rural development project. As stated in the introductory Chapter, social indicators like, for example, community apathy, feelings of hopelessness due to the effects of poverty, dependence syndrome, ignorance, dissatisfaction and

feelings of neglect in terms of lack of resources to satisfy their needs, problems and anticipated benefits that are sustainable for the community, were used to determine a “finished and unsuccessful” project. Such a project according to empirical evidence collected and presented as Appendix C, Qualitative Data 5 and Appendix D, Transcript D1, did not provide spin-offs in terms of empowering communities with knowledge and skills to deal with community needs and problems. A discussion supported by empirical evidence on the non-success of the rural development project will be presented in this study.

It will be necessary to explain the words “resources” and “sustainment” in order to provide a better understanding as to how these impact on community participation and empowerment although such explanation does not form part of the discussion of the case study per se.

6.2.1. Resources

Resources according to Lombard (1991:265) can include “money, time, material resources, specialised and other methods or people (manpower), which may help in satisfying the needs of the community.” Kotze and Swanepoel (1983) as cited by Lombard (1991:265) differentiate four types of resources:

- a) human resource which includes the number of persons available for active participation, as well as their knowledge, skills, social

institutions which can participate or motivate people, the leadership structure, the educational system, tradition, norms, values and attitudes. Most community groups will require volunteers to take part in specific activities and community facilitators to advise on certain aspects of their work.

b) manufactured resources which refers to infrastructural resources like for example, railway lines, electricity, schools, hospitals, clinics, libraries, shops and markets. Community groups may need from time to time resources like transport, school halls etc. for specific events such as jumble sales, meetings and parties (Henderson and Thomas, 1998:237).

c) natural resources like for example, fresh water, minerals, climate, rainfall etc. Community groups may rely on natural resources for the supply of things like handicraft materials e.g. special types of grass, wood etc.

d) organisational resources which are a combination of human and other resources. In this type, for example, human resources are organised to utilise financial skills and natural resources for the realisation of the objectives of the community project.

“If resources are not available from the community, they are brought in from outside or, if possible, they are created. Bringing in or creating a

resource can take a lot of time, thus much more is demanded from effective planning aimed at realistic time-schedules” (Lombard, 1991:265). This process is referred to as resource mobilisation.

6.2.2. Sustainment

Sustainment according to Gray (1998:74), “is not something which is only considered at the end of a project, but needs to be a major consideration from the outset.” An important indicator of a project’s sustainability “is the degree to which the community owns the project...(and)...this owning can happen only if the project is theirs from the beginning, which means that the community assumes responsibility for the work that needs to be done with the guidance of the community development worker” (Gray, 1998:74).

A project’s sustainability according to Gray (1998:71), “hinges on community ownership of the project rather than on the absence or presence of the community worker”. Community participation, according to gray (1998:53), “brings with it a sense of control which is essential to the creation of sustainable community development programmes.” A major determining factor of sustainability is its income generating potential which ensures that the project will continue in the absence of the community development worker and that “...progress will be maintained” (Gray, 1998:71).

6.3. Description of a “finished and unsuccessful” rural development project

This section of the research project, discusses a selected case study of a “finished and unsuccessful” rural development project. In doing so, a detailed description of the mentioned rural development project using the two interview schedules compiled and reflected in Table 5.7. and Table 5.8. of this study is given.

Information stored as comprehensive field notes, documented and comprehensive case studies, and audio-tapes as reflected in Appendix C and D, was used to compile this case study of a rural development project which ended by being unsuccessful.

6.3.1. What is the name of the project?

The name of the first project studied and documented was the Masithuthuke Women’s Organisation (MWO). The word “Masithuthuke” means “Let us develop” in isiZulu language. “Our wish when we initiated this organisation was to help ourselves as unemployed mothers of small children” (Appendix C, qualitative Data 6 and Appendix D, Transcript D1).

6.3.2. When was the project established?

The Masithuthuke Women’s Organisation was established in 1998. “We as mothers of children under the age of five years were all invited to a workshop in Mtubatuba, where the Flagship concept was introduced and

explained in detail by the officials of the Department of Social Welfare and Population Development” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

The Flagship project was planned chiefly to provide gainful employment for women with children under five. This was to enable them to support their children (refer to 6.3.4 for the objectives of the Flagship project). “We want to be able to provide our children with healthy meals as advised by the community health nurses in our health clinic” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

6.3.3. Which community does the project serve?

The community development project serves community members of the area called KwaNgwanase in Maputaland area (refer to Figure 1.2, the map of the area). KwaNgwanase is mainly rural in nature with a small village in the central business area of the settlement which has informal markets of mostly fruit and vegetables set up by traders. “People in the area are Tembe-Thonga and Zulu-speaking” (Appendix C, Qualitative Data 4 and Appendix D, Transcript D1).

The homesteads of the rural part of the village are widely scattered over a vast area. Transport (buses and taxis) is very poor. In most cases the same

bus used in the morning to commute to the village of KwaNgwanase, has to be used again after lunch to enable people to return to their homes. “Meetings are conveniently scheduled for mornings so that we could be able to catch the bus after lunch on our way back home” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

“We experience many problems with our transport, for example, if one fails to catch the bus which brought one to the village, one must be prepared to walk on foot back home. We cannot afford to take taxis or pirate (private vehicles) cars, we are poor and have no money” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

6.3.4. What are the objectives of the project?

The Masithuthuke Women’s Organisation (MWO) project is part of a Flagship project designed and supported by the National Department of Welfare and Population Development (NWPD) in compliance with the new Developmental Social Welfare Policy of the then Government of National Unity (GNU) of South Africa (1998:4). The intention of the Flagship project is chiefly to provide employment avenues to “women with children under five...(and is already)...in operation country wide” (Welfare Update Newsletter, 1998).

Referring to the Welfare Update Newsletter (1998:4), the Flagship project was designed specifically to further the following objectives:

- a) to increase the educational and training opportunities for women so that they can provide for the basic needs of their families;
- b) to develop the skills and capacities of women to enhance their overall functioning;
- c) to ensure that families receive social services that support and enhance the programme's aims; and
- d) to provide children under five with developmentally appropriate education to increase their chances of achieving and learning.

By introducing the Flagship project which is in essence, "community driven and involves participants and stakeholders," the Department of Welfare and Population Development hopes to empower women to be in a position to change their situation by overcoming poverty and unemployment (Welfare Update, 1998:4).

6.3.5. What is the composition of the management structure of the project?

Membership of the Masithuthuke Women's Organisation (MWO) was open to all women who had children under five years in the Ingwavuma district. An organisational structure was formed. The project was managed by an executive committee composed of a Chairperson, Vice Chairperson,

Secretary, Treasurer and two additional members. The organisation was not registered in terms of the National Welfare Act 100 of 1978. The members of the community development project were advised to register the organisation so that they could qualify to get donations and a subsidy from the government but had not taken steps to do so because, according to them, “we wanted to get organised and increase the number of regular members first before requesting officials from the Department of Welfare and Population Development for advice on how to go about registering the project in terms of the provisions of the National Welfare Act 100 of 1978” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

Although the Welfare Officer of the Department of Welfare and Population Development of KwaNgwanase acted as a facilitator of the project, the onus was on the executive committee of the project to approach the official when they felt that they needed her assistance. “We go to the Welfare Officer for all sorts of help like, for example, transport. She is of great help when she is not busy with her work” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

6.3.6. From what source does the project obtain most of its funds? Under whose auspices is the project initiated?

The project was funded through membership fees determined on an ad hoc

basis and profits gained from the activities of the programme aimed at raising funds. The amount reflected on their bank balance was R1 500-00 (there was no indication as to how much was collected from membership fees and from the profits gained from the activities of the organisation). “Apart from membership fees, funds are obtained from the goods we make with our hands like for example, moulding and the sale of mud bricks, gardening, sewing, artifacts carved from wood and the sale of grass and twigs for the building of huts” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

As indicated, the project was designed and supported by the Department of Welfare and Population Development of which, according to Stewart (1996:2), an amount of R3 million had been earmarked for projects of this nature. Stewart (1996:2) explains that “each project will provide an economic opportunity to about 120 women in a targeted area...(and) ...projects will include activities such as farming, garment- making, and home building” (Appendix C, Qualitative Data 1, 5, 6 and Appendix D, Transcript D1).

Through the Flagship Project, women’s organisations are given a grant in order to initiate a self-sustaining project. The idea of such self-sustaining projects, according to Stewart (1996), is to “create profits that will be

reinvested in the community in an effort to build the economy of the region”.

6.3.7. What have been the major chronological steps in the development of the project?

The major chronological steps in the development of Masithuthuke Women’s Organisation is discussed below:

a) Awareness.

Members of the Masithuthuke Women’s Organisation were initially invited to a workshop at Mtubatuba where the Flagship concept was introduced and explained in detail by the officials of the Department of Welfare and Population Development. As already discussed, the Flagship project was designed and accepted by the government as a policy to be implemented in order to address the problem of poverty, particularly in rural areas (Appendix C, Qualitative Data 1).

Members of the Masithuthuke Women’s Organisation were made aware of the project when it was introduced and explained by the Department of Welfare and Population Development officials (Appendix C, Qualitative Data 1). With assistance from the Welfare Officers of the area, women groups were assisted in the formation of the Masithuthuke Women’s Organisation (a Flagship project of

KwaNgwanase in Maputaland).

The community project was initiated, designed and supported by the Department of Welfare and Population Development. Because of the need of addressing the problem of poverty in the area (Appendix C, Qualitative Data 1), there was a need to assist the community in the establishment of the Flagship programme.

b) Situation analysis.

The situation analysis exercise was not done properly. Information on the profile of the community of the district was mainly gathered from the members of the organisation and from the records of the Welfare Office of the district (Appendix C, Qualitative Data 5).

The executive committee and community members accepted the project in an enthusiastic manner. They started planning various activities as outlined by the objectives of the Flagship project. “We were convinced that our problems were going to be the thing of the past and that we would be able to get income to support our families” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

Information on the community profile of the area, was obtained

from the Welfare Office of the Department of Welfare and Population Development. Members of the MWO were not engaged in the exercise of identification and data collection of community resources in the area.

c) Identification and definition of needs and problems.

Having been informed about the Flagship project of the Department of Welfare and Population Development designed to provide gainful employment for women with children under five years, members of the community were given an opportunity of deciding on the objectives of their community development project with the view of addressing their needs and problems (Appendix C, Qualitative Data, 5). “We view the Flagship project as an employment venture for all of us and our children” (Appendix C, Qualitative and 6 and Appendix D, Transcript D1).

d) Representation by community.

The women of KwaNgwanase formed an organisational structure which they named Masithuthuke Women’s Organisation. An action committee was established which was composed of a chairperson, vice-chairperson, secretary, treasurer and two additional members. “Our bank account which was opened for safe keeping of the finances of the organisation reflects a balance of R1 500-00 and all members of the organisation have access to inspect all financial

transactions of the organisation” (Appendix C, Qualitative data 5 and Appendix D, Transcript D1).

During the field work visit which was meant to familiarise the researcher with the area of study (Appendix C, Qualitative Data 4 and Appendix D, Transcript D1), research results indicated that members of the community development project were not residing close to each other (as in a township or village). On the contrary, as already stated, the various households were scattered over a wide area of Maputaland. “We as members of the project have to travel vast distances per bus or on foot in order to enable us to meet together as a group and hold our monthly meetings” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1). Because of the long distances that some of the members had to travel, members tended not to attend meetings regularly due of lack of money to pay for their bus fare and each time new faces showed up for meetings. This negatively affected the continuity of the organisation (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1). One member made this comment, “when we run short of money for transport to attend the meeting of the organisation, I do not even have the means of sending an apology message to members of the community project” (Appendix C, Qualitative Data 6 and Appendix

D, Transcript D1).

Although the executive and members of the organisation received regular advice and guidance from the Welfare Officer and the Community Liaison facilitator of the Department of Welfare and Population Development of KwaNgwanase area, their project was organised, planned and implemented on an ad hoc basis. This was because of the lack of skills and capacity to manage the day to day affairs of the community project by the organisation (refer to paragraph 6.3.13 b). Because of the vast area officials had to cover, they could only handle crises situations reported for their attention. “We as executive members of the project are often frustrated by our members because they feel that we misuse their funds by not depositing all the proceeds into our the bank account, we have since learned to ignore unfair accusations by our members” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

e) Implementation.

According to the plan of the Flagship project, a regular number of 10 members of the Masithuthuke Women’s Organisation showed interest and motivation in the community project. “We decided to implement the following projects, namely: moulding and sale of mud bricks (we did not have money to buy cement), gardening,

sewing, artifacts carved from wood and sale of grass and twigs for the building of huts” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

Members were requested to choose the type of project they wanted to be engaged in. Of the five projects they had agreed on, only three were implemented, namely: the moulding and sale of mud bricks, artifacts carved from wood and the sale of grass and twigs for the building of huts (Appendix C, Qualitative Data 5).

At the time of research (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1), there was a serious problem of diminishing numbers of participating members. “We have about twenty regular and active members listed in the register of the organisation” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

The members were under the impression that after implementing some of the programmes that generate funds, the government would subsidise them so that by the end of the month, members would be paid an allowance. They thought that this would help them in maintaining their families and above all, demonstrate to family

members that they were gainfully occupied and not just loafing where they went during the day (Appendix C, Qualitative Data 5 and 6).

Unfortunately, some members experienced frustration because of factors like lack of income, profit and a donation they thought they were going to get for their project to be a success. “We could not participate any longer in the affairs of our community project because of lack of financial means of doing so” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

As a result, members dragged their feet and finally absented themselves or resigned from the activities of the Flagship programme. The main reason cited was that since they did not earn something from the activities of the project, it became very difficult to explain their daily absence from their homes and families (Appendix C, Qualitative Data 5). Furthermore, they could not afford the bus fare to enable them to reach the centre where their project activities were conducted (Appendix C, Qualitative Data 5 and 6).

f) Evaluation.

As a result of the decrease in membership, “we decided that the

project should be evaluated” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1). A general meeting was called for the purpose of evaluation. Members were disillusioned with the activities of their project. “We were not benefiting financially from the proceeds of the project which we thought would provide financial benefits for us and our children” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

Although there were funds (an amount of R1 500-00) already raised by the members of the MWO through the sale of handicraft artifacts, e.g. mats and baskets, it was difficult to distribute the proceeds from the sale of the mentioned artifacts among members of the MWO. In real terms, each member, out of two hundred which was the original membership number of the project, would have received a small amount (that is, R7-50). Apart from the fact that not all members were present, the difficulty in distributing the proceeds was that some members were very active in generating funds for the project while others were lazy and did not take their fundraising responsibilities seriously. At the time of field research, no definite decision had been taken as to what was going to be done with the funds raised (Appendix C, Qualitative Data 5 and 6).

6.3.8. How many volunteers are active in supporting the project's activities?

At the time when the community project was assessed, the only volunteers were the two students who were doing practical work for a period of three months, at the KwaNgwanase Welfare Office of the Department of Social Welfare and Population Development (Appendix C, Qualitative Data 1).

TABLE 6.1: DEVELOPMENT CYCLE OF THE MASITHUTHUKE WOMEN'S ORGANISATION		
NO	PHASES	COMMENTS OF DEVELOPMENTAL PHASE
1	Awareness	<u>This phase was done. Ideally awareness had to come from within the community, who experience discomfort with the circumstances and decide to take action to solve the community's problem</u>
2	Situation analysis	<u>This phase was not carried out properly. Information on the profile of the community of the district was mainly gathered from the members of the organisation and from the records of the Welfare Office of the district</u>
3	Identification and definition of needs and problems	<u>This phase was not done properly. The Flagship programme was designed by the department of Welfare and Population Development. Nevertheless the community members were given an opportunity of deciding on the objectives of their project with the view of addressing their needs and problems</u>
4	Representation by the community	<u>This phase was done but the difficulty experienced was that members who joined the organisation came from far away homesteads.</u>
5	Formulation of objectives, assessment of solutions and planning	<u>This phase was done concurrently with the third phase, namely the identification and definition of needs and problems.</u>
6	Implementation	<u>This phase was done despite the decline of membership of the community project.</u>
7	Evaluation	<u>Because of the decline in membership, this phase was decided upon but was not implemented formally because of the low turn out of members for the evaluation meeting.</u>
		<u>(Appendix C, Qualitative Data 5 and 6)</u>

6.3.9. Has the development cycle been followed and completed?

Fieldwork results showed that the development cycle was not followed and completed (refer to Table 6.1). The development cycle as presented in this study (see Diagram 4.1) did not move from the beginning to the end of the process (Appendix C, Qualitative Data 5 and 6).

Through focus group interviews (Appendix C, Qualitative Data 6), it was confirmed that the entire Flagship project was initiated by the Department of Welfare and Population Development. The KwaZulu-Natal provincial government assisted in the publicisation of the Flagship project, to as many needy mothers with children below the age of five years from the remote areas of Maputaland as were attracted to the project (Appendix C, Qualitative Data 5 and 6).

6.3.10. Have the obstacles in the cycle been identified?

The obstacles in the development cycle were identified and are reflected as Table 6.2. in this study.

It was revealed through focus group interviews that despite the obstacles and constraints experienced by members of the rural development project, some members persevered in trying to make the project a success (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1). The

TABLE 6.2. OBSTACLES IN THE DEVELOPMENT CYCLE OF MASITHUTHUKE WOMEN'S ORGANISATION

	Obstacles identified	Empirical evidence
1	Apathy due to poverty and unemployment in the area	"We doubt whether this project will succeed; we want a pension from the government so that we can support ourselves"
2	Bad planning in the launch of the project	"We are not sure of the benefits of the Flagship programme; we have heard about it from the radio; we thought it was an allowance for our under five children"
3	Poor motivation and preparation for awareness of the Flagship programme	"The government will help us feed ourselves and children"
4	Lack of funding and sponsorship of the project	"We thought that the organisation will pay us for working on the project; when we leave home, it is difficult to explain to our relatives whether we are working or not because at the end of the month we do not come back with something to feed our children"
5	Lack of effective communication in inviting members for meetings	"We are not aware of (are not informed) of community meetings"
6	Lack of resources to store raw materials used for producing handicrafts	"The leased storeroom for the materials of our project is too small and the lease contract has expired already; we do not know where to keep our stuff now"
7	Vast distances between homesteads of participants which stifle communication	"The area is too vast to keep in touch with all of us in our homesteads"
8	Poor transport, bad and dusty roads	"We use only one bus that leaves in the morning and has to return back with us by lunch time; meetings after lunch would be fruitless because of lack of a quorum"
10	Lack of bus fare to enable members to attend community meetings etc.	"We ask our relatives for money to pay our bus fare because we are poor and unemployed"
11	Lack of capacity to manage the affairs of the community project	"Some of us are actively engaged in the affairs of the organisation while others pay lip-service; they (the committee) do nothing to deal with this problem"
12	Mistrust, hostility, antagonism and lack of co-operation among members	"We are dissatisfied with the use of our own money for bus fare and food; in fact we should be paid for the work we are doing for the project"
		(Refer to Appendix C, Qualitative Data 6 and Appendix D, Transcript D1)

majority of members were nevertheless, not happy with some of the obstacles they were faced with in their organisation, namely:

- a) they were expected to use their funds to pay for their bus fare and food. This meant that if they did not have bus fare they could not be able to do the work of the organisation;
- b) the materials for handicraft had to be provided by them and then transported to the store room. The organisation did not provide funds for transporting materials from the place where they obtained the material to the storeroom.
- c) they found it difficult to explain to their immediate relatives the type of “work” they were doing since they did not earn anything to show that they were “working”. There was pressure from their relatives to abandon their involvement with the organisation since no one was benefitting materially from the project (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

6.3.11. Have the identified obstacles been handled and overcome?

The identified obstacles have not been handled and overcome. As a result the membership of the organisation decreased tremendously. An interview with the committee established that the organisation was heading for collapse. “As a member of the committee I confess that the community development project was not a success at all” but they acknowledged the

fact that they “gained some knowledge and experience about the administration and management of a community project” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1). They had received assistance from the officials of the Welfare Office, but as already stressed because of the vast area these officials had to cover, they could only handle crises situations reported for their attention by the members of the organisation.

6.3.12. In terms of the four differences as identified in the development methodologies, which option was selected and adopted as a method used in the community development initiative, and which route was followed in completing the development cycle?

With regard to the differences as identified in the development methodology by the Masithuthuke Women’s Organisation, fieldwork interviews (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1) revealed that there was no definite development methodology which was selected, adopted and used by the rural development committee of the Masithuthuke Women’s Organisation (see Table 6.3) and there was no systematic attempt to follow up and complete the development cycle (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

Because of lack of knowledge and experience about the management and

**TABLE 6.3.: DIFFERENCES IN THE IMPLEMENTATION OF THE METHODOLOGY,
DEVELOPMENT OPTION SELECTED AND ADOPTED BY THE MASITHUTHUKE WOMEN'S
ORGANISATION**

1	Order of development phases	There was no definite methodology which was selected, adopted and used by the rural development committee of the MWO and there was no attempt to follow and complete the development cycle.
2	Conception of community participation and empowerment	Community members were not enabled to assume power and responsibility to influence the direction and execution of the MWO development project, their feeling of helplessness resulting from poverty, depression and lack of resources re-enforced the syndrome of dependency (they believed that they were going to get monetary benefits from the government)
3	Role of capacity building and skills transfer	Poverty and depression disempowered rural communities from participating in self-help projects and by default they allowed themselves to be dominated by the elite groups, thus effectively abdicating the responsibility of influencing the direction and execution of their project to others (the elite). There was no "solid and reliable training and guidance" to enable the rural development project to succeed. The need for capacity building and skills transfer was strongly evident.
4	"Development environment" its implications to community development	<p>The development environment did not positively influence and facilitate development initiatives of members of the MWO:</p> <p>a) Natural environment: Although the area was fertile, water supply was a problem for rural homesteads. Handicraft material was readily available but transporting these to the storeroom was a big problem. This discouraged members from participating actively in the Flagship project.</p> <p>b) Social environment: Vast distances between homesteads limited communication links with members. Furthermore, the activities of the organisation depended on time made available by the bus schedule. They had to cut short their meetings in order to be able to catch the only bus on time for transport home.</p> <p>c) Political environment: The transition from the old apartheid regime to a democratic one was not a peaceful one. There were tensions and strife (animosity and even violence) in the area between the two largest political parties in KwaZulu-Natal (i.e the African National Congress and the Inkatha Freedom Party). The opposing groups have now reached mutual agreement to work co-operatively in order to promote development in the province.</p> <p>d) Economic environment: Through focus group interviews it was established that there was a high rate of unemployment in the area. The community depended on informal trade, selling fruit and vegetables mostly. The community suffered from helplessness resulting from poverty and lack of resources to contribute to development of their community.</p> <p>e) Psychological environment: Fieldwork interviews established an attitude of apathy and mistrust towards those who persuaded them to do something about their living conditions instead of the government giving them poor relief funds.</p> <p>f) Cultural environment: Apart from a tradition of dependency as already mentioned, there were cultural taboos which limited or created stumbling blocks for development, e.g. women were not free to leave their homesteads for the purpose of involving themselves in the daily affairs and responsibilities demanded by the MWO</p> <p><u>(Appendix C, Qualitative data 1, 5 and 6).</u></p>

administration of running an organisation, fieldwork data indicated that the organisation was run on a trial-and-error basis by the MWO committee (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

6.3.13. Has the project been completed?

The project of Masithuthuke Women's Organisation was not completed. As already stated there was a gradual extensive loss of members of the organisation. Because of lack of resources to enable members to attend meetings and handicraft workshops, members withdrew their support for the project. This is why the researcher chose to use the concept “finished”, because the organisation was heading towards an unplanned ending (Appendix C, Qualitative Data 5, 6 and Appendix D, Transcript D1).

a) What was accomplished?

Field work interviews established that the MWO did not accomplish its main objective, namely: to provide employment avenues through self-help and community participation for women with children under five in Maputaland (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1). “As a member of the committee, I confess that the community development project was not a success at all...we nevertheless gained some knowledge and experience about the administration and management of a community project” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

Furthermore, members of the community development project were critical about their project. “To a great extent we did not benefit from the community project, instead we had to spend money on transport and food and did not earn money to take home to our families” (Appendix C, Qualitative Data 5 and Appendix D, Transcript D1).

Judging from the development of the community project, the MWO was heading towards an “unplanned ending” (Appendix C, Qualitative Data 5, 6 and Appendix D, Transcript D1).

b) Why was it unsuccessful?

From the findings of the research study, the community project was not planned and organised in the systematic manner suggested by the development methodologies selected and tabulated in chapter 4 (paragraph 4.3.1).

An analysis of the reasons responsible for failure in empowering the Masithuthuke Women’s Organisation to realise their development objectives as identified by the executive and members of the community project stressed:

- i) the community's helplessness, resulting from poverty, depression and lack of resources, to contribute to the

development and social well-being of themselves and their children;

ii) their apathy and lack of knowledge and experience about management and administration of community projects;

iii) the effects of customs and tradition that created a stumbling block for development (e.g. women were not free to leave their homesteads for the purpose of involving themselves daily in the affairs and responsibilities demanded by MWO);

iv) their mistrust about their membership contributions and disillusionment about the MWO;

v) an acute unemployment problem in the area and the subsequent deteriorating physical and social well-being of community members;

vi) a basic tradition of a dependency syndrome [the attitude that the government should provide poor relief funds instead of them being expected to do something about their living conditions (Appendix C, Qualitative Data 1, 5, 6 and Appendix D, Transcript D1)].

c) How would the committee, community and stakeholders assess and evaluate the community project as a whole?

Evaluation as stressed by Gray (1998:70) "...is an essential part of

**TABLE 6.4.: ASSESSMENT AND EVALUATION MEASURE OF A
RURAL DEVELOPMENT PROJECT**

No	Evaluation process
1	<p><u>Evaluation of goal achievement</u></p> <p>i) Task goals What concrete aims were achieved?)</p> <p>ii) Process goals What were the effects of the project for those involved? What did they gain? Are they more ready to confront future problems together?</p> <p>lii) Relationship goals Has a change in relationship patterns been achieved? Are the people who form part of the community more likely to involve themselves in matters affecting them?</p>
2	<p><u>Evaluation of each stage</u></p> <p>i) What effects are their efforts having?</p> <p>ii) What has changed?</p> <p>iii) Are they using their time and resources as economically and constructively as possible?</p> <p>iv) How can their intervention strategies be improved?</p> <p>v) What are the limitations of the chosen approach?</p> <p>vi) What barriers are hampering progress/ What factors are helping them to achieve a successful outcome?</p> <p>Viii) What lessons have been learned thus far to help with the work that still has to be accomplished?</p>
3	<p><u>Evaluation of the overall project</u></p> <p>The overall evaluation of the process of community participation and empowerment as the case in this study, are prerequisites for a successful community development project. The key areas of assessment are resource mobilisation, sustainability and ownership of the project by the community.</p> <p>i) What effects have their efforts had, if any?</p> <p>ii) How could interventive strategies be improved?</p> <p>iii) What were the limitations of the chosen approach?</p> <p>iv) What barriers hampered a successful outcome? / What factors helped to achieve a successful outcome?</p> <p>V) What lessons have been learned for future development activities?</p> <p align="right"><u>(Source: Gray, (1998: 70-71)</u></p>

the community development process and involves monitoring or keeping track of events throughout the project...(and)...is an ongoing activity which is not stage-specific". Table 6.4. outlines the process to be followed by the committee, community and stakeholders in assessing and evaluating the Masithuthuke Women's Organisation.

For the purpose of this study, it must be stressed that an overall evaluation of the process of community participation and empowerment are prerequisites for the "unsuccessful" or "successful" community development project. The key area of assessment of the empowerment model in facilitating and promoting rural development either revolves around resource mobilisation, capacity building, skills transfer, sustainability and ownership of the project or not.

The executive committee had already called two meetings to evaluate the community project. The first one was scheduled for Friday the 5th June 1998. "Because of poor attendance by members another meeting was scheduled for Saturday the 27th June 1998 for the purpose of making a decision whether to continue or to terminate the activities of the organisation once and for all. This meeting was also poorly attended; as a result no decision was taken

TABLE 6.5.: LESSONS AND EXPERIENCES LEARNED WITH REGARD TO THE REASONS FOR A "FINISHED" RURAL DEVELOPMENT PROJECT WHICH ENDED-UP BEING "UNSUCCESSFUL"

Lessons, experiences learned with regard to a variety of factors influencing development, participation and empowerment of members of the Masithuthuke Women's Organisation in meeting their needs, problems and aspirations

1	Apathy and lack of awareness and ignorance as to the long term benefits for the community.
2	Taboos, customs and tradition that produce resistance to change.
3	Mistrust, lack of co-operation and disinterest of members with regard to the community project.
4	Feelings of hopelessness due to the effects of poverty, unemployment and deteriorating physical and social well-being.
5	Lack of knowledge and experience about the management administration of community projects by the executive committee entrusted with the management of the affairs of the project.
6	Helplessness resulting from poverty and lack of resources to participate and contribute significantly to development and social well-being of the community.
7	An attitude of a dependency syndrome and an expectation of handouts from the government without making an effort to do something about their living conditions or being told or persuaded to do so.
8	The problem of long distances between homesteads, particularly in areas on the outskirts of the village. This problem negatively affected communication and regular participation of members of the MWO.
9	Lack of material resources to reward members who participate regularly and actively in the affairs of the organisation. By receiving an allowance, members would feel empowered to prove to their relatives that their organisation was potentially able to provide them with employment opportunities once it grew and developed into a self-sustaining venture.
10	Lack of vital knowledge and skills with regard to the development methodologies and their importance in facilitating the success of the project when the development cycle was applied, carefully followed, monitored, evaluated and finalised.
11	Managing negative criticism from members about the running of the project and the use of funds. The importance of encouraging the sense of ownership, participation and support for the project.
12	Lack of community participation, control and ownership of the rural development project by the beneficiaries.

(Appendix C, Qualitative Data 1, 3, 4, 5, 6 and Appendix D, Transcript D1)

about the future of the organisation” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

For the pending evaluation task, the MWO has to invite all members of the organisation, representatives of the Department of Welfare and Population Development, all the beneficiaries of the project, and interested stakeholders to a meeting. A comprehensive report which includes the financial statement, should be prepared for presentation to enable the organisation to take a final decision on the future of the community project.

6.4. Lessons and experiences learned from the case study of a “finished” rural development project which was “unsuccessful”

From the documents of the organisation, individual interviews and the focus group conducted (Appendix C, Qualitative Data 1, 3, 4, 5, 6 and Appendix D, Transcript D1), the researcher identified some lessons and experiences learned with regard to the variety of factors militating against an effective development methodology for realising community participation and empowerment of members of the Masithuthuke Women’s Organisation in meeting their welfare needs (refer to the list reflected in Table 6.5). The lessons and experiences as listed in Table 6.5 have been discussed in the concluding chapter of this thesis.

6.5. Summary

In this Chapter, a rural development project of a “finished and unsuccessful” case study has been presented and discussed. In presenting this case study the purpose has been to assess the failure of the rural development project in promoting growth, development and empowerment of the community for the purpose of enabling them to improve their quality of life.

From the case study presented, lessons and experiences were identified and reflected as Table 6.4. The purpose of recording and documenting information from the mentioned case study, is for subsequent incorporation for an effective planning and organisation of a “new and ongoing” project outlined in chapter 8. This is in order to ensure that the mentioned rural development project ends up being successful in empowering communities concerned in meeting their needs, problems and aspirations.

CHAPTER 7

CASE STUDY OF A “FINISHED AND SUCCESSFUL” RURAL DEVELOPMENT PROJECT

7.1. Introduction

In this Chapter, a discussion of a “finished” rural development project which proved to be successful in meeting the needs, problems and aspirations of the community is presented. As in the previous chapter, the criteria for determining and the selection of a “finished and successful” rural development project are discussed in order to eliminate misunderstanding with regard to the conceptualisation of the case study concerned.

The researcher utilised the research instrument as presented in Table 5.7 and Table 5.8. In discussing the case study the researcher made use of a map, showing clearly the location of the area of study. On the basis of the research results the researcher will draw conclusions emanating from the case study on the “finished and successful” rural development project.

7.2. Criteria for determining a “finished and successful” rural development project

In determining the criteria used for the selection of a “finished and successful” rural development project, focus will be placed on whether the benefits of the

project were realised in terms of addressing the community needs and anticipated benefits thereto.

Fieldwork research established that this project proved to be a success in empowering the community with regard to:

- a) the mobilisation of resources and sustainability of the project;
- b) the acquisition of knowledge and skills to deal with community needs and problems;
- c) the enhancement of dignity and self confidence (particularly among the poverty stricken community members);
- d) the harnessing of people's existing wisdom and skills used to help others in the process of community development;
- e) the realisation of the community in seeing what it can do and reinforcing confidence to participate in other development initiatives; and
- f) taking pride and ownership in "their" facilities and equipment and enabling them to take more care of them (Appendix C, Qualitative Data 4, 5 and 6).

7.3. Case study of a "finished and successful" rural development project

Having discussed a case study of a "finished and unsuccessful" rural development project in chapter 6, the researcher will now discuss a case study of a "finished and successful" development project.

7.3.1. What is the name of the project?

The project selected for description and documentation as a case study is the Zimiseleni Community Project (ZCP). The word “Zimiseleni” in isiZulu means “try your best” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2). It is situated in the area of KwaNgwanase in the vicinity of Manguzi Hospital in Maputaland (refer to figure 1.1.).

7.3.2. When was the project established?

The idea of establishing a project of this nature originated while some members were hospitalised at Manguzi Hospital with eye problems during the early 1990's. Because of lack of suitable community resources for the blind or partially blind on discharge from hospital, “we did not have anywhere to go to” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2). From the focus group interviews it was established that some blind people were not well cared for at their homes and had nothing interesting to do in order to keep themselves busy and productive. “We had to stay at home for most of the time and wait for respectful children to escort us to wherever we wanted to go” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2).

7.3.3. Which community does the project serve?

The Zimiseleni Community Project caters for the blind people of

Maputaland in general and KwaNgwanase area specifically. “Our members come from all over KwaNgwanase in Maputaland, especially from areas like Zamazama, Mboza and Lulwane” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2). These were mentioned as remote areas which were served by the rural development project (Appendix C, Qualitative Data 5 and 6). It is also an important resource that is available for the discharged blind or partially blind homeless patients from Manguzi Hospital (Appendix C, Qualitative Data 5 and 6).

7.3.4. What are the objectives of the project?

According to a verbal report by a committee member (Appendix C, Qualitative Data 5), and the focus group interviews (Appendix C, Qualitative Data 6), the purpose of the project was to empower the blind people of the area with knowledge, skills and expertise to enable them to earn and augment their social pension grant offered by the government by generating income needed to support themselves and their relatives.

7.3.5. What is the composition of the management structure of the project?

As mentioned the executive committee is composed of people who are either blind or partially blind. A committee composed of the Chairman, Vice Chairman, Secretary, Treasurer, and two additional members was formed to manage the affairs of Zimiseleni Community Project. The

Welfare Officer of KwaNgwanase district acted as a facilitator for the project (Appendix C, Qualitative Data 5 and 6).

7.3.6. From what source does the project obtain most of its funds?

Under whose auspices is the project initiated?

The Zimiseleni Community project received funds from Ellerines Furniture Shop amounting to R1 000-00. They also receive donations from the health team members of Manguzi Hospital. “We have organised ourselves and formed a music choir” (Appendix C, Qualitative Data 5, 6 and Appendix D, Transcript D2). They are able to raise funds for themselves through music concerts they perform for various occasions like birthday parties, funerals and farewell parties which are held in Manguzi Hospital and the greater KwaNgwanase area in Maputaland.

6.3.7. What have been the major chronological steps in the development of the project?

The major chronological steps in the development of the project are discussed below:

a) Awareness.

The Zimiseleni Community Project was initiated by one of the medical doctors of Manguzi Hospital at KwaNgwanase. As in most Third World countries, blindness at Manguzi Hospital is caused

mainly by conditions like trachoma, cataracts, vitamin A deficiency, natural and man made accidents. Most of these conditions, according to a report by the medical doctors, could have been successfully prevented if health education programmes that emphasise personal and environmental hygiene were made available to them.

Unfortunately, the prevailing incidence of poverty and illiteracy had contributed mostly to their condition.

It was established that blind people who come to hospital for treatment have social problems as well. “Most of the blind people mainly (and to a lesser extent, the partially blind ones) on being discharged from hospital, find themselves destitute and homeless and have no where to go to and no one to look after them” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2).

According to information received from the interview of blind people themselves, their blindness was often referred to as a “curse for the wrong doings of their ancestors.” Imbued with this belief their next of kin found themselves unwilling to accept them back from hospital. Hence, they would have to be kept in hospital until

some arrangements were made with regard to their accommodation in the community (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2).

In view of the many problems experienced by the blind people, “we had to organise ourselves into a form of an organisation whose purpose was to address their needs, problems and aspirations affecting us and them as blind people, hence the formation of Zimiseleni Community Project” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2).

b) Situation analysis.

A community identification study by the health team members of Manguzi Hospital was undertaken to establish whether there were any resources for the blind in the district or the Province of KwaZulu-Natal that could be of help to the blind people of KwaNgwanase area (Appendix C, Qualitative Data 1). Having established that there were no resources in the area, the health team members in collaboration with a few concerned blind people who were admitted at Manguzi Hospital, resolved that it was necessary to have a resource established to ease the burden of having to keep all those blind people who were no longer receiving medical treatment in hospital. “We as blind people contacted other blind

people in the area to share with them the proposed idea of establishing an organisation for the blind” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2). With the assistance of social workers and community health workers, families with blind parents or siblings came forward to enquire about the proposed community project for the blind” (Appendix C, Qualitative Data 6). An initial number of 12 blind and semi-blind people was identified. “We as blind people played an important role in the identification of blind people in the area of KwaNgwanase in Maputaland” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2).

c) Identification and definition of needs and problems.

With regard to needs and problems, it was established that the blind clients revealed characteristics which could be described as follows:

- i) withdrawn, retired and reticent behaviour;
- ii) lack of initiative and drive;
- iii) shy, timid, self-conscious, fearful behaviour;
- iv) showing feelings of inferiority;
- v) hurtful, resentful behaviour;
- vi) emotional and psychosexual immaturity;
- vii) isolated, asocial behaviour;
- viii) showing paranoid reactions, sensitivity, suspiciousness;
- ix) craving for affection, love of praise, attention seeking; and

x) showing anxiety, tension, nervousness, general emotionality.

The participation and the expression of feelings of blind people themselves was taken into consideration and respected (Appendix C, Qualitative Data 6). The broad categories of the needs and problems of the blind revealed the following:

i) the attitude of isolation or non-acceptance, which relates to the practice of a community to discriminate against the blind in industry and society. “We blind people are not valuable members of the society but are viewed as outcasts who are dependent on everybody for our livelihood” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2);

ii) the attitude of helplessness where blind people are presumed not to be capable of doing things for themselves “We can’t do it on our own, we always feel that there might be an accident and someone might be hurt or we might cause fire if we persist on doing the cooking of food ourselves” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2); and

iii) the attitude of a dependency syndrome, where the blind

are made to feel that the community has a responsibility in seeing to it that their needs and problems are taken care of “We can’t help ourselves as blind people, we rely entirely on the community to help us” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2).

d) Representation by community.

Apart from the health team members of the Manguzi Hospital, other stake holders like the relatives, friends and the community at large were a part of the project management and all participated as equal partners (together with the health team members) in running the affairs of the project.

In addition, the traditional and administrative structures, like those of the Headmen and Chiefs of the area, were also incorporated as participants of the Zimiseleni Community Project (Appendix C, Qualitative Data 6).

e) Implementation.

The concern for the blind and partially blind people rested on the shoulders of the blind people themselves and health team members of the Manguzi Hospital. This was in order to broaden participation and not to confine this to blind people (including the hospitalised ones) and health team members. All other stakeholders who were

interested in the affairs of the blind people, were taken on board. The nucleus body composed of the blind people and health team members, which was responsible for the establishment of the project, was disbanded in favour of an elected executive committee of the Zimiseleni Community Project. In this committee, mostly blind and partially blind people were elected into office (Appendix C, Qualitative Data 6).

“The initial step was to establish a shelter where the blind people could be housed in one spot” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2). Some sponsorship obtained through the tireless efforts of the health team members, sponsorship from the Ellerines furniture shop, material contributions from the community and the blind people themselves, all resulted in the establishment of a sheltered employment centre which culminated in the erection of two houses which were to be used exclusively by the blind people of KwaNgwanase area (Appendix C, Qualitative Data 5 and 6).

In order to occupy the blind people in a profitable way, a sheltered workshop was initiated where they produced goods like mats, craftworks, clay pottery etc. It must be emphasised that all blind people had access to medical treatment as their shelter was not very

far away (a walking distance) from the hospital.

Arrangements for the application of disability grants to be offered to those who qualified to get them were made. For recreational purposes, a music choir was established. They were invited to present and provide musical entertainment at special occasions like wedding parties and various entertainment parties at the hospital itself. In short the blind people did very well despite the fact that they were operating in a typical rural area of KwaNgwanase.

f) Evaluation.

From the interviews conducted, it was established that the Zimiseleni Community Project was to a great extent a success. “Our community project is a success...with income from the project some of our members occasionally (mostly during weekends and public holidays), misuse their money by buying liquor, they get drunk and cause a lot of misery to those who do not drink” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D2).

Despite the already mentioned problems which were attended to by the welfare officer of the district, the committee members said that the project was successful in realising the following needs of the

blind people:

- i) it placed emphasis on what the blind people could do and provided resources for them to be able to help themselves;
 - ii) it identified the areas of life in which the blind people could participate in their attempt to improve their standard of life;
 - iii) it encouraged and nurtured the accomplishments which did not only benefit the blind people only but the community at large as well which made the community proud of the project;
 - iv) it helped the blind to deal with the negative aspects of their life such as the pain that they suffered or difficulties and frustrations that they experienced; and
 - v) it enabled the blind people to manage difficulties by striving to live a satisfactory life within their limitations.
- Their disability was thus viewed as non-devaluing and they saw themselves as seeking satisfaction in terms of their endowed assets in order to enjoy their lives in full (Appendix C, Qualitative Data 1, 5 and 6).

7.3.8. How many volunteers are active in supporting the project's activities?

Apart from the Welfare Officer, the Community Health Nurse and the Occupational Therapist who served as facilitators of the project, a very few number of community members, especially the relatives of the blind people, felt obliged to visit their relatives and friends staying in the shelter and to offer assistance like helping with the cleaning of the shelter and providing groceries for the blind and the partially blind people (Appendix C, Qualitative Data 6).

7.3.9. Has the development cycle been followed and completed?

The advantage of the project was that it was supported greatly by the health team members. The development cycle of the methodology received guidance, to such an extent that the cycle was completed in full starting from the beginning, middle and the final phase (Appendix C, Qualitative Data 5 and 6).

The various activities like the weaving of mats, establishment of a choir, and others came about as a result of regular monitoring of these projects from the awareness up to the evaluation phases making it a point that they address the relevant changing needs of the blind and partially blind people (Appendix C, Qualitative Data 5 and 6).

7.3.10. Have the obstacles in the cycle been identified?

Focus group interviews with the executive committee and members of the ZCP established that various obstacles as reflected in Table 7.1., which affected the community project in a negative way, were identified, handled and overcome (Appendix C, Qualitative Data 6).

<u>TABLE 7.1. OBSTACLES IN THE DEVELOPMENT CYCLE OF ZIMISELENI COMMUNITY PROJECT</u>		
	Obstacles identified	Empirical evidence
1	Undemocratic leadership, abuse of power by some executive committee members.	"Our leaders do not give us free time to relax but want work to be done all the time"
2	Hostility and antagonism with certain members of the committee project.	"As soon as some members receive their pension grants from the state, they buy and drink liquor until they are drunk. They then pick fights and quarrel a lot with all of us in the shelter"
3	Arrogance and lack of patience by the committee with members who are slow in performing their duties in the shelter.	"The leaders have forgotten that we are blind people and cannot perform our duties like the sighted people"
		<u>(Appendix C, Qualitative Data 5 and 6)</u>

7.3.11. Have the identified obstacles been handled and overcome?

Since the community project encouraged open communication amongst its members, the obstacles reflected in Table 7.1. were effectively attended to and handled with the help of the facilitators like the Welfare Officer, the Occupational Therapist and the Community Health Nurse (Appendix C,

**TABLE 7.2.: DIFFERENCES IN THE IMPLEMENTATION OF THE
METHODOLOGY, DEVELOPMENT OPTION SELECTED AND ADOPTED BY
THE ZIMISELENI COMMUNITY PROJECT**

1	Order of development phases	The development cycle was completed in full, starting from the beginning, middle and to the final phase of the methodology. It provided at the same time, enough room to return to previous phases and most importantly allowed for a blending of certain aspects in different phases as emphasised by Lombard (1991:239).
2	Conception of community participation and empowerment	Community members were enabled to assume power and responsibility to influence the direction and execution of the ZCP. Community members affected by development interventions were involved in the decision making process. Empowering communities to be responsible for their social well-being meant, among other things, that community members had to work together to increase their control over events influencing their development and social well-being.
3	Role of capacity building and skills transfer	Community members who took up the challenge of participating meaningfully in development projects were assisted with "solid and reliable training and guidance" by the community facilitators in their day to day responsibilities. By bringing them into contact with information systems and training opportunities they were placed in a better position to make enlightened / informed decisions which provided the needed boost of confidence in their own abilities to enable their development project to succeed.
4	"Development environment" its implications to community development	<p>The development environment positively influenced and facilitated the desired initiatives as intended by the members of the ZCP:</p> <p>a) Natural environment: Handicraft material was readily available in the area for utilisation.</p> <p>b) Social environment: The ZCP had an organisational structure which managed the affairs of the project. There were nevertheless problems experienced with regard to the leadership styles of some of the committee members. This problem was identified and resolved effectively by the members who were assisted by the community facilitators (Welfare Officer, Occupational Therapist, etc).</p> <p>c) Political environment: Although there was tension and strife (animosity and even violence) in the area between the two largest political parties in KwaZulu-Natal (i.e the African National Congress and the Inkatha Freedom Party), the opposing groups have now reached mutual agreement to work co-operatively in order to promote development in the province.</p> <p>d) Economic environment: There was a high rate of unemployment in the area let alone the employment avenues of the blind and partially blind people. The community depended on informal trade, selling fruit and vegetables mostly. The ZCP provided a sheltered employment facility for the blind and partially blind people.</p> <p>e) Psychological environment: The blind and partially blind people had the support of the community. As mentioned, they held concerts in the area and the community enjoyed their music. They were able to convince the community by emphasising the point that they did not seek sympathy but opportunities to enable them to develop themselves.</p> <p>f) Cultural environment: As their aim was to develop themselves, they were not handicapped by tradition and cultural taboos. They were in a sheltered employment area and were free to go wherever they wished to go to for the purpose of involving themselves in the daily affairs and responsibilities demanded by the ZCP.</p> <p align="right">(Appendix C, Qualitative Data 5 and 6)</p>

Qualitative Data 6).

The executive committee members of Zimiseleni Community Project were made to understand that they were elected leaders of the project and as such they were answerable to the members of the community who had the power to vote them out of office if they continued to behave in an undemocratic and arrogant manner. They understood the implications of their unacceptable leadership style (Appendix C, Qualitative Data 5 and 6).

7.3.12. In terms of the four differences as identified in the development methodologies, which option was selected and adopted as a method used in the community development initiative, and which route was followed in completing the development cycle?

Table 7.2. gives a clear indication as to the option selected and adopted as a method used in the community development initiative and which route was followed in completing the development cycle.

7.3.13. Has the project been completed?

The Zimiseleni Community Project was completed.

a) What was accomplished?

The community was able to mobilise for the establishment of a shelter where blind people were accommodated. Within the shelter,

they were able to manufacture handicraft artifacts which were sold to the community. The community project was also completely sustainable. They did not rely completely on the community or government for their financial support and well-being (Appendix C, Qualitative Data 5 and 6).

b) Why was it successful?

Fieldwork research indicated that the community project was a success (Appendix C, Qualitative Data 5). With active participation of members in the affairs of the project, they were empowered by facilitators like the welfare officer, the occupational therapist and the community nurses to:

- i) identify the various needs and problems of the blind people of the area with a view to addressing them as an organisation;
- ii) clarify the issues around the medical problem of blindness and to provide support and encouragement to their members by arranging regular medical care to the shelter provided by community health nurses attached to Manguzi Hospital;
- iii) identify potential resources which could be utilised for the benefit of the blind of the area like, for example, donations from individuals and organisations;
- iv) make wide consultations with stake holders of the area,

with a view to assisting the blind people of KwaNgwanase so that they contribute materially towards the running expenses of the shelter; and

v) learn various skills in handwork and craft work which enabled most blind people to generate income for themselves and the shelter (Appendix C, Qualitative Data 5 and 6).

c) How would the committee, community and stakeholders assess and evaluate the community project as a whole?

As already mentioned in Chapter 6, evaluation as stressed by Gray (1998:70) “...is an essential part of the community development process and involves monitoring or keeping track of events throughout the project...(and)...is an ongoing activity which is not stage-specific.”

The evaluation measure as reflected in Table 6.3 (this table will be referred to but will not be repeated in this chapter) outlines the process to be followed by the committee, community and stakeholders in assessing and evaluating the Zimiseleni Community Project.

In assessing the process of community participation and empowerment in facilitating and promoting rural development the

key area of study revolves around resource mobilisation, sustainability and ownership of the project or not.

Continuous evaluation of the project by members of the Zimiseleni Community Project, according to fieldwork research results indicated that it was a success in as far as resource mobilisation, sustainability and the adoption of ownership of the project by the community were concerned (Appendix C, Qualitative Data 5 and 6).

The notion that communities must be involved in all stages of programme development was confirmed. Community members affected by development interventions were involved in the decision making process. Empowering communities to be responsible for their social well-being meant, among other things, that community members - especially the most vulnerable - had to work together to increase their control over events influencing their development and social well-being.

According to results of the focus group interviews, through the process of community participation, members of the Zimiseleni Community Project were empowered to:

- i) believe in themselves in achieving their optimal potential;

- ii) feel motivated and confident to face the challenges of life;
- iii) increase their own resources and make it a point that resources are sustainable;
- iv) take control over their own affairs;
- v) feel in charge of what is happening to them and around them; and
- vi) increase their own capacities and skills in order to meet the challenges of realising their rural development objectives (Appendix C, Qualitative Data 1, 5 and 6).

7.4. Lessons and experiences learned from the case study of a “finished” rural development project which was “successful”

From the documents and focus group interviews conducted in this study (see Appendix C, Qualitative Data 5, 6 and Appendix D, Transcript D2) the researcher identified some lessons and experiences which were learned. This was with regard to a variety of factors enhancing an effective development methodology for realising community participation and empowerment of members of the Zimiseleni Community Project in meeting their welfare needs (refer to Table 7.3. for a complete list). These experiences have already been tabulated, and they will be discussed in the last chapter of this study.

**TABLE 7.3.: LESSONS AND EXPERIENCES LEARNED WITH REGARD TO
THE REASONS FOR A “FINISHED” RURAL DEVELOPMENT PROJECT
WHICH ENDED-UP BEING “SUCCESSFUL”**

Lessons, experiences learned with regard to a variety of factors influencing development, participation and empowerment of members of the Zimiseleni Community Project in meeting their needs, problems and aspirations.

1	Encouragement of free expression of community's wishes and support of community initiatives by participants and / or volunteers in contributing towards the success of the project.
2	Successful mobilisation of resources and sustainability of the project.
3	Careful planning, assessment and implementation of community development initiatives.
4	Concerted attempt at empowering communities with knowledge and skills to deal with community needs and problems.
5	Enhancement of dignity and self-confidence (particularly among the poverty stricken members of the community) in order to enable them to work together for a common goal.
6	Successful harnessing of the facilitator's wisdom and skills for the purpose of helping members of the ZCO to take responsibilities for various group tasks in order to realise their development needs.
7	Empowerment of the community to realise that it could do things on its own and reinforcing confidence to participate in other development initiatives in the area as well.
8	Empowerment of the community to take pride in “their” facilities and equipment and enable them to take more care of them.
9	Nurtured partnerships within the community, cohesiveness, feelings of belonging, sense of collective identity and motivation for members to participate actively in group activities.
10	Benefit of members living in close proximity to each other which enhances community participation and facilitates the work and desired outcomes of the community project.
11	Acquired skills in project management, elementary financing and budgetary management systems.
12	Empowerment of the community to be capable of taking control over events influencing their development and social well-being.

(Appendix C, Qualitative data 1, 5 and 6)

7.5. Summary

In this Chapter, a case study of a “finished and successful” rural development project has been presented and discussed. In presenting these case studies the purpose has been to assess the success of the participation and empowerment model in facilitating and promoting rural development.

On the basis of the findings emanating from the case study as presented and discussed, the researcher in the next Chapter will present a detailed description of a “new and ongoing” rural development project. This project has been closely monitored and documented. The lessons and experiences gained from the study of a “finished unsuccessful” and a “finished and successful” rural development project were incorporated in the “new and ongoing” community project which is discussed in the next chapter.

CHAPTER 8

CASE STUDY OF A “NEW AND ONGOING” RURAL DEVELOPMENT PROJECT

8.1. Introduction

In the third case study described in this chapter, the intention was to select a “new and ongoing” rural development project which was to be planned, organised and implemented in a successful manner for the purpose of addressing the needs, problems and aspirations of the beneficiaries, namely the disabled people of the district of Ingwavuma.

Realising the importance of working in consultation with a community development officer(s) employed by a development agency operating within the area of study, it became necessary to enlist their co-operation. This is in an attempt to gain their support in the task of monitoring the community participation and empowerment methodology implemented in the “new and ongoing” rural development project. The project selected for assessment and evaluation was an ongoing one which was already initiated at community level. The name of the rural development project was the Zizamele Society for the Physically Disabled (ZSPD).

The purpose of studying ZSPD as an “ongoing” rural development project, was to gather evidence from the case study, for the researcher (through lessons learned

from the study) to establish the failure and success from the initial planning stage to the implementation and further stages of the rural development project as will be presented in Chapter 9.

8.2. Case study of a “new and ongoing” rural development project

Having discussed case studies of both the “unsuccessful” and “successful” finished rural development projects in Chapters 6 and 7, the researcher will now discuss a “new and ongoing” development project.

8.2.1. What is the name of the project?

The name of the selected project for description and documentation as a case study is the Zizamele Society for the Physically Disabled, to be referred to as ZSPD in this study. “The word 'Zizamele' in our language, namely isiZulu, means 'help yourself’” (Appendix C, Qualitative Data 7 and Appendix D, Transcript D3). It is worth noting that the intention of the community in establishing their society was mainly that of self-help (Appendix C, Qualitative Data 7).

8.2.2. When was the project established?

The need for the establishment of an organisation for the physically handicapped was mooted as far back as 1995. With the assistance of development facilitators of the Ingwavuma area, the Zizamele Society for

the Physically Disabled was established just before the first quarter of 1997 (Appendix C, Qualitative Data 7).

8.2.3. Which community does the project serve?

The ZSPD caters for the physically disabled people of Ingwavuma district at Manyiseni area (refer to figure 1.2), in order to address the needs, problems and aspirations of the physically disabled residents of the district. “Our society caters for the physically disabled people only - the mentally retarded or ill persons are not accepted by our society” (Appendix C, Qualitative Data 7 and Appendix D, Transcript D3).

8.2.4. What are the objectives of the project?

According to the constitution of the ZSPD, the objectives are reflected as follows:

- a) to develop the physically disabled to a state of self-sufficiency;
- b) to equip the physically disabled with skills which will enable them to either compete in the open labour market or be able to produce goods that are marketable; and
- c) to identify the needs of the physically handicapped (Appendix C, Qualitative Data 7).

8.2.5. What is the composition of the management structure of the project?

The composition of the management structure of the project is as follows:

- a) Chairperson;
- b) Vice Chairperson;
- c) Secretary;
- d) Treasurer; and
- e) Two additional members

Membership of the society was open to all physically disabled people of Ingwavuma district. There was a membership fee of R5 which was paid once on joining the society. The names of elected committee members were referred to the umbrella body of the Disabled People of South Africa (DPSA) for record purposes (Appendix C, Qualitative Data 7).

8.2.6. From what source does the project obtain most of its funds? Under whose auspices is the project initiated?

The ZSPD obtained its funds from membership fees (the amount of R5 payable by each and every member). Although the Zizamele Society for the Physically Disabled was located in a rural area, they were able to sell their handicraft goods produced by them through carpentry, sewing, craft work and canework to the tourists and the community members at large (Appendix C, Qualitative Data 7).

8.2.7. What have been the major chronological steps in the development of the project?

The major chronological steps in the development of the project are discussed below:

a) Awareness

According to the development theorists, the process of community development starts with an awareness phase. The idea of establishing a society in the district of Ingwavuma for the physically handicapped called Zizamele Society for the Physically Disabled, was an initiative of a committee member called Mr M. who had heard about an organisation called the “Disabled People of South Africa” from the media. He established contact with the organisation with the view of getting information about how he could go about establishing a similar organisation in his district (Appendix C, Qualitative Data 7).

With advice and support, he was able to get a small action group together in order to take “the process of community development further” with the help of experienced committee members of the Disabled People of South Africa (Appendix C, Qualitative Data 7).

b) Situational analysis

A comprehensive study of the extent of the incidence of disability in the district was undertaken. An important piece of advice given to Mr M was, initially to identify and recruit all the disabled people in the district in order to establish the number of disabled people. He succeeded in doing so with the co-operation of members of the community. He was convinced that there was a definite need for the establishment of an organisation for the disabled in the district.

According to information obtained through research, statistics with regard to the number of the disabled in the district were collected during visits to community leaders from different interest groups, interviews with community members, surveys and by observing the community (Appendix C, Qualitative Data 7).

c) Identification and definition of needs and problems

Cohen (1978) as cited by Lombard (1991: 253) confirms that “...the definition of the problem is the first and decisive phase of the process, a problem or need is only really identified when it has been demarcated or defined clearly...(and)...once a problem has...(indeed) been demarcated (defined), it may lead to the identification of its causes.” Thus according to Lombard (1991:253), “the real need, basic to the problem, which has thus far only manifested itself as the

symptom, may be addressed.”

Therefore, on the basis of information collected with regard to the concerns, anxieties, needs and problems of the community members, the elected action committee felt that an organisation for the disabled community members was a top priority (Appendix C, Qualitative data 7). The decision was based primarily on information obtained from the following sources:

- i) the community members of Ingwavuma; and
- ii) the hospital and health clinic records of the area.

It was made absolutely clear that the organisation did not cater for the mentally retarded and ill people but for the physically disabled only (Appendix C, Qualitative data 7).

d) Representation by the community

The involvement and participation of community members in community development initiatives is important “especially when problems are addressed and needs have to be satisfied” (Lombard, 1991: 259). The participation of the community in the project was basically to create opportunities for the community to take an active part in the following:

- i) planning and policy making;

- ii) the allocation and distribution of resources; and
- iii) the management of services (Appendix C, Qualitative Data 7).

While involvement and participation is encouraged at all costs, it is not expected that everybody in the community can exercise the right of participation in community projects because among other reasons, some community members might be busy and cannot find time for being involved, let alone participate in various community projects (Appendix C, Qualitative data 7).

According to literature (Coetzee, 1989, Oakley and Marsden, 1984, Cloete, Groenewald and van Wyk, 1996), communities usually elect their representatives who form executive or action committees from their own ranks in order to facilitate the management and administration of various community projects.

With regard to the Zizamele Society for the Physically Disabled, an executive committee was elected from paid-up community members of Ingwavuma to take care of the management and administration of their project (Appendix C, Qualitative Data 7).

The management committee, according to the constitution of the organisation, was composed of seven members:

i) the Chairperson, who was expected to perform the following functions:

- to see to it that the committee functions properly;
- to organise meetings;
- liaise with the members of the health team of

Ingwavuma Hospital.

ii) the Vice-Chairperson, who would deputise in the absence of the chairperson;

iii) the Secretary, whose task was that of recording, the taking of minutes during meetings, and the keeping of all records of the organisation.

iv) the Treasurer, whose task was to keep financial records, including the income and expenditure of the organisation; and

v) two additional members (Appendix C, Qualitative Data 7).

It was indicated that various sub-committees were elected by the management committee to perform specific duties of the organisation.

An annual general meeting was to be held not later than the 30th of

September. Matters to be tabled and discussed were as follows:

- i) annual report;
- ii) audited financial statement; and
- iii) election of new executive committee members.

e) Planning for action

The problems and needs that were assessed as priorities during the planning phase are described as objectives and possible solutions assessed. The planning process in community development ensures standards, accessibility, scheduling of events and action, order, as well as choice of priority. During this phase, a representative action group of the community is elected to identify solutions to the problems and to help find solutions to a community's problems.

To get the best solutions for the problems of the community, steps such as the following are necessary:

- i) the identification of the problem and the identification of resources (potentials) that are available; and
- ii) the exploration of all possible (and even impractical) solutions for the problem.

During this phase solutions to problems and the appropriate tasks to manage these problems, are considered - this is a thinking process.

The contributions to the solution must include the specific skills required to complete tasks successfully. People cannot be expected to fulfil certain tasks if they do not know the process.

Needs goals and available resources are put together in order to make available a plan of action in a series of logical consecutive steps. This action plan must clearly define what is going to be done, where and by whom.

As already mentioned, the objectives of the organisation are:

- i) to develop the physically disabled to a state of self-sufficiency;
- ii) to equip the physically disabled with skills which will enable them to either compete in the open labour market or be able to produce goods that are marketable; and
- iii) to identify the needs of the physically handicapped.

The organisation among other things, commenced with an exercise of identifying as many disabled people in the Ingwavuma area as possible. Workshops, where carpentry, sewing classes, craft and cane manufacture, were initiated for the sake of equipping the disabled with skills designed to help them compete effectively in the

open labour market through the manufacture and sale of their handicraft artifacts regionally, nationally, and internationally (Appendix C, Qualitative Data 7).

f) Implementation of plan

During this phase people, money and materials get organised by the community developer in order to reach the planned goals. This is supplemented by the action group from within the community which has complete control over the project and is able to take the initiative and can act in a self-reliant manner.

It is important to mention that the participants' goals must be reached, be rewarded and must have tangible results or benefits.

The acquisition of new knowledge and skills regarding specific aspects of the project is achieved through training and by carrying out various tasks. The executive committee members' abilities also increase, thus enabling them to realise their aims and objectives they set for themselves. With regard to Zizamele Society for the physically disabled, the decision reached was to establish a sheltered employment centre (Appendix C, Qualitative Data 7) in order to fulfil the objectives of the organisation which were:

- i) to develop the physically disabled to a state of

self-sufficiency; and

ii) to equip the physically disabled with skills which would enable them to either compete in the open labour market or be able to produce goods that were marketable.

In the sheltered employment centre, according to information received from the respondents, various programmes like carpentry, sewing, craft work and canework, were implemented. It was noted that successful implementation of the project ensured trust, hope for further development and intensified the community's commitment to the project (Appendix C, Qualitative Data 7).

g) Evaluation

Evaluation of projects, according to Cloete, Groenewald and van Wyk (1996:17), takes place "to ascertain to what extent the goal is reached, what the quality of the accomplishment of the goal is and what possible adjustments must be made in the implementation of the planning."

A preliminary evaluation report of this ongoing programme established that the project, in terms of the ideals of community involvement and participation, was to a great extent a success. It was established that the community played an important role in the

conceptualisation, planning, implementation and periodical evaluation of their project (Appendix C, Qualitative Data 7).

According to the preliminary report, the marketing of the products manufactured by the disabled people was poor. The organisation relied chiefly on the local market which was not profitable at all. Plans were in progress to arrange for the marketing of their produce country wide and even internationally (Appendix C, Qualitative Data 7).

8.2.8. How many volunteers are active in supporting the project activities?

The following volunteers were reported to be actively engaged in support of the activities of the project, particularly in the area of capacity building and skills transfer:

- i) ordinary members, who included all physically disabled people of Ingwavuma;
- ii) honorary members, who included local business men and women of the district; and
- iii) ex officio members, composed of professionals like physiotherapists, social workers and nurses (Appendix C, Qualitative data 7).

8.2.9. Has the development cycle been followed and completed?

Although the rural development project was not yet “finished” the development cycle was nevertheless followed but not yet completed (Appendix C, Qualitative Data 7).

8.2.10. Have the obstacles in the cycle been identified?

Through involvement and participation in the Zizamele Society for the Physically Disabled, the initial obstacles (project not yet completed) in the cycle were identified. Some of the obstacles that slowed down their participation, as mentioned in passing are

- i) the long and irregular hours of work on their project which occasionally took a toll on their private lives with their families;
- ii) the danger of being branded a political activist or of being aligned to a particular political party thus causing dissatisfaction and alienation to those that belong to other parties; and
- iii) the tendency of committee members to be arrogant and impatient with those who are slow in performing their allocated duties, and the demands and expectations of being able to relate to members of all levels of the community (Appendix C, Qualitative Data 7).

8.2.11. Have the identified obstacles been handled and overcome?

It was established that the community's successful implementation of their development project was enhanced by experiences learned through their active involvement and participation in the affairs of their project. "Through participation in the affairs of the project, we as committee members were able to deal with those factors causing barriers that hinder the attainment of our objectives" (Appendix C, Qualitative Data 7 and Appendix D, Transcript D3).

8.3. Lessons and experiences learned from the case study of an "ongoing" rural development project which was heading for "success"

With regard to the Zizamele Society for the Physically Disabled, the criteria which are considered a pre-requisite for a successful community development project, namely community participation and empowerment, were fulfilled (Appendix C, Qualitative data 7). Lessons and experiences learned from the case study of an "ongoing" rural development project which was heading for "success" are presented in Table 8.1.

Although the district of Ingwavuma is completely rural in nature, it is noteworthy to learn that such a community was able to respond to its needs, problems and aspirations of disabled people in the area (Appendix C, Qualitative Data 7).

TABLE 8.1.: LESSONS AND EXPERIENCES LEARNED WITH REGARD TO THE REASONS FOR AN “ONGOING” RURAL DEVELOPMENT PROJECT WHICH ENDED-UP BEING “SUCCESSFUL”

Lessons, experiences learned with regard to a variety of factors influencing development, participation and empowerment of members of the Zizamele Society for the Physically Disabled in meeting their needs, problems and aspirations.

1	They were empowered with knowledge and skills to deal with their socio-economic needs and problems.
2	Their dignity and self-confidence were tremendously boosted.
3	They were proud to realise that their potential wisdom and skills were discovered and utilised to realise their community development objectives.
4	Successful harnessing of the facilitator's wisdom and skills for the purpose of helping members of the ZSPD to take responsibility for various group tasks in order to realise their development needs.
5	Empowerment of the community to realise that it could do things on its own and reinforcing confidence to participate in other development initiatives in the area as well.
6	Empowerment of the community to take pride in “their” facilities and equipment and enable them to take more care of them.
7	Benefit of members living in close proximity to each other which enhances community participation and facilitates the work and desired outcomes of the community project.
8	Acquired skills in project management, elementary financing and budgetary management systems.
(Appendix C, Qualitative Data 7)	

In this project, “...the community was enabled to play an important role in needs assessment, leadership, the development of organisations, mobilisations, mobilisation of resources and management” (Appendix C, Qualitative Data 7), which according to Cloete, Groenewald and van Wyk (1991:17), are “key areas in

which participation and involvement can be measured”.

8.3. Summary

This Chapter has shown that the success and good progress of the Zizamele Society for the Physically Disabled can be attributed largely to the involvement, participation and the spirit of trust and co-operation that prevailed between the community members themselves.

It was also stressed by the members of the project that a community development process can have an important function, in as far as rural development is concerned, as long as:

- a) it is never imposed on communities;
- b) self-help projects are backed up with social planning activities; and
- c) the social change process which is mobilised is accompanied by positive changes in policies and legislation which are found to retard the growth and development of the community (Appendix C, Qualitative Data 7).

CHAPTER 9

CONCLUSION, LESSONS AND EXPERIENCES LEARNED

9.1. Introduction

The aim of this research was to assess the extent of relevance and success of the development model in facilitating and promoting rural development in South Africa. The assumption was that through active participation, communities are able to gain control over matters affecting their lives and are empowered to promote development successfully.

In undertaking this study, the researcher initially reviewed literature on rural development, and thereafter presented and discussed various methodologies (national and international) used for realising community development, participation and empowerment. A study of three rural development projects (see chapters 6, 7, 8) was undertaken in order to establish the extent of success and failure from the initial planning stage to the implementation and further stages of the project. On the basis of empirical findings emanating from fieldwork, the researcher will review a wide range of lessons and experiences gained, having a bearing on the promotion of rural development, participation and empowerment in South Africa and in KwaZulu-Natal in particular.

9.2. Findings of the research study

In discussing the findings, it will be necessary for the researcher to restate the

objectives of the study which are as follows:

- a) to review literature on rural development, community participation and empowerment;
- b) to outline and discuss some selected methodologies used for realising community development, participation and empowerment; and
- c) to establish the conditions of success for rural development in as far as community participation and empowerment is concerned.

The findings of the research study with regard to the stated objectives are discussed as follows:

9.2.1. Development, community participation and empowerment

With regard to the first objective which concerns rural development, community participation and empowerment, a review of literature has established that the rural development process can take various forms, such as:

9.2.1.1. An implant of specific techniques or programmes brought by external experts to the community, such as a new farming method the agent thinks will be beneficial to the community.

The technique may be in connection with a new method of farming, industry of some kind, a new school, a medical programme, or a

housing project which the external agent (or organisation he represents) thinks will be beneficial to the particular community.

It is in most cases the government of a specific community which requests the external agents to operate in that community. The external agents are usually experts in areas such as, for example, agriculture, education, medicine. Their task is to develop a programme associated with their special area of qualification in the community to which they are assigned. The external agents can use different methods to secure acceptance for their projects among the members of the community, namely:

- a) the agents identify a community's needs for services, prescribe a programme to be followed and seek to establish their programme which they leave for the community to use as it sees fit;
- b) the agents not only seek to prescribe, but to persuade the community to use the facility or service provided; and
- c) the agents go all out to discuss the need for such a project as they have in mind with the community, distribute literature, show movies, organise committees and seek to win the co-operation of the community members in establishing the new project. This is a trend used in winning the support

of the community for the project in opposition to the idea of imposing the agent's ideas on the community.

It was argued that the basic objective of this approach was to introduce a particular project, which after all was pre-determined by the external agents themselves. Experts decide beforehand what would be best for these underdeveloped communities and then an attempt is made to combine the programme decided upon, with the needs and decisions of the country. These experts, according to Maqashalala (1974) as cited by Lombard (1991:114), "act as if they know what is good for the community, they design programmes for the community, according to their own points of view and then submit these plans to the community for their approval."

This paternalistic attitude of having to do good for the community, predisposes them "to be manipulated or forced to take action" in order to realise the plans of the experts.

The criterion for success in this case is the degree to which the external agents can establish this project in the life of the community. Their concern is about the feelings of people in the community in respect to the establishment of the new project only

as far as they support the introduction and use of the technique or service; they do not empower communities with capacity building and skills transfer programmes in order to promote self help and participation (refer to a case study of a “finished and unsuccessful” rural development project in Chapter 6, which provides an illustration of this type of development initiative).

9.2.1.2. A technical change brought about by a team of experts in providing a variety of resources and services such as schools, clinics, recreational centres etc.

Technical changes usually affect a variety of social change processes which normally call for the establishment of new services, for instance, the social services and new public utilities. The variety of social changes, such as education, recreation, medical facilities, needed by the community are brought about by a team of experts.

For example, the introduction of a new industry in a community would necessitate the presence of a group of experts whose function, among others things, would be to help people to use constructively their increased earnings, to learn to read and write, to take advantage of modern medical knowledge and skill, to build better houses etc. In other words, an effort is made to move the

whole community in a direction which will permit the use of modern tools, techniques and methods of living.

In this approach the primary source of direction for change comes from a small group of experts, planners or leaders. Community members do not play an important role in the decision-making and planning and therefore the direction and nature of change is externally rather than internally imposed (refer to a case study of a “finished and unsuccessful” rural development project outlined in Chapter 6, which provides an illustration of this type of development initiative, where no attempt was made towards capacity building and skills transfer by the team of experts concerned.)

9.2.1.3. A community participation model where communities are helped to identify their own wants and needs and work co-operatively at satisfying them.

In this approach, communities are encouraged to identify their own wants and needs and to seek to work co-operatively to satisfy them. Projects are not imposed by external agents only but develop as

TABLE 9.1: PROBLEMS OF RURAL COMMUNITY MEMBERS OF MAPUTALAND	
No	PROBLEMS
1	Unemployment
2	Marital problems
3	Inadequate housing
4	Informal settlements
5	Alcoholism / Drug abuse
6	Clean drinking water
7	Teenage pregnancy
8	Illegitimacy
9	Child neglect / Battering
10	Crime
11	Illiteracy
12	Lack of job training
13	Juvenile delinquency
14	School dropouts
15	Dirt roads
16	Divorce
17	Lack of public transport
18	Mental ill-health

communities are encouraged to participate meaningfully towards development initiatives that focus on the real needs and concerns of

the residents (refer to Table 9.1 for an extract about problems of rural community members of Maputaland).

As wants and needs are identified and solutions sought, aid may be provided by national governments or international organisations.

TABLE 9.2.: CONCEPTION OF COMMUNITY DEVELOPMENT, PARTICIPATION AND EMPOWERMENT

Community members were enabled to assume power and responsibility to influence the direction and execution of the Zimiseleni Community Project. Community members affected by development interventions were involved in the decision making process. Empowering communities to be responsible for their social well-being meant, among other things, that community members had to work together to increase their control over events influencing their development and social well-being (Appendix C, Qualitative data 5).

The emphasis of this approach is to encourage community members to work on their problems (see an extract from a “finished and successful” rural development project, reflected as Table 9.2). The understanding is that changes come as community members see the need for change and as it develops their will and capacity to make changes, the community feels empowered to proceed until they realise their objectives. It must be emphasised that direction with regard to the community project is established internally (by empowered members themselves) rather than externally (by

development experts).

According to this approach, communities affected by development interventions must be involved in the decision making process.

Empowering the community to be responsible for its own development means that all people in the community - especially the most vulnerable - must work together to increase their control over events influencing their health and well-being.

When they are given the necessary power, resources and trust in their abilities, communities are provided with all the support and empowerment to enable them to play an important role in the process of influencing their social development wants and needs in full (refer to a case study of the “finished and successful” rural development project in Chapter 7, as an illustration).

This kind of approach ensures that community development experts or facilitators in dealing with community needs, problems and aspirations (see Appendix C, Qualitative data 1, Table C1), have to see to it that community members:

- a) acquire knowledge and skills as they deal with their

community needs and problems;

b) gain dignity and self confidence;

c) understand they can contribute towards their

development and even have the confidence to reinforce

confidence to participate in other development initiatives;

and to

TABLE 9.3: ROLE OF CAPACITY BUILDING AND SKILLS TRANSFER

Community members who took up the challenge of participating meaningfully in development projects were assisted with "solid and reliable training and guidance" by the community facilitators in their day to day responsibilities. By bringing them into contact with information systems and training opportunities, facilitators placed them in a better position to make enlightened / informed decisions which provided them with the needed boost of confidence in their own abilities to enable their development project to succeed (Appendix C, Qualitative data 5).

d) enable them to take pride in their facilities and equipment

and encourage them to look after them with more care (refer

to Table 9.1 for an extract of the list of the problems of the

rural community of Maputaland).

In support of the advantage of community participation and empowerment, a report from the *Nursing News Journal* (1998:7) stresses the fact that community resources when readily pooled together, lead to "greater efficiency and tend to be better managed" and' better still, "groups with diverse points of view and experiences

working together in partnership can produce new resources for (social) care.”

9.2.2. Some methodologies used for realising community development, participation and empowerment.

A review of literature (Barnard, 1989, Portway, 1986, Kotze and Swanepoel, 1983, Cloete, Groenewald and van Wyk, 1996) has revealed that there are various methodologies that have been designed and implemented for the purpose of realising community development, participation and empowerment, but on evaluating the results thereof, researchers note that these development methodologies have “enjoyed a certain measure of mixed success and mixed support” (Swanepoel and de Beer, 1995:11).

Through a literature review of the various development methodologies, it was established that while there is no model that is totally applicable, without appropriate adjustments, to every community development event (Mwanza, 1992:113), “the practice situation determines the choice of the methodology to be selected” (Lombard, 1991:241).

A literature study based on the writings of Barnard (1989), Lombard (1991), Portway (1986), Kotze and Swanepoel (1983), Cloete, Groenewald

and van Wyk (1996), has revealed that, regardless of the practice model selected, most of these researchers emphasise a method by which a problem or need can be approached and a way in which knowledge, values and skills can be organised and applied - regardless of whether the problem is development oriented or preventative by nature. Nevertheless, in order to deal effectively with various obstacles causing barriers to development initiatives, a comprehensive development methodology as discussed in Chapter Four needs to be adopted and implemented (see 4.4.1 to 4.4.7).

According to Wileden (1970), as cited by Lombard (1991:112), the process of community development “moves by means of phases, from one situation to the other”, that is, from awareness; situation analysis; assessment of problems, needs and priorities; formulation of objectives; assessment of solutions and planning; implementation of planning; and evaluation. This includes progress regarding the desired changes in terms of specific criteria (refer to the extract from a “finished and successful” rural development project as reflected in Table 9.2). These various phases are not so rigid that they can be placed in watertight compartments (Lombard, 1991:340), and do not follow neatly in each other’s footsteps.

The cyclic nature of the process of community development implies that these phases move forward, but that it leaves enough room at the same time

for previous phases, and more importantly allows for a blending of certain aspects in different phases (refer to diagram 4.1.).

It has been established that the development methodologies, as discussed in the fourth chapter do provide a fairly efficient practical guide to the

TABLE 9.4.: ORDER OF DEVELOPMENT PHASES IN THE ZIMISELENI COMMUNITY PROJECT

With regard to the Zimiseleni Community Project the development cycle was completed in full, from the beginning, through the middle, to the final phase of the methodology. It provided, at the same time, enough room to return to previous phases and most importantly allowed for a blending of certain aspects from different phases as emphasised by Lombard (1991:239) (Appendix C, Qualitative data 5).

process of community development. To ensure and enhance development initiatives, it has been emphasised that all stages in the development cycle be completed in full. By so doing, the process of development will be enabled to move forward while at the same time making provisions for returning to previous phases as the need arises.

As a matter of fact, by adopting the chronological unfolding of the development process of community development, we can successfully deal with various obstacles militating against development as the community development project unfolds to completion and success.

9.2.3. Establishment of the conditions of failure and success for rural development in as far as community participation and empowerment is concerned.

With regard to the creation of the conditions of failure or success for rural development, empirical evidence which was incorporated in the discussion of the mentioned conditions (discussed in paragraphs 9.2.3.1 and 9.2.3.2) showed that development can be greatly inhibited or enhanced if the process of community participation and empowerment is or is not recognised and utilised as an effective development strategy (refer to Table 9.5).

9.2.3.1. Conditions of failure with regard to rural development projects.

Research results showed that there were definite conditions leading towards failure of development initiatives. The discussion of these conditions are backed up with empirical evidence.

a) Apathy, poor motivation, mistrust and lack of co-operation among members.

Fieldwork research showed that because of poverty, unemployment and depression suffered by communities

TABLE 9.5.: CONDITIONS OF FAILURE AND SUCCESS FOR RURAL DEVELOPMENT IN AS FAR AS COMMUNITY PARTICIPATION AND EMPOWERMENT IS CONCERNED

	Conditions of failure with regard to rural development projects.	Conditions of success with regard to rural development projects
1	Apathy, poor motivation, mistrust and lack of co-operation among members.	Self reliance and belief in themselves as capable of achieving their optimal potential in developing themselves.
2	Lack of effective communication networks to invite members for meetings.	Motivation and confidence in self help initiatives among committee members instead of relying heavily on the development facilitator for direction of the project.
3	Lack of adequate and sustainable funding and sponsorship of projects in rural areas.	Resource mobilisation by members particularly from within and ensuring sustainable development of the project.
4	Lack of resources (shelter) to store raw materials used for producing handicrafts.	Gaining control over the affairs of the project which is supported by the community.
5	Vast distances between homesteads of participants which stifle communication.	Feeling of being in charge and responsible about what is happening to them as a community and to the project as a whole.
6	Poor transport, bad and dusty roads.	Increased technical knowledge, capacities and skills spread within the group to enable them to meet the challenges of realising their rural development objectives.
7	Lack of bus fares to enable members to attend community meetings regularly.	Putting in place management systems: constitution, keeping of documents, record of minutes and regular liaison with government agencies and NGO's.
8	Bad planning and lack of capacity to manage the affairs of the community project.	Active participation of group members, decision making, leadership sharing and management of activities of the project.
9	Mistrust, hostility, antagonism and lack of co-operation among members	(Appendix C, Qualitative data 6)

living in rural areas, a degree of apathy, poor motivation, and a mistrust of members with regard to finances kept by the

executive committee impacted negatively on feelings and attitudes of the participating members of the project (Appendix C, Qualitative data 6).

To confirm the limitations caused by poor motivation and mistrust, a remark of one member of the organisation reveals that the organisation “was meant for people staying in the village and those staying in rural areas are not welcome at all” (Appendix C, Qualitative Data 6)

Because of the legacy of apartheid, particularly in rural areas, constant support and encouragement of the members of the organisation was needed in order to empower members to believe in themselves and their potential to succeed in whatever venture they embarked on (Appendix C, Qualitative Data 6).

b) Lack of effective communication networks to invite members for meetings.

As KwaNgwanase is mostly rural in nature, invitations to community meetings was done by word of mouth. This method has limitations, especially because the homesteads of members were scattered over a vast area of KwaNgwanase.

The possibility was that notices of meetings could hardly reach and be received by every member of the community project. “Occasionally I only learn late after the convened special meeting was held without my knowledge and this makes me feel as if I am being excluded deliberately!” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

c) Lack of adequate and sustainable funding and sponsorship of projects in rural areas.

Lack of adequate and sustainable funding for community projects by the private sector, government or non-governmental organisations, has a negative effect on the development of the project. Lack of funding can lead towards the collapse of the project, especially during the initial stages of the formation of the organisation (Appendix C, Qualitative Data 6). “When we joined the organisation, we were under the impression that the Government will provide us funds to initiate and subsidise the community project, unfortunately funds for the support of the project were not forthcoming” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

d) Lack of resources (shelter) to store raw materials used for producing handicrafts.

Community organisations that produce goods for sale need a warehouse or shelter where they can store their produce until it is successfully marketed. “We did not have a place to keep our handicraft material for weaving mats and for storing woven handicrafts...we had to carry our material with us all the time” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

Because members did not have a shelter for storing their goods, they asked for space at the shelter established by the Zimiseleni Community Development Project. This arrangement created problems, especially with regard to the safe keeping of their goods. “Although we were not paying for the storage of our goods, we were concerned about loss of some of the produce which eroded our profits” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

e) Vast distances between homesteads of participants which stifle communication.

The homesteads of the members of the organisation were scattered over a vast area of KwaNgwanase in Maputaland.

“It is easy in a village to meet regularly and have a chat about matters concerning the organisation...in the rural area it is extremely difficult because one would have to walk long distances” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

f) Poor transport, bad and dusty roads

Members experienced problems with regard to poor transport services in the area. “We have bad and dusty roads...(furthermore) there are few buses that leave early in the morning to the village and by lunch time they bring their passengers home” (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

g) Lack of bus fares to enable members to attend community meetings regularly

Because of poverty, members find it difficult to pay for bus fares to enable them to attend meetings. The implication of this is that members were not able to attend meetings and gatherings regularly. Through fieldwork interviews, the executive committee members mentioned the fact that “in most of the meetings, there would be a new member attending and this is why it becomes difficult in determining regular membership of the organisation” (Appendix C,

Qualitative Data 6 and Appendix D, Transcript D1).

h) Bad planning and lack of capacity to manage the affairs of the community project.

As a result of the cumulative deprivation that rural people were subjected to they experience problems in the planning and organisation of a community project. As mentioned in Chapter 6, the Masithuthuke Women's Organisation was not managed properly in line with the stipulations of the development methodology plan. The welfare officer of the area was of help in building management capacity, but, as mentioned, because of the vast area she had to cover, she could only handle crises situations reported for her attention (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

i) Mistrust, hostility, antagonism and lack of co-operation among members

It is important to identify factors that cause community members to mistrust, feel hostile and antagonistic towards the project, as all these lead to lack of co-operation. With regard to Masithuthuke Women's Organisation, the factors referred to stemmed from the jealousy of some members who had not been elected to executive positions, and of others

who did not like following others (Appendix C, Qualitative Data 6 and Appendix D, Transcript D1).

9.2.3.2. Conditions of success with regard to rural development projects

Fieldwork results confirmed that the following conditions substantially enhanced the chances of success of a rural development project.

a) Self reliance and belief in themselves as capable to achieve their optimal potential in developing themselves.

Some major aspects of community empowerment responsible for the success of the community project, as identified in the study, concerned the nurturing of awareness of personal power by the community, the awakening of interest and readiness to participate actively in the community project and the ownership and control of the project by the community (Appendix C, Qualitative data 6).

b) Motivation and confidence in self help initiatives among committee members instead of their relying heavily on the development facilitator for direction of the project.

Community members and their leaders are in the best possible position to identify their own needs and problems

and to see to the satisfaction of their own needs and the solving of their problems themselves.

The community showed enthusiasm and interest about development initiatives in the area; they were found to be in the best position to contribute towards the success of the project, given the opportunities of empowerment through skills transfer and capacity building (Appendix C, Qualitative data 6).

c) Resource mobilisation by members particularly from within, ensuring sustainable development of the project.

Various resources like, money, time, material, and human have to be mobilised by the community to make the project a success.

Fieldwork research (refer to Appendix C, Qualitative Data 6) established that resources were important for realising the objectives of the community development project. The following were mentioned, namely:

- i) human resources which includes the number of persons available for active participation, as well as their knowledge, skills, and social institutions.

Successful community development projects had facilitators and volunteers actively participating in specific activities agreed upon with the community.

ii) manufactured resources like, for example, electricity, schools, clinics, shops and markets. From fieldwork research, it was clear that community groups needed adequate resources like transport, storage warehouses, school halls etc. for specific occasions and events such as sales of various kinds of produce, holding of meetings and parties.

iii) natural resources like, for example, carving wood, grass for mats, logs for building huts etc.

iv) organisational resources like, for example, skills acquisition and capacity building for the realisation of the objectives of a community project.

d) Gaining control of the affairs of a project which is supported by the community

Through the process of empowerment, fieldwork research (refer to Appendix C, Qualitative Data 6) established that members of the community, groups or organisations who were powerless were assisted to become aware of the power dynamics at work in their life context, develop the skills and capacity for gaining some reasonable

control over their lives, and to exercise this control without infringing upon the rights of others.

In order to enable communities to address their developmental needs, focus group interviews (Appendix C, Qualitative Data 6) established that communities have to gain control over their lives, and to develop confidence in their own knowledge and abilities. The following building blocks were identified as important for communities, namely for them to:

- i) believe in themselves;
- ii) feel motivated and confident to face the challenges of life; and
- iii) become involved and perceptive in socio-political and economic changes taking place in the country.

e) Feeling of being in charge and responsible about what is happening to them as a community and to the project as a whole

According to fieldwork results, it is important for communities to own and feel in charge of their community development project. An important indicator of a project's sustainability is the degree to which the community owns the project; this ownership can happen only if the community is assured from the beginning, that the project is theirs. This will enable the community to assume responsibility

for the work that needs to be done with the guidance and support of the community development worker (Appendix C, Qualitative Data 6).

f) Increased technical knowledge, capacities and skills spread within the group to enable them to meet the challenges of realising their full potential for managing their development project

In order for communities to be able to take responsibility for their (Appendix C, Qualitative Data 6), they need to be helped to gain the ability to take responsibility for their own development, by being brought into contact with information systems and training opportunities that will increase their technical knowledge, capacities and skills to be able to deal with their developmental needs. Community empowerment as emphasised in focus group interviews, was a process fed by information, knowledge and experience, that helped to make them confident in their own abilities.

The importance of informal training is to teach a community various skills like craft work and mutual-aid projects such as simple cooperatives or credit unions which are primarily meant to protect the poor and powerless from middleman exploitation.

Through the process of community participation and empowerment,

self-help and self-reliance in sustaining their community development projects inevitably leads to an improvement in the living standards of the community.

g) Putting in place management systems: constitution, keeping of documents, records of minutes and regular liaison with government agencies and NGO's

For the success of the community development project, it is important to plan and put in place a management system which will guide the functioning of the community project. Fieldwork research showed that organisations which had a constitution in place were more successful than others in enabling the community to meet and realise their objectives. The following management systems were extremely important:

- i) Executive and various management committees;
- ii) Types of meetings (general, special, annual meetings) and the number of meetings held annually;
- iii) Indemnity arrangements;
- iv) Financial control measures; and
- v) Dissolution arrangements.

h) Active participation of group members, decision making, leadership sharing and management of activities of the project

Fieldwork research showed that the implementation of any

development project cannot be affected successfully without an active and widespread participation of its members. In putting community members at the forefront of development programmes, the tailoring and implementation of projects to the needs and capabilities of people who are supposed to benefit from them, are taken into consideration. No longer should people be identified as target groups, rather, they should be seen as intended beneficiaries who will benefit (Appendix C, Qualitative Data 6).

Furthermore, it was made known from the focus group interviews (Appendix C, Qualitative data 6) that community participation resulted in the empowerment of the community to be involved in decision-making processes, in implementing programmes, in their sharing in the benefits of development programmes, and involvement in efforts to evaluate such programmes.

Although the “ongoing” rural development project presented in Chapter 8 was not yet “finished” there were strong indicators from the development of the project, as revealed in the respective chapter, that it was going to be “successful”.

9.3. Lessons and experiences learned from the three case studies having a bearing on the promotion of rural development, community participation and empowerment

From the research results of the three case studies (see Table 9.6), the lessons and experiences learned with regard to a variety of factors influencing development, participation and empowerment, were emphasised as follows:

9.3.1. Growth from apathy and powerlessness to awareness, conscientisation or politicisation

From empirical evidence, the importance of growth out of apathy and powerlessness to awareness, conscientisation or politicisation of communities, was established (Appendix C, Qualitative Data 3).

With regard to apathy and powerlessness, fieldwork research established the following conditions leading to failure in development projects, namely:

- a) poor motivation, mistrust and lack of co-operation among members; and
- b) feelings of helplessness due to the effects of poverty, unemployment and deteriorating physical and social well-being (refer to Table 9.5 and Table 9.6).

**TABLE 9.6.: LESSONS AND EXPERIENCES GAINED FROM THE CASE STUDIES
HAVING A BEARING ON THE PROMOTION OF RURAL DEVELOPMENT, COMMUNITY
PARTICIPATION AND EMPOWERMENT**

Research results revealed that the following lessons and experiences learned from the case studies with regard to a variety of factors influencing development, participation and empowerment, emphasised the importance of:

1	Growth from apathy and powerlessness to awareness, conscientisation or politicisation.
2	Transformation from an isolated self-help initiative to community involvement and participation.
3	Shift from active community participation to the formation of organisational and management structures.
4	Change from community projects to community group processes and community empowerment.
5	Shift from the notion of recognising community experts as change agents to accepting them as facilitators.
6	Change from development to social change and social transformation.

On the other hand those conditions leading to success in development projects

were established as follows:

- a) self reliance and belief in themselves as capable to achieve their optimal potential in developing themselves; and
- b) motivation and confidence in self help initiatives instead of relying heavily on the development facilitators for direction of the project (refer to Table 9.5 and Table 9.6).

It has been established that the awareness, conscientisation or politicisation phase should lead to the formation of an active group that should take the

process of community development further to community action and participation with the support of as many role players as possible (Appendix C, Qualitative Data 6).

9.3.2. Transformation from an isolated self-help initiative to community involvement and participation.

It was established that a more holistic, co-ordinated approach towards self-help projects at community level was seen as important in avoiding duplication, the unnecessary wasting of energy, conflict, and in enabling the unification of different components into a meaningful whole Appendix C, Qualitative Data 4).

Therefore, from isolated self help projects it was established that through changes in attitude towards collective involvement, the awakening of their interests in community participation, a sense of their general competence and confidence is acquired which enables the community to link up and network with other community groups in the area. This is for the purpose of engaging in social action programmes, in order to exert public pressure for the benefit of the community, such as, for example, citizen rights to housing, welfare, health and public transport.

9.3.3. Change from active community participation to the formation of organisational and management structures.

Through the study's awareness of the various social problems affecting the community, the need for the formation of effective organisational and management structures was realised.

The first step leading towards the formation of organisational structures, as identified by the community groups, was to recruit and increase membership for the organisation for the following advantages. The more people are involved in the group:

- a) the more activities it can undertake;
- b) the more it can be aware of the issues that concern and interest people;
- c) the more it can be seen as representative of the people; and
- d) the stronger it is to undertake collective action (refer to Appendix C, Qualitative Data 6).

The second step was the drafting of a constitution that mostly provided a strong backbone for the internal functioning of the community groups. Their experience taught them that without a written constitution, the organisation lacks a tangible base point which says to the rest of the world: this group exists and therefore has a *prima face* claim on the attention of

others, as well as on other kinds of resources (Appendix C, Qualitative Data 7).

As the organisation struggles to develop and become strong, it will need a meeting-place, that is, premises like a community hall, a local school, or a church hall, for its members.

According to respondents, some of the most important values of organisational structures were as follows:

- a) to provide some framework and environment designed to meet the objectives of the programme more effectively; and
- b) to establish relationships among people in terms of work assignments, duties and responsibilities.

It was also established that the area in which the project was operating from, was to be clearly mapped-out and budgetary requirements and systems of control had to be established and adhered to.

9.3.4. Change from community projects to community group processes and community empowerment.

Over the years, rural communities often had little say in respect of the nature and duration of community projects. This gave rise to feelings of

helplessness and powerlessness. They were rarely offered an opportunity to prove that they were capable of responsible decision-making and were always expected to look up to somebody to say whether they could do something or not.

From fieldwork research (Appendix C, Qualitative Data 6), interviews with project leaders and community members revealed that their participation in various community projects as beneficiaries, had built and nurtured confidence in themselves as people who were capable of helping themselves.

Through community participation and empowerment, communities are able to learn from each other and gain valuable experience. Experiences of participants are acknowledged, accepted, respected and utilised. Their participation and active involvement in their community projects enabled them:

- a) to develop leadership skills,
- b) to learn to plan and evaluate effectively;
- c) to develop organisational structures in order to address their needs, problems and aspirations, and
- d) to maintain the sustainability of the project.

Some of them felt that they had gained the will-power to take control over events influencing their development and social well-being (Appendix C, Qualitative Data 6).

9.3.5. Shift from the notion of recognising community experts as change agents to accepting them as facilitators.

Understandably, the direction of social change, particularly during the apartheid era, was brought about by a small group of experts, social planners or community workers who became aware of a specific problem in the community and then decided to work on the problem together with the community in order to address their needs and problems. The role of these development agents was to get into the community, mobilise it around the planned community project and assist the participants with various technical information and resources needed for facilitating community development.

Gradually, changes, in recognition of the participatory model of community development, the focus shifted to process, critical awareness and empowerment. With the shift in focus the communities' capacities will be built, not to assist planners and developers but to enable the communities to take full responsibility for their own development. The end result being that the beneficiaries will be empowered to enjoy ownership of

development initiatives which they have established in a responsible and enlightened way.

9.3.6. Change from development to social change and social transformation

Having more choices and having the freedom to choose, are important aspects of empowerment with regard to the development of both personal power and political power. Development, as shown by fieldwork research (Appendix C, Qualitative Data 1), cannot take place in isolation. As expressed by Lombard (1991:108), it is an integral part of the comprehensive socio-political, psychological and economic changes.

The main purpose of development, therefore, does not end with the general improvement of living standards of community members, but with the process of change that brings about economic growth and political development, resulting in autonomy and social reconstruction. As confirmed from focus group interviews (Appendix C, Qualitative Data 6), the purpose of community participation and empowerment was to gain understanding of, and control over social, economic and political forces, in order to improve their social standing in society (refer to Appendix C, Qualitative Data 1, Table C1).

It was confirmed from research results that as communities learn to be

critical of their development needs, problems and aspirations, they learn to realise that active participation in development projects does not only end in the realisation of their wants and needs at community level, but in their empowerment as well. Through development, communities are enabled to take control and enjoy ownership of development initiatives and to participate actively in socio-economic and political processes which affect their own lives as citizens of the country.

The benefit of community involvement and participation, which is a central component of empowerment, be it on a personal, political or socio-economic level, is the achievement of social justice and transformation, where the needs and democratic rights of all people in the community are taken seriously.

9.4. Conclusion

In conclusion, it must be stressed that the central purpose of community development is the development of people, usually rural people, as individuals and as collective groups. In doing so, a shift of emphasis from resource management and service delivery to capacity building and support has to take place for the benefit of the community.

To raise the capacity of rural people, the community development process must

promote social change, making communities progressive minded, desirous of improving their living conditions and capable of doing so through adopting a co-operative way of life for promoting group interests of the community as a whole.

The creative initiative of people is regarded as a primary development resource, and the mental and material welfare of people is seen as the final objective of development. Therefore, through active participation, communities are encouraged to gain control over their lives in order for them to address their developmental needs effectively and successfully.

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APPENDIX A

PROJECT EVALUATION FORMAT

1	<u>Identifying particulars</u>
1.1	Project name
1.2	Project location
1.3	Contact person
1.4	Title
1.5	Address
1.6	Telephone number
2	<u>Project</u>
2.1	Was the project initiated by the community?
2.2	Does the project address a "felt" community need?
3	<u>Approach</u>
3.1	Does the project foster consultation and teamwork with other professionals?
3.2	Is the project cost effective?
3.3	Does the approach foster community self-reliance?
3.4	Does the approach encourage working relationships with the projects doing similar work?
3.5	Does the approach provide easy access to those who need the project the most?
3.6	Does the approach provide for evaluation?
4	<u>Management</u>
4.1	Who is managing the project? Do they have appropriate skills, motivation and energy?
4.2	If volunteers are used, do they have appropriate skills and are they the right calibre of person to do volunteer work?
4.3	Does the project have adequate premises and equipment to produce results?
4.4	Does the management structure encourage a manpower development and planning strategy?
5	<u>Financing</u>
5.1	Does the year's total budget for this project seem reasonable?
5.2	Does the project endeavour to acquire contributions or support in kind where possible?
5.3	Will those served by the project pay anything?
5.4	What are the current major sources of revenue for this project. Are they sufficient to cover the budget? Are they stable?
5.5	If this project is successful, how will it be funded in future? Are the plans realistic? Can we see their self-sustenance plan?
	<i>Source: Mzizi, Letsebe and Rantla (1984:15-17)</i>

APPENDIX B

OPERATIONAL GUIDELINES FOR THE SOUTH AFRICAN BLACK SOCIAL WORKERS ASSOCIATION (SABSWA) PROJECTS

1	<u>Description of the community</u>
1.1	<u>Types of community:</u> -Specify whether you are dealing with a geographic community? -Is it a combination of the two?
1.2	<u>Profile:</u> History, population, community organisations, community resources, political groupings, schools, hospitals / clinics, social welfare organisations, churches, libraries, community centres
1.3	<u>Affiliated group or population:</u> -Which of the other groups are dealing with this particular affected population / group? -Links with the branch in addressing the needs / problems.
2	<u>Approach</u>
2.1	It is suggested that the approach should be developmental as this is more relevant in our context, where the need for development is substantial. The following elements should be built into the process. <ul style="list-style-type: none"> ‣ Empowerment of the powerless to increase their own resources ‣ Empower people to have a right and control over their own affairs ‣ Empower people to increase their own capacities and skills.

3	<u>Process</u>
3.1	<p>Socialisation phase:</p> <p><u>-Technical tasks- identifying and defining problems.</u></p> <p>Community self surveys Brainstorming Questionnaire Observation by participants</p> <p><u>-Interactional tasks</u></p> <ul style="list-style-type: none"> . Identifying target population . . Motivate and recruit members (transforming private problems into public issues) . Indicate how SABSWA has educated the community about the problem being addressed.
3.2	<u>Primary group phase</u>
3.2	<p><u>Technical phase</u></p> <p><u>-Technical tasks</u></p> <ul style="list-style-type: none"> . Link problem identification to goal development. Do people understand what the goal is? Is it achievable? Is it realistic? . Identify task, process and relationship goals. <p><u>-Interactional tasks</u></p> <ul style="list-style-type: none"> . Cultivate social bonds and group cohesion. . Build relationships with related projects in the community. <p>The interplay of relationship and task goals as well as process goals should be clarified. How the projects is co-ordinated or how SABSWA facilitates the co-ordination should be indicated. This is the most crucial phase because it can make or break the success of the project.</p>

3.3	<p><u>Organisational phase</u></p> <p><u>Technical tasks</u></p> <ul style="list-style-type: none"> . Develop programme objectives and organisational structures . Be very specific and show relationship to goals <p><u>Interactional tasks</u></p> <p>SABSWA has to demonstrate how they intend evaluating the programme:</p> <ul style="list-style-type: none"> -Service delivery, transferring accountability and ensuring self-reliance. -Broadening the constituency, involving other people who are not directly served, but having special skills and knowledge with the understanding that they are only facilitating skill development -Building coalition (relationships) with other groups and developing leadership skills.
3.4	<p><u>Institutional relations</u></p> <p><u>Technical tasks</u></p> <p>Implement strategy</p> <p><u>Interactional tasks</u></p> <p>Participate in organisational enrichment and change through use of education, persuasion bargaining and pressure.</p>
4	<p>Evaluation</p>
4.1	<p>Evaluation should be in-built. Very clear criteria should be set out against the objectives of the project. Specific attention should be paid to evaluation against:</p> <ul style="list-style-type: none"> -- achievement of objectives - the process and community participation the use of funding. <p><u>Source:</u> Mzizi, Letsebe and Rantla (1984:3-6).</p>

APPENDIX C
COMPREHENSIVE NOTES OF QUALITATIVE DATA COLLECTED
THROUGH FIELDWORK

QUALITATIVE DATA 1 : REPORTS AND NOTES

Individual interviews and a group discussion with the Welfare Officer of
KwaNgwanase in Maputaland

Venue: University of Zululand

Period: 9/7/98 to 11/7/98

On the 9 July 1998, the researcher phoned the Welfare Officer of KwaNgwanase regarding practical work placement of two final year social work students in her district office at KwaNgwanase area. The report communicated by the Welfare Officer was that they had assumed duties and progressing in a satisfactory manner.

She indicated that it would have been beneficial if these students could have received information on the needs, problems and aspirations of the community of the KwaNgwanase before the placement of students.

The researcher felt that such information on the needs, problems and aspirations of the KwaNgwanase people were important for the Higher Diploma students in Community work as well, An invitation was therefore extended to her to visit the University of Zululand to conduct a seminar and discussion on the needs, problems and aspirations of the people of KwaNgwanase.

After confirming the dates for the seminar an invitation for the 11 July 1999 was extended to her. She indicated that she would attend the proposed seminar on the suggested date starting at 10h00 in the Seminar Room of the Dean of the Faculty of Arts of the University of Zululand. On the 11 July, the nine Higher Diploma

TABLE C1: NEEDS, PROBLEMS AND ASPIRATIONS OF RURAL COMMUNITY**MEMBERS**

No	NEEDS	PROBLEMS	ASPIRATIONS
1	Employment opportunities	Unemployment	Adequate housing
2	Health clinic and Hospitals	Marital problems	Work opportunities
3	Schools & Educate centres	Inadequate housing	Favourable living conditions
4	Irrigation schemes	Informal settlements	Transport facilities / Own vehicle
5	Clean drinking water	Alcoholism / Drug abuse	Proper education
6	Feeding schemes	Clean drinking water	Food / Well balanced meals
7	Youth clubs	Teenage pregnancy	Good health
8	Community / recreation centres	Illegitimacy	Live stock
9	Old age homes / Service centres	Child neglect / Battering	Own business
10	Pre-school / Creches / Nurseries	Crime	Freedom (political and economical)
11	Bursaries / Scholarships	Illiteracy	Shops / Supermarkets in area
12	Sheltered employment centres	Lack of job training	
13	Electricity	Juvenile delinquency	
14	Library	School dropout	
15	Public transport	Dirt roads	
16	Telephone services	Divorce	
17	Rehabilitation centres	Lack of public transport	
18	Tarred roads	Mental ill-health	

students in Community Work together with the researcher attended the seminar. The seminar was conducted in the medium of isiZulu.

The purpose of the seminar was to familiarise the post graduate students in community work and the researcher with the needs, problems and aspirations of a typical rural area like the KwaNgwanase community of Maputaland.

In her presentation, she emphasized the point that the area of Maputaland as a whole, suffers greatly from underdevelopment and the area has been neglected by the previous apartheid government with regard to infrastructural development for many years. There were no employment prospects especially for the youth of the area. Consequently they had to migrate, in large numbers, to work elsewhere, mostly in Durban.

With regards to the needs, problems and aspirations of the community, the various points discussed were tabulated as Table C1 for easy reference.

She emphasized the point that the area of KwaNgwanase is a rural one and needs development in order to break the cycle of poverty that affects women and children. This is the area's biggest problem. The Higher Diploma students in Community Work gained valuable information about the needs, problems and aspirations of rural communities, particularly in KwaNgwanase. After the seminar and subsequent discussions, some of them held private discussions with regard to various aspects like, for example, employment prospects for them after completing their post graduate diploma in community work.

**QUALITATIVE DATA 2 : NOTES ON A DISCUSSION OF CHOICE OF SAMPLE
FOR THE STUDY**

**Individual interview and a discussion on the selection and choice of a
sample for the study with the Welfare Officer of KwaNgwanase**

Venue: University of Zululand

Period: 24/7/98 to 25/7/98

On the 24 July 1998, the researcher phoned the Welfare Officer attached to the Department of Welfare and Population Development in KwaNgwanase for the purpose of establishing whether it could be possible for the researcher to undertake research in the area of KwaNgwanase or not. On the 25th a meeting was held at the office of the researcher at the University of Zululand. The purpose of the meeting was basically to explore and establish the suitability for undertaking research in the proposed area of KwaNgwanase.

Through discussions, it was confirmed that the area was a suitable choice for the researcher to be selected for a research study. Most of the general characteristics sought by the researcher were confirmed, namely:

- a) lack of services and recreational amenities available in towns and cities, e.g. museums, libraries, entertainment centres etc;
- b) lack of adequate employment opportunities;
- c) greater influence of the church than in urban areas;
- d) greater influence of personal relationships among community members;
- e) economic stagnation;
- f) agricultural underdevelopment and lack of alternative employment opportunities;
- g) poor quality of life because of the insecurity of essential goods, facilities and money;
- h) isolation caused by distance and poor communication;

- i) an unfavourable environment exposing people to communicable diseases and malnutrition; and
- j) inadequate health facilities and lack of adequate sanitation.

By way of explanation, the researcher emphasised the point that a selection of three case studies in the Maputaland area will be undertaken. The criteria for selection will be as follows: namely a first case to be selected would be one that would be regarded as “finished and unsuccessful”, a second case that would be classified as “finished and successful”, and a third one that would be labelled as “new and ongoing” with respect to rural development projects in the respective communities.

The researcher explained that the three selected case studies would be studied and presented, paying special attention to the following:

- a) descriptive information on the rural development project in accordance with the research instruments as reflected in Table 5.7;
- b) development and obstacles experienced with regard to the rural development project as reflected in Table 5.8.; and
- c) lessons learned from the case studies supported by empirical evidence from data collected.

Finally, the researcher indicated that from empirical evidence to be gathered from the three case studies, the researcher would be able (through lessons learned from the study) to establish the failure and success from the initial planning stage to the implementation and further stages of rural development projects.

On the request by the Welfare Officer to peruse and study the two research instruments to be used in the collection of data, the researcher provided her with the two research instruments designed to access the following:

- a) descriptive information on the project under study (refer to Table 5.7); and
- b) information on development and obstacles experienced with regard to the project (refer to Table 5.8).

After the discussion of the research proposal the Welfare Officer indicated that she was to discuss the matter with her supervisor and would phone the researcher as soon as possible so that arrangements could be made for the research project to be undertaken.

QUALITATIVE DATA 3 : COMPREHENSIVE FIELD NOTES

Individual and group interviews with the Welfare Officer and staff of KwaNgwanase

Venue: KwaNgwanase area of Maputaland

Period: 13/8/98 to 15/8/98

After securing an appointment to visit the welfare officer and staff on the Department of Welfare and Population Development of KwaNgwanase for the 13 August 1998, the researcher left for Maputaland.

The purpose of the visit was two-fold, namely:

- a) To get to know the community in which a research project would be undertaken (focusing on the infrastructural, social, economic and political development); and
- b) To discuss and explore the possibilities of research access to the area.

The researcher was informed that the journey to KwaNgwanase would take about 4 hours. To my surprise it took the researcher more than 5 hours because of the construction detours along the N2 national road. From the Jozini Dam to

KwaNgwanase / Ingwavuma T-junction, the researcher had to travel slowly because of the many potholes on the road. From Sihangwane to KwaNgwanase, the road was in a poor condition (dirt road strips in between the tarred part of the road).

The land was surprisingly flat and full of shrubs. The Zulu saying “Umhlaba uyalingana” (the area is flat) described the area appropriately. As the researcher drove towards KwaNgwanase, the scattered homesteads tended to be at close proximity to each other with visible school and healths clinics here and there.

As the researcher travelled slowly towards KwaNgwanase, several mini-bus taxis were seen overtaking the vehicle of the researcher and some going towards the researcher’s opposite direction.

Along the road, there were several road side markets where the following product were sold to passers by, namely:

- a) fruit and vegetables;
- b) drinks,
- c) handicraft artifacts of various kinds;
- e) fire wood; and
- f) freshly culled beef meat (several of which were seen hanging on tree branches).

The researcher eventually arrived at KwaNgwanase, a place full of informal traders seated close to each other along the village streets. The researcher phoned the Welfare Officer as arranged in order to take him to where her office was. At about 14h00 the researcher reached his destination. His car was full of dust and it needed a full service on return to Empangeni.

The programme for the day was to have discussions with the Welfare Officer and her staff for the purpose of getting an idea about the area to be studied. The staff members who participated in the discussions were as follows:

- a) the welfare officer and liaison officer of the district; and
- b) two student social who worked as social workers from the University of Zululand who were placed for a period of three months with the Welfare Department of KwaZulu-Natal.

The following extract was recorded from the discussions:

a) Infrastructural development

The area was underdeveloped regarding the provision of infrastructural resources. There was a dire shortage of electricity and water supply in the outskirts of the village of KwaNgwanase. As already mentioned the roads were in a poor state and these were mostly dirt-roads available for community members to utilise.

Transport to and from the village in most rural areas of Kwangwanase was problematic. Since there was one bus operation in most areas, community members had used a bus service to the village and made it a point that they got the same bus to transport them back home. Should they miss the bus, they would either use private cars or trucks which were said to be expensive or put up for the night with relatives in the village.

b) Social development

There were vast distances between homesteads which were scattered all over the Maputaland area. This tended to limit communication links among members of the district. There were traditional meetings called from time to time by the Chief and his Headmen to discuss matters concerning the tribe and the homesteads. Young men were expected to migrate to towns

and cities to seek employment. Boys looked after sheep and cattle and the girls helped their mothers with various household chores.

c) Political development

Traditional leaders, still play an important role in organising and deciding on events and activities that take place in their communities.

The transition from the old apartheid regime to a democratic one did not happen smoothly and peacefully. There was tension and political strife (animosity and even violence) in the area between the two largest political parties in KwaZulu-Natal (i.e. the African National Congress and the Inkatha Freedom Party). Like in the entire Province of KwaZulu-Natal, the opposing groups have now mutually agreed to work together co-operatively, in order to promote development and delivery of services to the community in the Maputaland area.

d) Economic development

The unemployment rate in Maputaland is high and the level of informal trade taking place in the streets is particularly high. The main products being sold to community members are mostly fruits and vegetables. Formal shops, stores, and workshops are few in Ngwavuma or Maputaland. The existing ones in the community are found situated towards the centre of the village.

The second part of the discussion was to explore the possibilities of establishing research access to the area. After a lengthy discussion it was decided that another visit had to be arranged by the researcher with the purpose of undertaking:

- a) an observational visit to the various community development initiatives and organisations in the area and

b) a study of the community profile of the area.

The researcher was to invite his group of eight research assistants (Higher diploma students studying community work at the University of Zululand) to assist him in the study of the area in order to facilitate access to the area for research purposes.

QUALITATIVE DATA 4 : FIELD NOTES

Individual and group interviews with community members (with the help of eight research assistants)

Venue: KwaNgwanase area of Maputaland

Period: 4/9/98 to 5/9/98

Arrangements were made with eight research assistants (Higher Diploma students studying Community Work at the University of Zululand) to visit KwaNgwanase.

<u>TABLE C2: PARTICULARS OF RESEARCH ASSISTANTS</u>		
NO	NAME	COMMUNICATION MEDIUM
1	Ms Maseko	Zulu and Sotho speaking
2	Ms Matjeka	Zulu, Swazi and Sotho speaking
3	Ms Mdluli	Zulu , Swazi and Sotho speaking
4	Ms Mntungwa	Zulu speaking
5	Ms Mthethwa	Zulu speaking
6	Ms Mtshali	Zulu and Sotho speaking
7	Ms Ngidi	Zulu speaking
8	Ms Nkosi	Zulu, Swazi and Sotho speaking

TABLE C3: COMMUNITY PROFILE OF INGWAVUMA DISTRICT

1	Population	- Approximately 400 000
2	Government departments	<ul style="list-style-type: none"> - SA Police Service - Agriculture and Environmental Affairs - Justice - Social Welfare and Population Development - Health - Public Works - Education - Traditional Affairs - Telecommunications
3	Traditional structures	<ul style="list-style-type: none"> - Amakhosi - Izinduna - Tribal Councillors
4	Welfare Organisations	<ul style="list-style-type: none"> - Ingwavuma Child Welfare Organisation - Masithuthuke Womens Organisation - Zamimpilo Craft Programme - Zimiseli Community Project - Zizamele Society for the Physically Disabled
5	Self-help and community groups	<ul style="list-style-type: none"> - Poverty relief projects - Bhambanana Flagship programme - Qendindlala Cottage Bakery - Burial Clubs
6	Health Facilities	<ul style="list-style-type: none"> - Health Clinics (Residential and Mobile Clinics) - Hospital
7	Educational Facilities	<ul style="list-style-type: none"> - Pre-Primary Schools - Primary Schools - Secondary Schools - High schools
8	Religious Denominations	<ul style="list-style-type: none"> - Anglican Church - Apostolic Faith Churches - Church of Christ - Dutch Reformed Church - Evangelical Lutheran Church - Jehovas Witness - Methodist Church - NG Kerk - Roman Catholic Church - Shembe - Zionist Church
9	Transport Facilities	<ul style="list-style-type: none"> - Buses - Taxis - Private cars
10	Financial Institutions	<ul style="list-style-type: none"> - Ithala Bank - Post Office Savings
11	Recreational Facilities	<ul style="list-style-type: none"> - Community halls - Soccer fields
12	Employment resources	<ul style="list-style-type: none"> - Game reserves - Government departments - Shops - Domestic work for well to do families
13	Private Sectors	<ul style="list-style-type: none"> - Wholesalers - General dealers - Lodges for tourists - Taxi Associations - Shops

The researcher made it a point that students were briefed thoroughly on the purpose of research and the role they were expected to perform during the visit.

The purpose of the visit was twofold:

- a) To visit various community development organisations in the area of KwaNgwanase; and
- b) To study the community profile of the area.

On reaching KwaNgwanase area, the researcher and students had an opportunity of familiarising themselves with the area of research. This was an unstructured activity which involved talking to community members in a spontaneous manner about various things like, their environment, organisations, community structures, housing, health and employment facilities etc. By the end of the second day, a feedback discussion was conducted to consolidate all the data collected (refer to Table C4).

As mentioned, the number of research assistants were eight in all. They were instructed to group themselves into four partners. These groups were as follows: Maseko and Matjeka; Mdluli and Nkosi; Mthethwa and Ngidi; Mntungwa and Mtshali (refer to Table C2 for identifying particulars of research assistants).

Feedback from the four groups and information received from the Welfare Officer about the area of Kwangwanase, were consolidated (refer to Table C3). Information received through formal and informal discussions with all the stakeholders, that is, the staff of the Welfare Office, residents, organisations, community groups and community leaders of the area of KwaNgwanase, was compiled accordingly.

QUALITATIVE DATA 5 : COMPREHENSIVE NOTES

Observational visits and individual interviews with the executive committee and members of the three community development projects studied (i.e. an “unsuccessful”, a “successful” and a “new and ongoing” community development project)

Venue: KwaNgwanase and Ingwavuma area of Maputaland

Period: 2/10/98 to 3/10/98 and 29/1/99 to 3/2/99

The two days of October 1998 were spent with the Welfare Officer of KwaNgwanase making the necessary arrangements for interviewing respondents and the collection of data for the study. This visit was very important because respondents, as already explained, lived in scattered homesteads of the vast area of KwaNgwanase. For the research to be successful, it was necessary to make sure that invitations were extended to all respondents in time for the interview and collection of data. Since respondents had to spend the whole day with the researcher, arrangements were to be made for the provision of refreshments for them (because of inadequate funds, it was not possible to provide lunch for them which would have been necessary because by lunch time they would be hungry).

a) Interviews with the executive committee and some members of the Masithuthuke Women’s Organisation which ended up being “unsuccessful”

The purpose of the interview was to learn and obtain information about the selected project namely Masithuthuke Women’s Organisation (MWO) which ended up being “unsuccessful” and then to document information obtained from there. From the information or data gained through interviews, prompts for focus groups would be designed (refer to Qualitative Data 6).

The intention of Masuthuthuke Women’s Organisation was to make it an employment resource for women who had children under the age of 5 years.

The project aimed at equipping mothers with small babies with skills like block making and mat weaving, from various grass material called “incema” “ilala” and “umhlanga” so that they could benefit from the sale of their products.

As a vast area, membership of the organisation came from far away places of KwaNgwanase. They had to transport their raw materials of manufactured arts and crafts to a central place in the village of KwaNgwanase. The main problem of the organisation was the lack of transport and storage for their raw material (grass for weaving and poles for building huts). They also had financial problems which put pressure on the members to sell their products as soon as possible so that they could get funds for sustaining their project and to get money to spend on their family needs.

The Welfare Officer played an important role in assisting members of the organisation with the transportation of their raw material and manufactured handicraft. Unfortunately, the organisation had to make arrangements to provide transport for their needs since the welfare Officer could not assist them for an indefinite period.

Seeing that members had to keep their raw materials in a centralised area at KwaNgwanase, negotiations were concluded with the executive committee of Zimiseleni community development project which had its buildings in the vicinity of Manguzi Hospital. Because of shortage of space at ZCDP, the stored raw material of MWO had to be removed. Because of lack of space to store their raw materials, members of the MWO had to keep their materials outside the shelter. As a result their raw materials were either damaged by bad weather (rain and sun) or were stolen by thieves in

the village.

Unfortunately because they could not get immediate income from their labour and the loss incurred from the damage and theft of their raw materials, they were discouraged to such a manner that membership dwindled rapidly.

The remaining 20 members of the organisation were faced with the problem of disposing an amount of R1 500-00 which was collected from the proceeds of their organisation. The organisation had tried to call a special meeting to decide on the disposal of the funds but the meeting did not have a quorum required for the meeting to proceed.

Although there was a general disillusionment with the outcome of the project, the feeling was that it had to be relaunched in a proper way making it a point that membership would be targeted from a specific geographical area. This would eliminate frequent travelling costs. Furthermore, if members are in a specific vicinity they would interact frequently and attend meetings regularly.

b) Interviews with the executive committee and some members of the Zimiseleni community development project which ended up being “successful”

As in the case of the Masithuthuke Women’s Organisation, the purpose of the interview was to learn and obtain information about the selected project namely the Zimiseleni Community Development Project (ZCDP) which ended up being “successful” and then document information obtained from there. From the information or data gained through interviews, prompts for focus groups were to be designed (refer to Qualitative Data 6).

The purpose of the project was to serve the interests, needs and aspirations of blind people of the area by empowering them with knowledge, skills and expertise to enable them to augment the social pension grant offered by the government. This would be in the form of generating income needed to support themselves and their relatives.

The idea of establishing a project of this nature originated as a result of an increasing number of blind members who were hospitalised and discharged at Manguzi Hospital with eye problems during the early 1990's. Because of lack of suitable community resources for the blind or partially blind, on discharge from hospital, blind people did not have anywhere to go. They stated the fact that some were not well cared for at their homes and had nothing interesting to do in order to keep themselves busy and productive.

The Zimiseleni Community project received funds from Ellerines Furniture Shop to the tune of R1 000-00. They received donations from the health team members of Manguzi Hospital. Since they had organised themselves into a music choir, they were able to raise funds for themselves through music concerts they performed for various occasions like, birthday parties, funerals and farewell parties which were held mostly in Manguzi Hospital and the greater KwaNgwanase area.

The initial step was to establish a shelter where blind people could be housed in one spot. With some sponsorship obtained through the tireless efforts of the health team members, sponsorship from Ellerines furniture shop, material contributions from the community and the blind people themselves resulted into the establishment of a sheltered employment centre.

This culminated in the erection of two houses which were to be used exclusively by the blind people of KwaNgwanase area.

In order to occupy themselves in a profitable way, a sheltered workshop was established where they produced items like mats, crafts, clay pottery etc. It must be emphasised that all blind people had access to medical treatment as their shelter was not very far away (a walking distance) from the hospital.

Arrangements for the application of disability grants to be offered to those who qualified to get them were made. For recreational purposes, a music choir was established. As already mentioned they were occasionally invited to present and provide musical entertainment at special occasions like wedding parties and various entertainment parties at the hospital itself. In short the blind people did very well despite the fact that they were operating in a typical rural area of KwaNgwanase.

Although the organisation was a “success” some members complained of misbehaviour of some of them due to heavy drinking.

**QUALITATIVE DATA 6 : DOCUMENTED CASE STUDIES THROUGH THE USE OF
AUDIO-TAPE RECORDS**
**Focus group interviews with Executive and Committee members of
selected community development projects (an “unsuccessful” and a
“successful” one)**

Venue: KwaNgwanase and Ingwavuma area of Maputaland

Period: 11/3/99 to-13/3/99

After conducting a series of interviews with executive committee and members of

the Masithuthuke Women's Organisation and the Zimiseleni Community Development Project, two focus group interviews were arranged and conducted to collect additional data on the two community development projects. The purpose of conducting these focus groups was to collect data pertaining to the development of the two community development projects which were assessed as "unsuccessful" and "successful". Detailed information (empirical evidence) obtained from the two focus group interviews conducted have been systematically presented as Appendix C (refer to Qualitative Data 5).

The two focus groups which were composed of 8 members each, were structured in such a manner that participants should include:

- a) four members of the executive committee of the organisation; and
- b) four ordinary members of the organisation concerned.

Participants of the focus groups were selected by the organisations themselves. The prompt questions which were to be discussed by the two focus groups were those relating mainly to obstacles experienced with regard to the two community development projects (refer to Table 5.8). A list of the prompt questions is as follows:

- a) Has the development cycle been followed and completed?
- b) Have the obstacles in the cycle been identified?
- c) Have the identified obstacles been handled and overcome?
- d) In terms of the four differences as identified in the development methodologies (see 5.3.2), which option was selected and adopted as method used in the community development initiative, and which route was followed in completing the development cycle?
- e) If the project has been completed:
 - i) What was accomplished?
 - ii) Why was it successful, partially successful or unsuccessful?

iii) How would the committee, community and the stakeholders assess and evaluate the community project as a whole?

The two focus groups were conducted over a period of two days (12/3 and 13/3/99) by two research assistants who were trained in running focus groups. Each focus group was allocated 45 to 60 minutes to complete their discussion.

Although it was agreed that an audiotape was going to be used in recording the entire discussion, according to the research assistants the recording of the discussions had a tendency of limiting spontaneous communication from members. Valuable data was collected and incorporated in chapters 6 and 7 of the research study.

QUALITATIVE DATA 7 : INTERVIEWS AND PERUSAL OF DOCUMENTS

Visit to conduct interviews with Student Welfare Officer (Mr Gumede), Executive committee and members of Zizamele Society for the Physically Disabled and peruse documents pertaining to the project

Venue: KwaNgwanase and Ingwavuma area of Maputaland

Period: 23/4/99 to-24/4/99

It was important for the researcher to supplement data already collected through interviews by perusing documents pertaining to the community development projects under study.

a) Interviews conducted with regard to Zizamele Society for the Physically Disabled

Zizamele Society for the Physically disabled (ZSPD) is situated at Manyiseni area of the Mathenjwa Tribal Authority in Maputaland.

Through the help of a community member in the area, a number of the disabled were recruited to found an organisation for the physically disabled people, which they named as Zizamele Society for the Physically disabled.

The organisation used the Roman Catholic Church facilities until they were able to collect funds for the establishment of their own buildings.

The ZSPD caters for the physically disabled people excluding the mentally retarded or ill people. The organisation functions as a training centre for the physically disabled people. The purpose is to equip them with skills which would hopefully, enable them to either compete effectively in the open labour market or create their own businesses by producing marketable goods for sale in the area.

Community programmes rendered by ZSPD were mentioned as follows: carpentry, sewing, craftwork and canework.

b) Constitution of Zizamele Society for the Physically Disabled

The constitution is presented, without any changes or modification by the researcher, as follows:

Name of the organisation

Zizamele Society for the Physically Disabled.

Objectives

- i) To develop the physically disabled to self-sufficiency.
- ii) To equip the physically disabled with skills which will enable them to either compete in the open labour market or to be able to produce goods that are marketable.
- iii) To identify the needs of the physically disabled.

Membership qualifications

- i) Ordinary members (these are the physically disabled people only).
- ii) Honorary members (local businessmen)
- iii) Ex-officio members (professional people like nurses and social workers. These members pay a membership fee of R5-00 per annum and their membership is reviewed annually).

Management committee

The management committee is composed of seven members.

- i) The chairperson who sees to it that the committee functions properly; he / she calls and organises meetings and liaises with the social worker(s).
- ii) The Vice-Chairperson carries out the tasks performed by the chairperson when the latter is not available.
- iii) The secretary's task is that of recording, taking minutes, organising the work of the organisation and record keeping.
- iv) The treasurer's task is to keep financial records, income and expenditure.
- v) Two additional members

The sub-committee is elected by the Management and is trained on how it will function. The co-ordinating committee also exists and is constituted by members from the sub-committee. The convenor of various co-ordinating committees from the sub-committees who are automatically additional members and representatives from various co-ordinating committees constitute the management committee. The co-ordinating committee is a link between the management committee and sub-committees.

The management committee shall be elected at the annual general meeting and it will remain in power for one year.

Election of the management committee will be democratic and such an election will be done by a two-thirds majority. If a member misbehaves, absents himself / herself from meetings, and terminates membership, a new member will be elected to replace him / her.

Powers of the management committee

- i) The management committee shall have power of controlling all the movable and immovable property of the Society.
- ii) It will also have powers of owning, maintaining and serving the workshop and equipment according to acceptable standards.
- iii) It will have powers of employing, training and remunerating personnel for the workshop and also dismissing unsuitable staff.
- iv) Authority to enter into contracts with companies selling equipment which are no longer needed for the workshop.
- v) No members of the management may conclude deals with any company.

Meetings

The Society shall have the following types of meetings:

- i) General meetings to be held every first Monday of each year.
- ii) Special meetings - all members participate with a view to amending a constitution or discuss matters of special interest for the benefit of the entire Society.
- iii) Annual general meeting which shall be called once per annum but no later than 31 of September, where the annual report, the audited financial statement and the adoption of minutes of the

previous annual general meeting will be considered and where the election of new members will take place.

Indemnity clause

The Society shall ensure that members of the management shall be indemnified against cost or any other loss incurred in the pursuit of the objectives of the society provided they have been mandated early by the Society.

Legal status

The Society will register with as fundraising as well as a welfare organisation and will comply with the rules and regulations pertaining to such registration.

Financial control

Monies shall be received only by the treasurer and the organisation's accountant will be held at Ithala and First National Banks. One person can bank the money but more than one person will sign withdrawals and such withdrawals can only be made by those appearing in the saving Bank account. Money will not be utilised without the knowledge of the management committee and treasurer, in particular to enable him to record the expenditure.

Appointment of auditors

The Society will appoint auditors for financial evaluation and such auditing will be done quarterly.

Amendment of the constitution

The constitution shall be amended only with the approval of two

thirds of the members present at a general meeting. This meeting shall be called for the purpose and a written notice of the proposed amendment shall be given to all members at least 14 days before such general meeting.

Dissolution clause

The Society may be dissolved if at least two thirds of the members present and voting at a general meeting of members concerned for the purpose of considering such matters are in favour of dissolution.

Not less than twenty one days' notice shall be given. Such a meeting shall clearly state that the question of the dissolution of the Society and disposal of its assets will be considered.

If there is no quorum at such a general meeting, the meeting shall stand adjourned for not less than one week and members attending such adjourned meeting shall constitute a quorum.

If upon dissolution of the Society there remain any assets whatsoever after satisfaction of all its debts and liabilities such assets shall not be paid or distributed among the members but instead be given to such other organisation(s) preferably having similar objectives which is / are authorised to collect contributions in terms of the Fundraising Act 1978, as may be decided either by the members at the general meeting at which it was decided to dissolve the Society or, in default of such decision, by the Director of Fundraising.

APPENDIX D
SELECTED TRANSCRIPTS OF DATA TRANSLATED FROM ISIZULU
INTO ENGLISH
INDIVIDUAL, GROUP INTERVIEWS AND FOCUS GROUP DISCUSSIONS
OF THREE RURAL DEVELOPMENT PROJECTS

D1. "FINISHED AND UNSUCCESSFUL" RURAL DEVELOPMENT PROJECT

(KwaNgwanase and Ingwavuma area of Maputaland, October 1998; February 1999 and March 1999)

"...We have named our project Masithuthuke Women's Organisation meaning 'let us develop' in isiZulu language. Our wish when we initiated this organisation was to help ourselves and our children so that we could be able to look after the needs of feeding our families, especially our babies and toddlers.

Our organisation was established in 1998. We as mothers of children under the age of five years were all invited to a workshop at Mtubatuba, where we were told by the government welfare people about the project that would enable us to feed our young babies. We cannot get jobs here in the area so we wanted to be able to provide our children with healthy meals as advised by the community nurses in our health clinic.

This project serves our community of KwaNgwanase in Maputaland. The area is bustling with all sorts of markets mostly fruit and vegetables which are sold by everybody which creates problems of income received by our hawkers which is minimal indeed.

Our area of KwaNgwanase is mainly rural in nature with a small village in the

central business area of the settlement. People in the area are Tembe-Thonga and Zulu-speaking. Our homesteads are widely scattered over a vast area. Transport (buses and taxis) is very poor. In most cases the same bus used in the morning to commute to the village of KwaNgwanase, has to be used again after lunch to enable them to return to their homes. Meetings are conveniently scheduled for mornings so that we could be able to catch the bus in the same day to get home. We experience many problems with our transport, for example, if you fail to catch the bus which brought you to the village, you must be prepared to walk on foot back home. We cannot afford to take taxis or pirate (private vehicles) cars, we are poor people and have no money like people in towns and cities.

Membership of our organisation is open to all women who have children under five years in our area. The project is managed by an executive committee composed of a Chairperson, Vice Chairperson, Secretary, Treasurer and two additional members. The organisation is not registered in terms of the National Welfare Act 100 of 1978. We were advised to register so that they could qualify to get donations and a subsidy from the government. We have not yet done so because we wanted get organised and increase the number of regular members first before requesting officials from the Department of Welfare and Population Development for advice on how to go about registering the project. For all our needs and problems we go to the Welfare Officer, and for all other sorts of help like, for example, transport. She is of great help when she is not busy with her work.

We are able to fund our project through membership fees. The amount already collected amounts to R1 500-00. Apart from membership fees, funds are obtained from the products we make with our hands like for example, moulding and sale of mud bricks, gardening, sewing, artifacts carved from wood and sale of grass and twigs for the building of huts.

Our members were made aware of the project when it was introduced and explained by the welfare officials. As project members, we were enthusiastic about the project. We are convinced that our problems were going to be the thing of the past and that we would be able get income to support our families. We view the Flagship project as an employment venture for all of us and our children. Our kraals are scattered over a wide area of Maputaland. We as members of the project have to travel vast distances per bus or on foot in order to enable us to meet together as a group and hold our monthly meetings. When we run short of money for transport to attend a meeting of the organisation, I do not even have the means of sending an apology message to members of the community project.

Because of the vast area officials had to cover, they could merely handle crises situations reported for their attention. We as executive members of the project are often frustrated by our members because they feel that we misuse their funds by not depositing all the proceeds in our the bank account. We have since learned to ignore unfair accusations by our members.

Regarding the community project, we decided to implement the following projects, namely: moulding and sale of mud bricks (we did not have money to buy cement), gardening, sewing, artifacts carved from wood and sale of grass and twigs for the building of huts. We have about twenty regular and active members listed in the register of the organisation. We gave members a choice to choose the type of project they wanted to be engaged in. From the five projects they had agreed on, only three were implemented, namely: the moulding and sale of mud bricks, artifacts carved from wood and sale of grass and twigs for the building of huts. Because of frustration experienced we could not participate any longer in the affairs of our community project because of lack of financial means of doing so.

Gradually, our members dragged their feet and finally absented themselves or

resigned from the activities of the Flagship programme because we did not earn something from the activities of the project. It became very difficult to explain their daily absence from their homes and families.

We could not afford the bus fare to enable them to reach the centre where their project activities were conducted.

As a result of the decrease in membership we decided that the project should be evaluated and a general meeting was called for the purpose of evaluation. The main concern was that we were not benefiting financially from the proceeds of the project which we thought would provide financial benefits for us and our children, therefore:

- a) We doubt whether this project will succeed; we want a pension from the government so that we can support ourselves.
- b) We are not sure of the benefits of the Flagship programme; We have heard about it from the radio; we thought it was an allowance for our under five children.
- c) The government will help us feed ourselves and children.
- d) We thought that the organisation would pay us for working on the project; When we leave home, it is difficult to explain to our relatives whether we are working or not because at the end of the month we do not come back with something to feed our children with.
- e) We are not aware of (are not informed) of community meetings.
- f) The leased storeroom for the materials of our project is too small and the lease contract has expired already; we do not know where to keep our stuff now.
- g) The area is too vast to keep in touch with all of us in our homesteads.
- h) We use only one bus that leaves in the morning and has to return with us by lunch time; meetings after lunch would be fruitless because of lack of

a quorum.

i) We ask our relatives for money to pay our bus fare because we are poor and unemployed.

j) Some of us are actively engaged in the affairs of the organisation while others pay lip-service; they (the committee) do nothing to deal with this problem.

k) We are dissatisfied with the use of our own money for bus fare and food; in fact we should be paid for the work we are doing for the project.

Because our project was not progressing well, there was a gradual and extensive loss of members of the organisation. Because of lack of resources to enable our members to attend meetings and handicraft workshops, members withdrew their support for the project. As a member of the committee I confess that the community development project was not a success at all. We, nevertheless, gained some knowledge and experience about the administration and management of a community project.

To a great extent we did not benefit from the community project, instead we had to spend money on transport and food and did not earn money to take home to my family.

Because of poor attendance by our members another meeting was scheduled for Saturday the 27th June 1998. This was for the purpose of making a decision whether to continue or to terminate the activities of the organisation once and for all. This meeting was also poorly attended. As a result no decision was taken about the future of the organisation.”

D2. "FINISHED AND SUCCESSFUL" RURAL DEVELOPMENT PROJECT

(KwaNgwanase and Ingwavuma area of Maputaland, October 1998; February 1999 and March 1999)

"The name of our project is Zimiseleni Community Project. The word Zimiseleni in isiZulu means 'try your best'. It is situated in our area called KwaNgwanase in the vicinity of Manguzi Hospital in Maputaland.

The establishment of project for the care of the blind and partially blind came about because of lack of suitable community resources for people like us, particularly after discharge from hospital we did not have anywhere to go to. We had to stay at home for most of the time and wait for respectful children to escort us to wherever we wanted to go.

Our members come from all over KwaNgwanase in Maputaland, especially from areas like Zamazama, Mboza and Lulwane. It is also an important resource that is available for the discharged blind or partially blind and homeless patients from Manguzi Hospital.

Membership of the organisation is composed of people who are either blind or partially blind. We have a committee composed of the Chairman, Vice Chairman, Secretary, Treasurer, and two additional members. This was formed to manage the affairs of Zimiseleni Community Project. The Welfare Officer of KwaNgwanase district acted as a facilitator for the project.

Initially, our organisation the Zimiseleni Community project received funds from Ellerines Furniture Shop amounting to R1 000-00. We also receive donations from the health team members of Manguzi Hospital. We have organised ourselves and formed a music choir which is able to raise funds for ourselves through music

concerts we perform for various occasions like, birthday parties, funerals and farewell parties which are held in Manguzi Hospital and the greater KwaNgwanase area in Maputaland.

Most of our blind people mainly (and to a lesser extent, the partially blind ones) on being discharged from hospital, find themselves destitute and homeless and have no where to go to and no one to look after them. In view of the many problems experienced by the blind people, we had to organise ourselves into a form of an organisation whose purpose was to address their needs, problems and aspirations affecting us and them as blind people. We as blind people contacted other blind people in the area to share with them the proposed idea of establishing an organisation for the blind. We as blind people also played an important role in the identification of blind people in the area of KwaNgwanase in Maputaland. But we can't do it on our own, we always feel that there might be an accident and someone might be hurt or we might cause fire if we persist on doing the cooking of food ourselves. The initial step was to establish a shelter where the blind people could be housed in one location. We can't help ourselves as blind people, we rely entirely on the community for help.

In order to occupy the blind people in a profitable way, a sheltered workshop was initiated where they produced items like mats, crafts, clay pottery etc. We, the blind people, have access to medical treatment from community nurses as the shelter is not very far away (a walking distance) from the hospital.

Our community project is a success. With income from the project, some of our members occasionally, mostly during weekends, misuse their money by buying liquor. They get drunk and cause a lot of misery to those who do not drink. There are recurring problems and obstacles affecting our community project in a negative

way like for example:

- a) Our leaders do not give us free time to relax but want work to be done all the time.
- b) As soon as some members receive their pension grants from the state, they buy and drink liquor until they are drunk. They then pick up fights and quarrel a lot with all of us in the shelter.
- c) The leaders have forgotten that we are blind people and cannot perform our duties like the sighted people.”

D3. “NEW AND ONGOING” RURAL DEVELOPMENT PROJECT

(KwaNgwanase and Ingwavuma area of Maputaland, October 1998; February 1999 and April 1999)

“The name of our project is called Zizamele Society for the Physically Disabled. The word Zizamele in our language means 'help yourself'. Our society caters for the physically disabled people only - the mentally retarded or ill persons are not accepted by our society. The organisation caters for the physically disabled people of Ingwavuma district within Manyiseni area.

The composition of our management committee is as follows: the Chairperson, Vice Chairperson, Secretary, Treasurer; and two additional members. Membership of the society was open to all physically disabled people of Ingwavuma district. There was a membership fee of R5 which was paid once on joining the society. The executive committee was elected from paid-up community members of Ingwavuma to take care of the management and administration of their project. The decision to establish a sheltered employment centre for the physically disabled was ours. Our organisation commenced with an exercise of identifying as many disabled people in the Ingwavuma area as possible. Workshops, where carpentry, sewing classes, craft and cane manufacture, were initiated for the sake of equipping us, the disabled with skills designed to help compete effectively in the

open labour market through the manufacture and sale of handicraft artifacts regionally, nationally, and internationally.

By establishing the centre the objectives was to develop the physically disabled to self-sufficiency; and equip the physically disabled with skills which would enable them to either compete in the open labour market or to be able to produce goods that are marketable. Through participation in the affairs of the project, we as committee members were able to deal with those factors causing barriers that hinder the attainment of our objectives.

We are satisfied with our project so far. The community enabled us to play an important role in needs assessment, leadership, the development of organisations, mobilisation of resources and management, which are key areas in which participation and involvement can be measured...”