

**A CRITICAL EVALUATION OF THE ROLE OF COMMUNITY  
DEVELOPMENT WORKERS (CDWs) IN ENHANCING  
SERVICE DELIVERY IN LOCAL GOVERNMENT: A CASE OF  
BUFFALO CITY METROPOLITAN MUNICIPALITY.**

**BY**

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University of Fort Hare

**A MINI-DISSERTATION SUBMITTED IN PARTIAL  
FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE  
OF MASTER OF PUBLIC ADMINISTRATION**

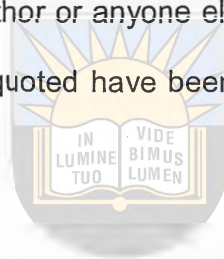
**IN THE FACULTY OF MANAGEMENT AND COMMERCE  
AT THE  
UNIVERSITY OF FORT HARE**

**SUPERVISOR: PROF. D.R. THAKHATHI**

**JANUARY 2013**

## DECLARATION

I, **Nosisa Ndudula** hereby declare that this mini-dissertation entitled **“A CRITICAL EVALUATION OF THE ROLE OF COMMUNITY DEVELOPMENT WORKERS (CDWs) IN ENHANCING SERVICE DELIVERY IN LOCAL GOVERNMENT: A CASE OF BUFFALO CITY METROPOLITAN MUNICIPALITY”** submitted at the University of Fort Hare for the degree of Master of Public Administration is the author’s original work and has never been submitted by the author or anyone else at any university for a degree. All the sources that I have used or quoted have been indicated and acknowledged by means of complete references.



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Date

Signed

A handwritten signature in black ink, appearing to be 'Nosisa Ndudula', is written over a horizontal dotted line.

07/05/2013

## DEDICATION

This piece of work is dedicated to my late mother Mrs Regina Novela Jack, my sister Nomathamsanqa Jack, my husband Xoli Ndudula, kids and the rest of my family for their continued support throughout my study period.

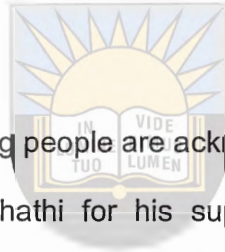


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I would not have made it without the grace of the Lord Almighty, who gave me strength when I was in doubt and feeling weak and gave me wisdom and guidance throughout this study period.



Personal contributions by the following people are acknowledged:

My supervisor Professor D.R Thakhathi for his support, encouragement, patience, guidance and most importantly for believing in me beyond reasonable doubt. I could not have made it without him.

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My family, kids, friends and fellow students for their interest and support.

A special thanks goes to my beloved husband Xoli Ndudula who stood by me and encouraged me to complete this research project.

Last but not least my late mother who left us in 2002, her dream is finally recognised and I thank her for the prayers. "May her soul rest in peace".

## LIST OF ABBREVIATIONS AND ACRONYMS

BCMM	Buffalo City Metropolitan Municipality
CAHWs	Community Forestry Advisors
CBOs	Community Based Organisations
CDMs	Community Development Managers
CDSs	Community Development Supervisors
CDWP	Community Development Workers Programme
CDWs	Community Development Workers
CHBCs	Community Home Based Carers
CHWs	Community Health Workers
COGTA	Department of Cooperative Governance and Traditional Affairs
COIDA	Compensation for Occupational Injuries and Diseases Act
DLGTA	Department of Local Government and Traditional Affairs
DPLG	Department of Provincial and Local Government
DPSA	Department of Public Service and Administration
GDS	Growth and Development Summit
IDP	Integrated Development Planning
MSAA	Municipal Systems Amendment Act
NGOs	Non-Governmental Organisations
NSDS	National Skills and Development Strategy
OCBs	Organisational Citizenship Behaviours
PCD	People Centred Development
RDP	Reconstructing and Development Programme

RSA	Republic of South Africa
SAMDI	South African Management Development Institute
SASA	South African Social Security Agency
WCs	Ward Committees



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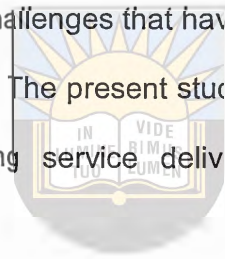


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## ABSTRACT

The introduction of Community Development Workers (CDWs) by the government into the service delivery chain without proper consultation with the relevant stakeholders has created many problems and challenges at the local sphere of government. The Community Development Workers Programme (CDWP) was launched without a proper institutional framework arrangement to cater for CDWs at the municipal level. Worse more the CDWs were deployed to operate at ward level without consultation and deliberation with *inter alia* the Department of Local Government and Traditional Affairs, municipalities, ward committees and councillors.

This has resulted in a situation whereby CDWs have become victims of circumstances confronted with so many crippling challenges that have significantly limited the impact of CDWP in the service delivery chain. The present study evaluated the role of community development workers in enhancing service delivery in Buffalo City Metropolitan Municipality (BCMM).



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Ten (10) CDWs, the manager and senior manager responsible for CDWs in BCMM participated in the study. Unstructured one to one interviews were used to collect the required data from the participants. The findings of the study can be summarised as:

- The CDWs in BCMM were aware of their roles, functions and responsibilities.
- CDWs in BCMM were confronted with a number of challenges including administrative, financial and political.

- The CDWs were not receiving the necessary support they needed to carry out their duties efficiently and effectively.
- The CDWs had a good working relationship with Ward Committees, CBOs, NGOs, government departments and institutions.
- Overall, the CDWs in BCMM were having a significant positive impact on service delivery in their communities, although they were experiencing conflict, tensions and suspicion in their relationship with councillors.



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## KEY WORDS

Community Development Workers

Community Development Workers Programme

Councillors

Department of Local Government and Traditional Affairs

Development

Service Delivery

Ward Committees



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## CHAPTER 1

### GENERAL INTRODUCTION

#### 1.1 INTRODUCTION

The term **Community Development Worker** is premised and focused on working with local neighbourhood group to set up and meet their own needs, so as to alleviate poverty in communities (Infed, 2012). It is further stated that community development entails helping people to decide, plan and take action to meet their needs with the help of available outside resources, thereby helping local services to become more effective, usable and accessible to those who desperately need them. Yen (1920) reinforced community development by introducing the concept of Community Development Workers (CDWs) first in Asia and then Worldwide. He developed attributes and behaviours of a successful CDW as one that goes to the people, living amongst the people, learn from the people, plan with the people and work with the people (SA: Mbeki: Community Development Workers Indaba, 2008). This therefore means that the CDWs orientation should be centred around the people. The need for committed CDWs that have these attributes can be an important factor to assist the Republic of South Africa (RSA) particularly at the local government level to redress the disparities of the erstwhile apartheid government.

In dealing with the reality of South Africa, the then President Thabo Mbeki in 2003 introduced the concept of CDWs with the intention of addressing the problems and challenges facing communities. Essentially CDWs can act as an all important link between the people and the programmes designed to combat poverty and provide access to social services. In his State of the Nation Address on 14 February 2003

President Mbeki said, "Government will create a public service component of multi skilled CDWs who will maintain direct contact with the people where they live (Idasa, 2012).

Therefore, this study seeks to investigate the role of CDWs in service delivery particularly in the removal of development and service delivery backlogs which have resulted in widespread service delivery protests by citizens at local government level. The study will further determine the extent to which CDWs activate communities to be their own liberators consistent with the vision of a people-driven process of development as contained in the Reconstructing and Development Programme (RDP) of RSA government (1994). The study will also examine various legislations that regulate CDWs and how they are aligned in pursuit of effective service delivery. To achieve these objectives, Buffalo City Metropolitan Municipality (BCMM) in the Eastern Cape province of South Africa will be used as a case study.

## **1.2 STATEMENT OF THE PROBLEM**

The main problem with CDWs is that they are not fully utilised by both the provincial and local spheres of government. CDWs are therefore not entrusted with clearly defined roles and responsibilities in their respective areas to assist communities and in improving service delivery. Furthermore the institutional arrangement to entrench their roles in local government is not yet institutionalised and formalized within the municipalities, as a result that limits their constitutional responsibility to enhance service delivery.

### 1.3 RESEARCH QUESTIONS

The extent to which CDWs are productively utilized to improve on service delivery at local government has gaps that need to be dealt with and understood for this study.

This study is guided by the following research questions.

- What factors are causing underutilization of CDWs in ensuring active citizen participation in service delivery and development issues in the BCMM?
- What sort of challenges are CDWs facing in the BCMM?
- How do CDWs interact with various government institutions in enhancing service delivery?
- What is the institutional framework that governs the role of CDWs at local and community level?
- How can the Community Development Workers Programme (CDWP) be institutionalized at local municipal level for the effective provision of services to the people?



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### 1.4 OBJECTIVES OF THE STUDY

The objectives of this study are:

- To determine the causes for underutilization of CDWs in the BCMM.
- To explore and examine the nature of challenges faced by CDWs in the BCMM.
- To examine the interaction between CDWs and various government institutions in enhancing service delivery.
- To examine the institutional framework that governs the role of CDWs at local community level.

- To come up with strategies and recommendations which can assist in the institutionalisation of the CDWP at the local government level and which can also be a panacea to the challenges that CDWs are currently facing.

## 1.5 SIGNIFICANCE OF THE STUDY

The Poverty Inequality Report (1997) and the Participatory Poverty Assessment Report (1998) showed that the poorest 70% of the population were not able to access the full potential benefits of the socio-economic programmes of government. A gap was clearly evident between the government service provision and utilization of service delivery by members of poor and disadvantaged communities and that was confirmed by the Presidential Imbizo Programme during former President Thabo Mbeki era. It was therefore felt that steps had to be taken to ensure appropriate delivery mechanisms that incorporated both access to government services, and information to the most vulnerable and marginalized members of South African society and that they can be effectively reached. This resulted in the launch of the Community Development Workers Programme (CDWP) in 2003 to bridge this gap. However, since their inception CDWs have faced numerous challenges as highlighted in the literature. This study is therefore important in its attempt to add to the existing body of knowledge by examining the nature of challenges faced by CDWs in the BCMM and also offering some scientific recommendations to alleviate the ills. It is envisaged that such recommendations will help to smoothen the relationship between CDWs and other government institutions such as ward committees and councillors with the ultimate goal being improved service delivery. It is also hoped that the findings emanating from this research will assist the National, Provincial and Local government in the development of policies and strategies to

institutionalise CDWs in the service delivery chain thereby reducing the tensions, suspicion and negative perceptions that they are currently viewed with.

## **1.6 DELIMITATION OF THE STUDY**

### **1.6.1 Type of the Organisation**

Buffalo City Metropolitan Municipality is classified as a local government institution.

### **1.6.2 Geographical Location**

The organisation is located in the Eastern Cape Province of South Africa.



### **1.6.3 Concept of Evaluation**

The central concept of evaluation in this study is the Community Development Workers Programme in BCMM with a primary focus on the challenges faced by CDWs in enhancing efficiency and effectiveness in public service delivery.

## **1.7 LIMITATIONS OF THE STUDY**

The vastness and sparsely distribution of CDWs across the Buffalo City Wards and the fact that they do not have a designated office space within the Municipality posed a challenge to the researcher. Therefore direct engagement and availability of some of key officials and some CDWs was also a limitation.

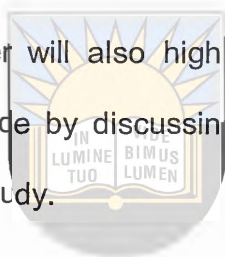
## **1.8 CHAPTER OUTLINE**

**Chapter One** introduces and provides the background of the study. The chapter also provides the problem statement, research questions, research objectives and

significance of the study. The chapter concludes by highlighting the delimitation and limitations of the study.

**Chapter Two** will deal with the literature covering the topic. Academic or non-academic literature that will assist the researcher in unpacking and resolving some of the problems associated with the study will be consulted. The sole purpose is to provide extensive insight on the role of CDWs in enhancing service delivery.

**Chapter Three** will give an account of the research design and methodology that will be used in the study. The chapter will also highlight the ethical considerations applicable to the study and conclude by discussing the data analysis techniques which will be used in the empirical study.



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**Chapter Four** will deal with the analysis of data collected and give meaning to the output, presentation and discussion of the results.

**Chapter Five** will draw the conclusions and recommendations based on the research findings.

## **1.9 CONCLUSION**

This chapter has provided the introduction and background of the study, statement of the problem, research questions and the research objectives. It has also presented the significance for undertaking the study and highlighted the delimitation as well as the limitations of the study. The chapter concluded by outlining the preliminary framework for the research. The following chapter will review the literature on CDWs with a special reference to South Africa.

## CHAPTER 2

### REVIEW OF RELEVANT LITERATURE

#### 2.1 INTRODUCTION

The Community Development Workers Programme emanated from the announcement by President Mbeki in his State of the Nation Address on 14 February 2003 where he stated that:

*“Government will create a public service echelon of multi-skilled community development workers (CDWs) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices”* (COGTA, 2006).

The purpose of this Chapter is to review the literature on Community Development Workers. To achieve this various sources will be used including books, internet and journal articles.

#### 2.2 THEORETICAL FRAMEWORK

Various theories of development exist in the literature including the Modernisation Theory, Dependency Theory and Alternative Approaches to development such the People Centred Development Approach and the Participatory Development Approach. This research is guided by the People Centred Development Approach.

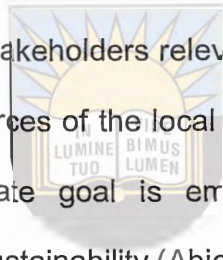
### 2.2.1 People Centred Development Approach

According to the South African Management Development Institute (SAMDI) (2004) People Centred Development (PCD) is a development model that does not just focus on the economy. It stresses the importance of developing people in a community and letting them participate actively in the development programmes. SAMDI (2004) also asserts that people themselves have to decide what action plan is best for them and have to actively participate in changing their lives. It starts with people defining their needs and empowering them to take action. In the same vein Roodt (cited in Abiche, 2004) writes that the PCD approach stresses the participation of the majority, especially the previously excluded components such as women, youth and the illiterate in the process of development (Roodt, 2001). According to De Beer and Swanepoel (cited in Abiche, 2004), the people centred development strategy builds on the participatory and learning process approaches. The components integral to a people centred approach include:

- Popular participation in development;
- the need for sustainable development; and
- the support and advocacy of the people's role in development by the bureaucracy, non-governmental organisations (NGOs) and voluntary organizations (Abiche, 2004).

For these theorists development is more than just trying to fix the economy in the hope that wealth will trickle down to the poor if and when the economy grows. They argue that development should not be top-down with an outside development agency telling the community what to do. It should also not be exclusively bottoms-

up approach but must always involve the community as a partner to any development agency or facilitator (SAMDI, 2004). Similarly (Abiche, 2004) notes that the people centred approach, unlike the classical western approaches, places the community at the centre stage of development. Within this context, development practitioners simply play the role of facilitators, while the communities take control of the implementation of their own projects. Fitamo (cited in Abiche, 2004) also highlights the fact that is a bottom-up approach which views the communities as people with potential and with the capacity to manage their own development. It encourages the involvement of all stakeholders relevant to the development process and recognizes the skills and resources of the local people as well as the utilization of external resources. The ultimate goal is empowerment, self-reliance, and community ownership and project sustainability (Abiche, 2004).



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According to SAMDI (2004), the people centred development approaches are usually used for small-scale development programs such as the kind that may be undertaken in local communities by local governments or NGOs. Thus this theory is applicable to the South African public sector and more specifically to the introduction of Community Development Workers. Section 152 of the Constitution outlines the objectives of local government including promotion of social and economic development; and to encourage the involvement of communities and community organisations in the matters of local government. Therefore, as one of the mechanisms to achieve these objectives, the then President of the Republic of South Africa Thabo Mbeki in his State of the Nation Address on 14 February 2003 stated that:

*“Government will create a public service echelon of multi-skilled community development workers (CDWs) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices”.*

This is also supported by the fact that South Africa has been declared as a democratic and developmental state.



### **2.3 LEGISLATIVE FRAMEWORK FOR DEVELOPMENTAL LOCAL GOVERNMENT**

Van Rooyen (2007) writes that since 1994 the government has encouraged community participation and development. This emphasis is evident in various post apartheid policy documents and it is to a large extent a reaction to the autocratic policy approaches that characterised apartheid. Similarly, Tshishonga and Mafema (2008) assert that the newly democratically elected South African government enacted numerous policies and legislation to give meaning, vision and legal foundation to promote democracy and development. Van Rooyen (2007) also notes that the implementation of the Community Development Worker system is an initiative from government to further embrace community involvement in decision making.

### **2.3.1 The White Paper on Reconstruction and Development, 1994**

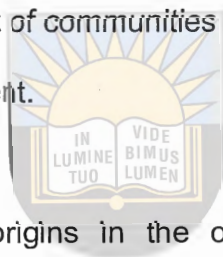
The CDWP has its origins in The White Paper on Reconstruction and Development (1994). Section 1.3 states that, “Development is not about the delivery of goods to a passive citizenry. It is about involvement and growing empowerment. In taking this approach the Government will build on the many forums, peace structures and negotiations that our people are involved in through the land. The Government therefore committed itself to maximum transparency and inclusivity. Above all, the people affected must participate in decision-making. Democracy is not confined to periodic elections, but is an active process enabling everyone to contribute to reconstruction and development. The Government and its institutions will be restructured to fit the priorities of the RDP”. Section 2.7 further mentions that, “The National Government wishes to unlock the political and creative energies of the people and bring the Government closer to the people. Local Government is therefore key. However, for the first time in South Africa’s history, emerging democratic local authorities must work with community-based organisations and NGOS to establish minimum conditions of good governance and to implement effective development projects” (The White Paper on Reconstruction and Development, 1994). This study therefore argues that the CDWP is one of the mechanisms instituted by the South African government to realise the objectives of the RDP.

### **2.3.2 The Constitutional Foundation for CDWs in South Africa**

According to Tshishonga and Mafema (2008) the South African Constitution is the fountain head through which local government has been given a new vision with a

new developmental agenda. Section 152 (1) of the Constitution of the Republic of South Africa sets out the objectives of local government as follows:

- a) to provide democratic and accountable government for local communities;
- b) to ensure the provision of services to communities in a sustainable manner;
- c) to promote social and economic development;
- d) to promote a safe and healthy environment; and
- e) to encourage the involvement of communities and community organisations in the matters of local government.



The concept of CDWs has its origins in the objectives of local government highlighted above particularly in section 152(1) (a), (c) and (e). This assertion is supported by the announcement of then President Mbeki in his State of the Nation Address on 14 February 2003 where he stated that: *“Government will create a public service echelon of multi-skilled community development workers (CDWs) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices”.*

Tshishonga and Mafema (2008) also put forward that by providing and promoting social and economic development the Constitution enables local government to be a forerunner and vanguard in mobilising resources and empowering people as equal

partners in development. Hence development is perceived as an act of active, accountable and empowered citizenry (RDP, 1994).

### **2.3.3 The White Paper on Developmental Welfare, 1997**

The White Paper on Developmental Welfare of 1997 is also in line with the concepts of community development and CDWs as highlighted in the preamble. It calls upon all South Africans to participate in the development of an equitable, people-centred, democratic and appropriate social welfare system. The goal of developmental social welfare is humane, peaceful, just and caring society which will uphold welfare rights, facilitate the meeting of basic human needs, release people's creative energies, help them achieve their aspirations, build human capacity and self-reliance, and participate fully in all spheres of social, economic and political life. The White Paper aims to afford all South Africans the opportunity to play an active role in promoting their own well-being and in contributing to the growth and development of the nation.

Mubangizi (2009) asserts that the White Paper articulated a shift from welfare to social development, emphasising a focus on a developmental approach in responding to social ills. This approach, *inter alia*, discourages dependency, promotes active involvement of people in their own development, employs a multifaceted, multisectoral approach, and encourages partnership among the state, provincial government and all other stakeholders (Gray, cited in Mubangizi, 2009). Mubangizi (2009) notes that in so doing, the White Paper on Developmental Welfare is responsive to an ecological perspective of viewing social development and is in line with community development ideals.

## 2.3.4 The White Paper on Transforming Public Service Delivery, 1997

### 2.3.4.1 The *Batho Pele* Principles

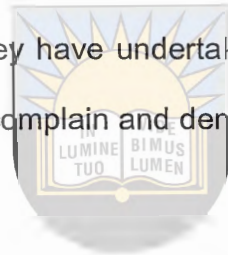
Du Toit, Knipe, Van Niekerk, Van der Waldt and Doyle (2002) write that public officials are also obliged to execute their functions with due consideration of the *Batho Pele* principles. The White Paper on Transforming Public Service Delivery (1997) introduced the eight *Batho Pele* principles as a fresh approach to service delivery: an approach which puts pressure on systems, procedures, attitudes and behaviour within the Public Service and reorients them in the customer's favour. It involves creating a framework for the delivery of public services which treats citizens more like customers and enables the citizens to hold public servants to account for the service they receive. The approach is encapsulated in the name which has been adopted by this initiative- ***Batho Pele*** (a Sesotho adage meaning 'People First') (White Paper on Transforming Public Service Delivery, 1997). Therefore, this study also argues that the introduction of CDWs was also in line with the concept of the *Batho Pele* principles as this was aimed at improving efficiency and effectiveness in the delivery of government services by bringing government closer to the people. Furthermore, the *Batho Pele* principles are almost similar to the roles of CDWs as outlined by the CDW Discussion Document, 2004. The service delivery principles of *Batho Pele* according to the White Paper on Transforming Public Service Delivery (1997) are as follows:

### **1) Consultation**

Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.

### **2) Service Standards**

Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect. This implies that public servants must deliver the level and quality of services they have undertaken to provide. Failing to do so means that citizens have a right to complain and demand quality services (Du Toit *et al.*, 2002).



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### **3) Access**

All citizens should have equal access to the services to which they are entitled and public officials must not withhold that right from them.

### **4) Courtesy**

Citizens should be treated with courtesy and consideration. This implies that public officials must treat citizens with respect as customers of public services irrespective of their social status.

### **5) Information**

Citizens should be given full, accurate information about the public services they are entitled to receive. An important implication of this principle is that , should the

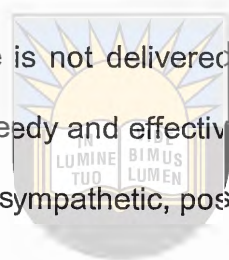
standard of service drop for whatever reason, citizens must be informed why this happened, and when the situation will be remedied (Du Toit *et al.*, 2002).

### **6) Openness and Transparency**

Citizens should be told how national, provincial and local government departments are run, how much they cost, and who is in charge.

### **7) Redress**

If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.



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### **8) Value for Money**

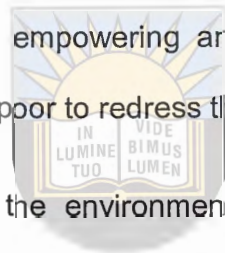
Public services should be provided economically and efficiently in order to give citizens the best possible value for money. This principle gives citizens the right to demand that the services they receive are real value for the money paid for them. This makes public servants responsible for providing efficient, effective and economic services- real value for money (Du Toit *et al.*, 2002).

#### **2.3.5 The White Paper on Local Government, 1998**

Mubangizi (2009) writes that the White Paper on Local Government (1998) articulates South Africa's model of local government called developmental local government. The White Paper defines developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve

the quality of their lives. According to the White Paper developmental local government has four interrelated characteristics outlined below:

- Maximising social development and economic growth in their areas of jurisdiction;
- Integrating and coordinating the contributions of various development agencies within the municipal area including public, private and non-governmental organisations (NGOs);
- Democratising development, empowering and redistributing resources and opportunities in favour of the poor to redress the imbalances of the past; and
- Leading and learning from the environment from such forces as natural hazards and globalisation



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The White Paper also puts forward the following tools and approaches which can assist municipalities to become more developmental:

- Integrated development planning, budgeting and performance monitoring;
- Performance management; and
- Working together with local citizens and partners

Mubangizi (2009) noted that the White Paper mentions “working together with local citizens and partners” as one of the tools and approaches for developmental local government. These sentiments are in line with community development and highlight the need for community development workers in mobilising and conscientising communities to participate in local government matters. This study also adopts this

view of community development and the need of community development workers in South Africa.

### **2.3.6 Municipal Structures Act and Municipal Systems Act**

Tshishonga and Mafema (2008) assert that the Municipal Structures Act N<sup>o</sup>117 of 1998 and the Municipal Systems Act N<sup>o</sup> 32 of 2000 gave birth to participatory local democracy and local development in South Africa. For Mubangizi (2009) the Municipal Systems Act is the most explicit legislation with regard to community development. The Act provides for the core principles, processes and mechanisms that are necessary to enable municipalities to move progressively towards economic and social upliftment of local communities. Chapter 4 of the Municipal Systems Act provides for community participation by stating that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. It must for this purpose encourage, and create conditions for, the local community to participate in the affairs of the municipality, including in the preparation, implementation and review of its integrated development plan, the establishment, implementation and review of its performance management system and the preparation of its budget. Chapter 5 provides for integrated development planning having regard to the integrated nature of community needs. Both processes are pertinent to community development (Mubangizi, 2009).

Tshishonga and Mafema (2008) posit that while the Municipal Structures Act (Chapter 4) places emphasis on consulting communities, as part of engendering and enhancing participatory democracy in the local government sphere, the Municipal

Systems Act re-emphasises the role of municipal councils in facilitating the participation of members of the community in running their own affairs, according to Chapter 4 of the Municipal Structures Act. They further assert that through these Acts municipalities are obliged to promote participatory community needs assessment; to embark on needs prioritisation process with the ultimate goal of seeking alternative strategies of interventions in dealing with identified problems and challenges. It is, legislated that this cannot be brought to completion without constructive engagement with people in their communities through organised structures to meet the needs of the community and achieve developmental objectives (Tshishonga & Mafema, 2008).



### **2.3.7 The Intergovernmental Relations Framework Act 13 of 2005**

The Intergovernmental Relations Framework Act No. 13 of 2005 recognises that one of the challenges facing South Africa as a developmental state is the need for government to redress poverty, underdevelopment, marginalisation of people and communities and other legacies of apartheid and discrimination. The Act notes that this challenge is best addressed through a concerted effort by government in all spheres to work together and to integrate as far as possible their actions in the provision of services, the alleviation of poverty and the development of the people and the country. The object of this Act is to provide within the principle of co-operative government set out in Chapter 3 of the Constitution a framework for the national government, provincial governments and local governments, and all organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation, including: (a) coherent government; (b) effective provision of

services; (c) monitoring implementation of policy and legislation; and (d) realisation of national priorities.

From the above it is clear that the Act lays the foundation for the work of CDWP. Given that the CDWs have direct access to any sphere of government, they are thus viewed as promoting cooperation among the three spheres of government and also bringing government services closer to the people. Consequently, the CDWP is also viewed as a mechanism of promoting efficiency and effectiveness in the delivery of public services. Through the act, the responsibility of service delivery and promoting of community development shouldered by municipalities becomes the responsibility of all organs of state. Local government implements programmes that meet the national priorities, while national and provincial government monitor progress and assist with problem solving and institutional capacity development. A range of institutional structures support this act, from the Presidential Coordinating Council, to the Local Government Budget Forum, to the izimbizo that take place at community level (CDW Unit, 2007).

## **2.4 CLARIFICATION OF KEY CONCEPTS AND TERMS**

### **2.4.1 COMMUNITY**

Ferrinho (cited in Abiche, 2004) defines community as a specific system that arises when human population settle in a given territory, has shared common characteristics and interests and build mutual relationships for common benefits. It is a specific geographical locality with shared interests and needs of its members (De Beer, Swanepoel & Hennie, cited in Abiche, 2004). For Abiche (2004) a community is a socially, culturally and ecologically bounded group of inhabitants who have

potential and hold the right to make decisions in any kind of development activity for the mutual benefit of its members. Therefore, from the above it can be deduced that the major distinguishing features of a community are that it is located in a particular locality and the inhabitants share common characteristics, interests and have mutual relationships.

#### **2.4.2 DEVELOPMENT**

Coetzee (cited in Abiche (2004) asserts that development is a form of social change that will lead to progress, the process of enlarging people's choices, acquiring knowledge and having access to resources for a decent standard of living, and a condition of moving from worse to better. For Abiche (2004) the concept of development includes aspects such as participating in decision-making, having access to improved opportunities for education and health, as well as self-improvement irrespective of class, race, colour and gender.

Development according to Tshishonga and Mafema (2008) is a holistic and integrated process which enables people as individuals as well as a collective to be self-reliant, self confident and free them from fear of want and exploitation. The process is aimed at improving the quality of life that focuses on the social, economic cultural, political and development empowerment of the people. The researcher also concurs with the above definitions and posits that development is a process of moving progressively from point A to B.

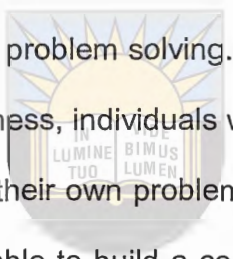
### 2.4.3 COMMUNITY DEVELOPMENT

Disoloane and Lekonyane (2011) after reviewing the literature (Banks & Orton, 2005; Emejulu, 2006; Shaw & Martin, 2000) assert that the theory of community development emphasises the importance of local community participation, ownership, self-determination, empowerment and capacity building where the community developer plays a facilitative role. Ferrinho (cited in Abiche, 2004) views community development as the social movement, which occurs when somebody, symbolizing the values of human progress and people's felt interests, motivates the community as a unit of action. For Fitzgerald (cited in Abiche, 2004) the term 'community development' has come into international usage to connote the processes by which the efforts of the people themselves are united to those of government authorities to improve the economic, social and cultural conditions of communities and to the life of the nation and to enable them to contribute fully to national progress.

According to the International Association of Community Development (IACD) (2005) community development is a way of understanding civil society by prioritizing the actions of communities and their perspectives in the development of social, economic and environmental policy and action. It seeks the empowerment of local communities. It strengthens the capacity of people as active citizens through their communities, organisations and networks on the one hand, and the capacity of institutions and agencies (public, private and NGO) on the other to work in dialogue with citizens to shape and determine change in their communities. It plays a crucial role in supporting active democratic life by promoting the autonomous voice of

disadvantaged and vulnerable communities. Its core values are concerned with human rights, social inclusion, equality and respect for diversity (IACD, 2005).

COGTA (2006) concurs with the above definitions and posits that community development is about placing individuals at the centre of the development process and helping them realize their potential. It acknowledges that the best solution to a problem comes from the communities that experience challenges. COGTA (2006) further puts forward that community development emphasizes people's participation, fosters self-reliance and 'bottom-up' problem solving. This approach is based on the principle that, through raising awareness, individuals within a community will become motivated to take control and solve their own problems. Once motivated, individuals can develop skills so that they are able to build a collective community response to an issue (COGTA, 2006).



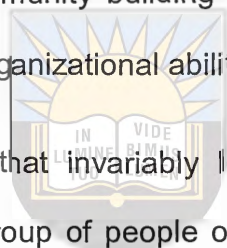
The logo of the University of Fort Hare is a circular emblem. It features a central sun with rays emanating from it. Below the sun, the Latin motto 'IN LUMINE TUO DOMINE LUMEN' is written in a circular arrangement. The text 'UNIVERSITY OF FORT HARE' is written around the perimeter of the emblem.

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COGTA (2006) summarises the important characteristics of community development as that it is:

- able to fulfil human needs, both concrete and abstract;
- a learning process in which people participate and take initiative from the start;
- a collective action, including joint decision-making;
- needs-oriented and therefore bound to strive for objectives;
- based on assets and resources people have;

- an action at grassroots level which necessarily requires committed people to participate;
- a strategy of creating awareness among participants about their situation focusing on their ability to address the situation;
- more easily achieved through small, simple projects than through sophisticated approaches to complex problems in large scale projects;
- a process that leads to community building by enhancing such matters as leadership, institutions and organizational ability;
- a step-by-step progression that invariably leads to further developmental efforts either by the same group of people or by other groups following the example set by the first project;
- facilitated by the sensitive and appropriate use of external resources and skills.



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Finally, the implementation of Community Development should result in empowered people, deepening and strengthening of democracy, restored dignity of people, good governance and responsible citizens (COGTA, 2006).

#### **2.4.4 COMMUNITY DEVELOPMENT WORKERS**

According to COGTA (2006), community development workers (CDWs) are community-based resource persons who collaborate with other community activists to help fellow community members to obtain information and resources from service providers with the aim of learning how to progressively meet their needs, achieve goals, realize their aspirations and maintain their well-being. They are cadres of a

special type, participatory change agents who work within communities from where they are selected, where they live, and to whom they are answerable for their activities (COGTA, 2006).

The CDW Unit (2007) put forward that CDWs give community members information and help to empower individuals and communities. One of the main roles of the CDW is to guide and support community members working in community-based projects such as small business development projects, projects that help people generate an income, or projects that develop local assets and resources. The CDW Unit (2007) further mentions that CDWs are employed by the state (provincial government) and that municipalities should be their workplace. Unlike other public servants, their work is complex, varied and cut all spheres of government. CDWs have to work collaboratively with other development workers in helping community members to obtain information and services. Mubangizi (2009) writes that they have a direct line of reporting to the provincial and national government. CDWs are expected to facilitate community participation in policy making and implementation, and in service delivery (Mubangizi, 2009).

They are supported financially and functionally by a range of government spheres and departments, particularly local government. Although specifically trained and certificated for their role, they have a shorter training than professional development workers who receive tertiary education. CDWs, unlike professional development workers, are resident in the communities in which they work (COGTA, 2006).

Community Development Workers (CDWs) are information conduits and empowering facilitators, working within a supportive framework, having adequate management support and access to resources so that they can effectively support or supervise community members working in community-based projects to develop local assets and resources. Support for their work is provided by mentors known as Community Development Supervisors (CDSs), who in turn are managed by Community Development Managers (CDMs), who are employed by a municipal support structure (COGTA, 2006).



#### **2.4.5 SERVICE DELIVERY**

This is the provision of public activities, benefits or satisfactions. Services relate both to the provision of tangible public goods and to intangible service themselves (Fox & Meyer, 1995).

### **2.5 COMMUNITY DEVELOPMENT WORKER PROGRAMME IN SOUTH AFRICA**

Mubangizi (2009) asserts that in the South African context, community development is a broad, multidisciplinary occupation practised by a wide array of people, from professionals to non-professionals, including health workers, agricultural extension officers, and social workers. Similarly, Tshishonga and Mafema (2008) mention that in South Africa, development workers are placed within a broader pool of other community based workers therefore their job descriptions range from e.g. community health workers (CHWs), community home based carers (CHBCs), to community forestry advisors (CAHWs). They also note that they are specifically trained in community development work as well as supported financially and functionally by all spheres of government. Mubangizi (2009) adds that these are barefoot professionals

employed by various government departments to advise and educate communities in specific areas of wellbeing.

Tshishonga and Mafema (2010) note that unlike other categories of development workers such as community health workers (CHWs) and community home-based carers (CHBC), community development workers (CDWs) in South Africa are commissioned by the President to carry out cross cutting development work in their communities. The Community Development Worker Programme (CDWP) was established in 2003 following an announcement by the former President Thabo Mbeki in his *State of the Nation* address to Parliament. Mubangizi (2009) write that CDWs were deployed to fill the service gap between government services and local communities. Mubangizi (2009) further states this new cadre of public servants was introduced to create local agents of change within local government institutions with support and guidance from the provincial and national government. The CDWs are employed by the Department of Public Service and Administration (DPSA) linking local government offices to what the Foundation for Contemporary Research (cited in Tshishonga & Mafema, 2010) describes 'as the link between the municipality and outlying townships, small towns and rural areas'.

Tshishonga and Mafema (2008) put forward that community development workers are part of an information highway, working inside a framework that offers management support and access to resources to effectively support or supervise community members working in community-based development projects. For Van Rooyen (2007) the inception of community development workers in South Africa was viewed as an effective way of removing *development deadlock* caused by recycling,

bureaucratic and top-down development practices as well as strengthening the *democratic social contract* by giving voice to the poor and improving the relationship between a municipality and communities to build a responsible and accountable government.

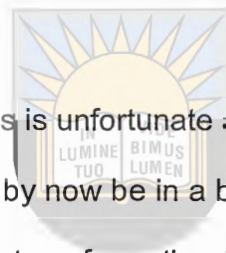
## 2.6 RATIONALE FOR COMMUNITY DEVELOPMENT WORKERS

Disoloane and Lekonyane (2011) put forward that although many government departments have community development initiatives, the majority of people who fall in the poorer segment of the population are still unable to access the full potential of government programmes. They also posit that the reasons for this gap between service provision and effective utilisation by the intended recipients are access to information about services and access to the services themselves. Burger (cited in Disoloane & Lekonyane, 2011) notes that the primary reasons for protests and dissatisfaction of poor services include basic municipal services such as running water, electricity, toilets, unemployment, high levels of poverty and poor infrastructure, particularly in informal settlements.

Burger (2009) also highlighted the fact that poor people do not have adequate and easy access to councillors, ward committees and other municipal structures as another major reason for the protests. During the Presidential *Imbizos*, the gap between government's delivery efforts and the communities' ability to benefit from that delivery was highlighted. Government service delivery at national, provincial and local levels was not always appropriate nor always reaching the intended recipients effectively. This is attributed to a number of factors, some of which are discussed below (COGTA, 2006):

### **2.6.1 Skills Shortage in the Local Government Sphere**

One of the causes of lack of service delivery is attributed to the shortage of skills and expertise at local government level. The harsh reality is that in many cases, officials who are employed at this sphere of government often do not know how to forge strategic links and engage communities on the wide spectrum of government-sponsored programmes and projects which aim to better the lives of the disadvantaged (COGTA, 2006).



Given the history of South Africa, this is unfortunate as it had been widely hoped that all the people of South Africa would by now be in a better position to take advantage of the opportunities afforded by the transformation in the country. It has now been recognized that this is only likely to be achieved once the state goes through the reengineering of the twenty first century civil servants who are deployed at this local sphere of government. This special cadre will possess the necessary skills and expertise to give effect to the national agenda of a better life for all (COGTA, 2006). Therefore, this special cadre of public servants (CDWs) is viewed as the solution to the skills shortage at the local government sphere.

### **2.6.2 Strengthening of Integration and Coordination**

A further challenge in improving service delivery has been the difficulty encountered in achieving adequate coordination and integration across departments, agencies and different spheres of government. This lack of functional unity among departments has done considerable damage to sustainable development and has further undermined the principle of putting 'People First'. Poor coordination and

integration is bound to affect effective and efficient service delivery adversely (COGTA, 2006).

The grouping of government departments in clusters was an attempt to overcome this problem, and has begun to bear fruit. There is a need to replicate this at the local level so that the lack of coordination and integration can be more easily dealt with. The successful implementation of the CDWs programme will go a long way in creating sounder relations between local government and communities (COGTA, 2006).



### **2.6.3 Inadequate Information Dissemination**

For various reasons information about government services, such as the decisions of Cabinet, does not reach ordinary people- particularly in the under-served and rural areas as quickly as it should. Often where information is provided, the language is too difficult for ordinary people to understand. Communities should have equal access to information on all the opportunities afforded by the democratic state, donors and other development agencies that operate in South Africa. It should be provided in a simple, accessible and understandable manner. It is envisaged that the establishment of Community Development Workers will speed up the dissemination of information which disadvantaged people need to access programmes designed for their benefit (COGTA, 2006).

### **2.6.4 Human Resource and Management Challenges**

Despite considerable emphasis on human resource development, the shortage of skills in the country remains an area of considerable weakness. There is still a lack

of and/or insufficient education and training for individuals operating in critical positions. Many workers are not multi-skilled and this impacts on their ability to cope with complex situations. Inevitably management has suffered and many excellent intentions have been crippled by the inability to carry them out (COGTA, 2006). Therefore, the establishment of CDWs was also aimed at providing a panacea to the skills shortage and managerial challenges facing South Africa.

### **2.6.5 Lack of an Organized Voice for the Poor between Elections**

COGTA (2006) notes that despite efforts to decentralize through the three spheres of democratic government with each sphere in its own way striving to be responsive, it still remains a challenge for the community to communicate effectively with their elected representatives and government officials. According to the Handbook, an interactive process is therefore required at community level to deepen democracy both to enable communities to shape government service delivery to meet their needs as well as to empower communities to make more effective use of existing government services. In order to address these challenges, Cabinet endorsed the establishment of a cadre of multi-skilled Community Development Workers at local level to focus on the wide range of issues confronting communities in general and the poor in particular (COGTA, 2006).

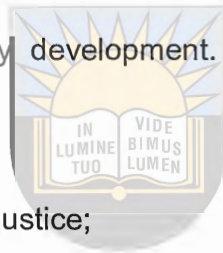
According to COGTA (2006) the conceptualisation of CDWs is based on the following national imperatives.

- The need to inculcate participatory governance in line with the Constitution and chapter 4 of the Municipal Systems Amendment Act (MSAA).
- Pledges made during the Growth and Development Summit (GDS).

- The Reconstruction and Development Programme (RDP) and parallel policies.
- The National Skills and Development Strategy (NSDS).

## **2.7 OBJECTIVES OF THE COMMUNITY DEVELOPMENT WORKERS PROGRAMME**

According to the CDW Unit (2007) the concept of participatory governance is part of the government's overall strategy to improve the lives of all South Africans and informs its approach to community development. The CDWP is based on the following objectives:



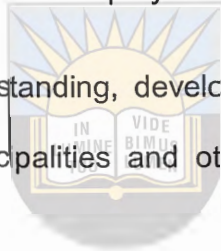
- To improve social equity and justice;
- To enhance service delivery;
- To deepen our democracy; and
- To contribute to citizen education (CDW Unit, 2007).

The CDW Discussion Document (2004) asserts that the overall objectives of the CDW programme are to accelerate development and service delivery programmes of government through strengthening the partnership between government and communities.

## **2.8 THE ROLES AND FUNCTIONS OF CDWS**

According to the CDW Discussion Document (2004) the CDW programme strengthens the interface between government and citizens. The roles and functions of CDWs according to the document are:

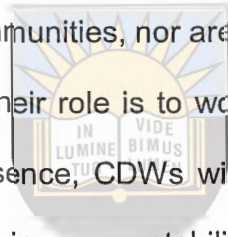
- Disseminate government and other information to community members in a timely and equitable manner;
- Listen and receive feedback and directing this appropriately to providers;
- Identify and mobilise community resources and energy to facilitate the implementation of government programmes;
- Supervise work teams of volunteers or community members involved in community projects such as those employed on public works programmes;
- Assist communities in understanding, developing and submitting Integrated Development Plans to municipalities and other spheres of government or donors;
- Coordinate inter-departmental programmes and encourage improved integration at community levels;
- Disseminate government and other information to community members in a timely and equitable manner;
- Listen and receive feedback and directing this appropriately to providers;
- Identify and mobilise community resources and energy to facilitate the implementation of government programmes;
- Supervise work teams of volunteers or community members involved in community projects such as those employed on public works programmes;



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- Assist communities in understanding, developing and submitting Integrated Development Plans to municipalities and other spheres of government or donors; and
- Coordinate inter-departmental programmes and encourage improved integration at community levels;

The CDW Discussion Document (2004) also highlights the fact that CDWs are not a parallel level of government that replaces the public sector's role in ensuring the socio-economic development of communities, nor are they a magic solution to all the challenges faced by government. Their role is to work with government to address the development challenges. In essence, CDWs will act as resourceful, dedicated agents at community level by improving accountability to, and contact with all levels of government in order to address the challenges facing development and service delivery (CDW Discussion Document, 2004).



## **2.9 GUIDING PRINCIPLES FOR COMMUNITY DEVELOPMENT WORKERS**

The CDW Unit (2007) put forward the following guiding principles for Community Development Workers. It proposes that the actions taken by CDWs should:

- Promote equitable, acceptable and affordable access for all;
- Promote gender equality and be culturally sensitive;
- Use cost-effective, appropriate technologies that create useful work opportunities, supporting a fair distribution of resources;
- Encourage full, continuing and meaningful participation of individuals and groups through direct democracy and involvement;

- Secure appropriate coordination between sectors, disciplines, agencies and departments;
- Prioritise programmes that are identified by the beneficiaries themselves and which may lead to improvements in the lives of everyone, paying particular attention to the most vulnerable, disabled and disadvantaged; and
- Be consistent with *Batho Pele* principles in line with the spirit of the Constitution (CDW Unit, 2007).



## 2.10 ATTRIBUTES OF COMMUNITY DEVELOPMENT WORKERS

Mubangizi (2009) recognises that the activities expected of a CDW are diverse and cross-sectoral. These expectations require that the CDW possess special knowledge, skills and attitudes. COGTA (2006) outlines some of the key attributes (characteristics) of CDWs as follows:

- live in communities in which they work;
- show respect towards the people, their norms and values;
- realize that they are dealing with a living entity;
- acknowledge the accepted leaders;
- are open about their positions and tasks;
- get to know the people and their circumstances;
- deepen their insight into people's needs and resources;
- begin to identify local structures with which they will work;

- promote the notion of partnership between themselves and local structures such as Ward Committees; and
- exchange information, guide, provide expertise, enable, advocate and catalyse action.

The CDW Discussion Document (2004) alludes to the following two critical attributes of CDWs.

### **2.10.1 Residence**

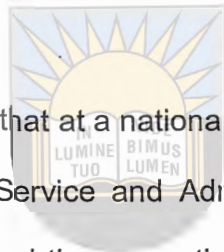
The CDW Discussion Document (2004) asserts that the initial contact or community entry phase is of crucial importance and involves the Community Development Worker entering into the social life experience of that community. The Document notes that this is easier if the Community Development Worker is already a member of the community. The Discussion Document posits that the Community Development Worker's entrance should not disturb the rhythm of the community, and often this phase is referred to as "look, listen and learn". According to the CDW Discussion Document (2004) people need to get to know the Community Development Worker before they will accept her/him and that showing compassion makes the process of this acceptance easier.

### **2.10.2 Information Conduits**

Community Development Workers (CDWs) are information conduits and empowering facilitators, working within a supportive framework, having adequate management support and access to resources so that they can effectively support or supervise community members working in community-based projects to develop local assets and resources (CDW Discussion Document, 2004).

## 2.11 THE CDW AT WORK

According to the CDW Unit (2007) community development workers assist communities by bringing together all government departments that implement service delivery projects and programmes at a local level. They form part of a special group of trained personnel whose employment straddles several levels of government structures. CDWs employment is governed by the Public Service Act (1994) and are deployed to work at a municipal and community level (CDW Unit, 2007).



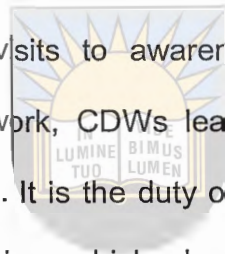
The CDW Unit (2007) further states that at a national level the coordination of CDWs is done by the Ministry of Public Service and Administration and the Ministry of Provincial and Local Government, and the respective ministers act to champion the programme. In all provinces the premiers have political oversight over the CDWP. With exception of Limpopo, premiers have delegated responsibility for coordinating and implementing the programme to the MECs for Local Government, Housing and/or Traditional Affairs (CDW Unit, 2007).

The CDW Unit (2007) also mentions that CDWs are located in a municipal structure and are expected to work closely with all stakeholders (mayors, councillors, ward committees and officials) in local government. It was the intention of government to place at least one CDW in each economically vulnerable ward and municipality in the country. Municipalities are required to support and create a supportive environment for community development work. Mayors act as “political champions” of the programme at municipal level and they can delegate the speaker to give the CDWs administrative and logistical support (CDW Unit, 2007).

The communication networks of CDWs should link across all spheres of government, and they must be able to recognise and unblock bureaucratic bottlenecks at each level (CDW Unit, 2007). The following illustration shows how CDWs link with government and communities. This highlights the importance of intergovernmental relations in the CDWP.

### **2.11.1 CDWs Relationship with Government and the Community**

The CDW Unit (2007) posits that CDWs interact with communities in a variety of ways ranging from door-to-door visits to awareness campaigns, *izimbizo* and meetings. In the course of their work, CDWs learn about community concerns, initiatives and service delivery gaps. It is the duty of CDWs to refer these cases to the appropriate government agencies, which should provide feedback and take appropriate action. The CDW Unit (2007) also mentions that CDWs often need to follow up to make sure that the community's concerns are properly addressed. There is a constant interaction between CDWs, communities and the government.



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### **2.11.2 CDWs, Councillors and Ward Committees**

According to the CDW Unit (2007) ward committee members, ward councillors and CDWs all work together. Their roles are complementary although their mandates and structures are different. Working collaboratively, their task is to be active development agents and to ensure government programmes aimed at improving the lives of people in the communities are implemented. The nature of their collective task means they have to communicate constantly with each other and with the community, so that government programmes can make the greatest possible impact (CDW Unit, 2007).

### **2.11.3 Community Development Forums**

The CDW Unit (2007) writes that local governments have established community development forums in accordance with the Municipal Systems Act (2000). A CDW should attend the monthly forum in their official capacity. The task of the CDW is to report to the forum on the work that they have been involved with as they would to the ward committee meeting (CDW Unit, 2007). The forums are strategic meetings as they provide the opportunity for the CDW to coordinate his/her work with community-based organisations, NGOs and other provincial and national departments that are involved in local communities. Reports from these forums are taken up by the national CDW task team (CDW Unit, 2007).



### **2.12 THE NATURE AND SCOPE OF THE WORK OF CDWS**

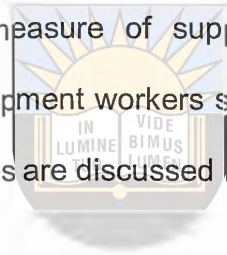
COGTA (2006) stipulates that CDWs should work with and assist communities by collaborating with all government departments who are responsible for the implementation of projects and programmes at local level. This include the department of:

- Public Works (Expanded Public Works Programme).
- Transport (road infrastructure programmes).
- Social Development (poverty alleviation programmes).
- Provincial and Local Government (LED programmes, MIG, FBS, ISRDP and URDP).
- Agricultural and Land Affairs (agricultural and land reform programmes).
- Housing (provision of houses and subsidies).

- Health (primary health care facilities, Community Health Workers and HIV and AIDS programmes).
- Water Affairs and Forestry (water and sanitation).
- Trade and Industry (SMME`s support programmes) (COGTA, 2006).

## 2.13 CHALLENGES FACED BY COMMUNITY DEVELOPMENT WORKERS

Mubangizi (2009) notes that although the community development worker's programme has received some measure of support both at the political and institutional level, community development workers still face a number of challenges in practice. Some of these challenges are discussed below.



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### 2.13.1 Historical realities

Mubangizi (2009) recognises that South Africa has only recently emerged from a period in which the majority of the people were, for a long time, denied access to basic infrastructure resources and facilities. This is a period that was characterised by a system of institutionalised denial of basic services to the majority of the people. Mubangizi (2009) also submit that the infrastructural backlogs experienced by several communities in South Africa are so great that even the most enthusiastic community worker can be easily discouraged. Coupled with this is the fact that the communities in which the community worker operates are not used to a government that consults but one that dictates. The CDW faces communities who are apathetic towards government programmes and whose experience relating to government has not been one of trust (Mubangizi (2009). According to Mubangizi (2009) nurturing a culture in which people trustingly participate in development activities, especially

following periods of forced removals and other such activities that are characteristic of top-down, state-led development, poses a huge challenge for the community development worker.

### **2.13.2 Changing Macro-Economic Policy Environment and the Neo-Liberal Agenda**

Mubangizi (2009) postulates that development activities, particularly those linked to poverty reduction were conceptualised in the prime of the Reconstruction and Development Programme (RDP) policy framework, an era characterised by people-centred development and one which emphasised, *inter alia*, a people driven process in meeting basic human needs. With the advent of the New Public Management (NPM) movement in the 1980s, Mubangizi (2009) writes that many of these grassroots development programmes had to operate in a market oriented policy framework whose emphasis is on efficiency and cost recovery. This was a response to global neo-liberal factors and the concomitant paradigm shift in public administration and management which have increasingly seen many state departments being encouraged to function more along the lines of business entities (Mubangizi, 2009). The challenge of the CDW therefore, is that of balancing people centred needs of effective participation and community consultations, which are lengthy and time-consuming, against market-oriented needs of efficiency, expenditure cutbacks and cost recovery (Mubangizi, 2009).

### **2.13.3 Intergovernmental relations**

According to Levy and Tapscott (cited in Mubangizi, 2009) intergovernmental relations refer to mutual horizontal and vertical relations and interactions between

governmental institutions. Mubangizi (2009) add that these mutual relations translate into actions and interactions, which enable effective implementation of public service delivery programmes. The research conducted by the Foundation for Contemporary Research (cited in Mubangizi, 2009) noted a lack of clarity regarding accountability and governance systems of the CDW programme. Some stakeholders were unsure where accountability rested since the CDWP cuts across South Africa's three spheres of government. Mubangizi (2009) notes that related to this is the fact that the direct access that CDWs have to the provincial and national government is seen by some councillors and local government officials as a threat. This perception contributes to the view that CDWs are spies who are placed in the community to take jobs away from councillors and local government officials (Mubangizi, 2009).



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#### **2.13.4 Allegiance**

Mubangizi (2009) asserts that one of the challenges is how the community worker relates to structures which have diverse (and often conflicting) interests with the community. Mubangizi (2009) after reviewing the literature presents the situation of a community development worker as being "in and against the state". This is particularly so since CDWs are employed by the state to support and promote the state's development agenda yet the community development worker's role could inadvertently involve supporting groups of communities to challenge aspects of the state's policies and practices (Mubangizi, 2009). If space is not created for communities to interrogate state policies in a responsible manner, violence and boycotts become the only channel for venting frustrations in service delivery blockages (Mubangizi, 2009).

### 2.13.5 Professional status

Mubangizi (2009) point out that one of the biggest challenges that CDWs face is that of not being recognized by other professions. This is because community development has neither been recognised nor established as a *profession* under the social services professional body of South Africa. The recommendation following the research done on the demarcation of social service professions is that community development should not be granted the status of a *profession* but should rather be seen as a mode of intervention (Mubangizi, 2009). Currently, the South African Council of Social Services Profession, a body that regulates the social services profession, recognizes social workers, social auxiliary workers as well as child and youth care workers. This means that CDWs, whose work falls within (but not exclusively) the area of social services, are not recognized by this body. The reasons for this exclusion and non-recognition are both historical and institutional (Mubangizi, 2009). According to Mubangizi (2009) community developers, including community development workers, do not fall under any professional body. Without a professional body to give them a voice, their work will remain unnoticed and their contribution to social development unsung.

### 2.14 CONCLUSION

This chapter has reviewed the literature on community development workers with a specific reference to the South African public sector. It alluded to the theoretical framework guiding community development in this study and the legislative framework governing community development in South Africa. The chapter also elaborated on various critical components of community development in South Africa including the reasons behind the introduction of community development workers,

their guiding principles, roles and functions as well as the challenges they face when executing their duties. From the review of the literature it is clear that if the community development workers are used optimally they can promote the efficient and effective delivery of public services by municipalities, government institutions and departments. The next chapter outlines the research methodology adopted by researcher in this study.



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## CHAPTER THREE

### RESEARCH METHODOLOGY

#### 3.1 INTRODUCTION

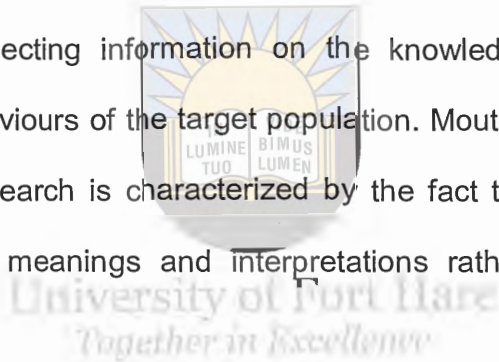
This chapter describes the research design and methods used in this study. The research design presents the methodology and methods used in this study. The methodology and method, outlines the research approach and instruments used to collect data respectively. The research design enables the researcher to use data collection techniques that suit the research problem. The purpose of this chapter is therefore to outline and clarify the research design, the research paradigm adopted, the target population, the sample, data collection techniques used in the collection of data in this study, and the rationale for choosing them. The chapter concludes by outlining how the collected data was analysed and by pointing out what will be covered in the following chapter (Chapter 4).

#### 3.2 RESEARCH DESIGN

According to Des Vos, Strydom, Fouche and Delpoort (2005) a research design is a plan or blueprint according to which data is collected to investigate the research hypothesis in the most economical manner. Bless and Higson-Smith (1995) views the research design as a programme to guide the researcher in collecting, analysing, interpreting and observing facts. It specifies the unit of analysis, the sampling procedures, the variables on which information is to be obtained, data collection, and the analysis of data (Creswell, 1994). Various research designs exist including the

qualitative and quantitative research designs. The study followed the qualitative research approach.

Neuman (2003) writes that the qualitative approach does not manipulate numbers as is the case with quantitative research. In qualitative research, patterns of similarities and differences in the case or relationships are examined and general ideas and concepts are also used as tools for making generalizations. Similarly, Lewis, Taylor, and Gibbs (2005) posit that qualitative data is information gathered in a nonnumeric form. It is a way of collecting information on the knowledge, values, feelings, attitudes, beliefs and behaviours of the target population. Mouton and Marais (1990) submit that qualitative research is characterized by the fact that the researcher is trying to get to multiple meanings and interpretations rather than impose one dominant interpretation.



### **3.3 TARGET POPULATION**

According to Welman, Kruger and Mitchell (2005) the term population encompasses the total collection of all units of analysis about which the researcher wishes to make specific conclusions. They further state that a population is the full set of cases from which a sample is taken and that the size of a population is indicated by N. Bless and Higson-Smith (1995) defines a target population as a set of elements that the researcher focuses upon and to which results obtained by testing the sample should be generalized. Babbie (2004) asserts that a target population is that group, usually people, from which the researchers require to draw conclusions. Buffalo City Metropolitan Municipality has a total of 50 wards in its municipal area. However, currently CDWs are deployed in only 31 of those wards where they reside. Therefore,

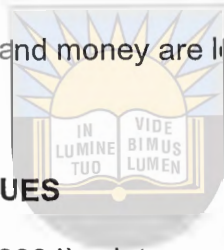
the target population of this study consisted of the 31 CDWs, managers of CDWs, and senior managers in BCMM.

### **3.4 SAMPLE, SAMPLE SIZE AND SAMPLING PROCEDURE**

Kumar (2005) asserts that sampling is the process of selecting a few cases from a bigger group to become the basis for estimating or predicting the prevalence of an unknown piece of information, situation or outcome regarding the bigger group. In other words a subgroup of the population in which a researcher is interested in, is a sample. In the same vein Patton (2002) states that a complete coverage of the whole population is seldom possible, as all members cannot be easily reached in a given time. As such, researchers are interested in describing the sample not primarily as an end in itself, but rather as the means of helping them to explain some facets of the population. This is particularly in the case of the BCMM where for example the CDWs are scattered across the 31 wards in the municipal area. Therefore, the sample for the study composed of 10 wards out of the available 31 wards with 1 CDW per ward (10 CDWs), the manager and senior manager responsible for CDWs in BCMM.

Sampling theory distinguishes between probability and non-probability sampling methods. Probability sampling provides known, equal and calculable chances that each element of the population can be included in the research. Non-probability sampling suggests that chances of all elements to be included in the sample are not even and are unknown (Bless and Higson, 2006). To select the sample a non-probability sampling procedure was used. According to De Vos *et al.* (2005) non-probability sampling is a sampling procedure whereby the odds of selecting a

particular individual are known to the researcher because one does not know population size of the members. In this research, the non-probability sampling technique used was purposive/judgmental sampling. Warwick and Linenger (1975) writes that in purposive sampling , sample elements are chosen by the researchers using their own discretion about which informants are typical or representative. Polit and Hungler (1991) submit that the logic and power behind purposive selection should be information richness. Therefore, the selected sample provided required and relevant information on the CDWP in the BCMM. The relative costs of this sampling technique in terms of time and money are low.



### **3.5 DATA COLLECTION TECHNIQUES**

According to David and Sutton (2004), data are what the researcher actually receives from the respondents, be it social or physical. Layder (1993) identifies a number of instruments that can be used to gather data, among these are interviews, intakes forms, questionnaires and surveys, attendance records and documents. This study used the unstructured one-to-one interviews with CDWs, the manager and senior manager responsible for CDWs in BCMM to collect the required data. De Vos *et al.* (2005) view the unstructured one-to-one interview as “a conversation with a purpose”. They further mention that at the root of unstructured interviewing is an interest in understanding the experience of other people and the meaning they make of that experience. It is focused, discursive and allows the researcher and participant to explore an issue. It is used to determine individuals’ perceptions, opinions, facts and forecasts and their reactions to initial findings and potential solutions. The events recounted and experiences described are made more substantial, more real, through being recorded and written down (De Vos *et al.*, 2005).

De Vos *et al.* (2005) note that unstructured interviews are a useful way of getting large amounts of data quickly and are an especially effective way of obtaining depth in data. Unstructured interviews are very useful in cases where the researcher wants to launch an explorative investigation as well as pre-testing a questionnaire (Welman *et al.*, 2005). They help to clarify concepts and problems and allow the establishment of a list of possible answers and solutions which in turn, facilitates the construction of multi-choice questions, the elimination of superfluous questions, and the reformulation of ambiguous ones (Bless & Higson-Smith, 1995). However, unstructured interviews also have limitations. They involve personal interaction, and cooperation is therefore essential. Participants may be unwilling to share and the responses could be misconstrued or even at times, untruthful (De Vos *et al.*, 2005).

### 3.6 ETHICAL CONSIDERATIONS

According to Welman *et al.* (2005) ethical consideration come in play at three stages, that is when participants are recruited, during intervention and in the release of results. There are various ethical considerations when conducting a research, however, this study considered the following: informed consent, the right to privacy, protection from harm and honesty in reporting of results. The informed consent allowed the researcher to obtain the permission from the respondent, after they had been thoroughly and truthfully informed about the purpose of investigation. Bak (2004) explains that any research that involves people must show an awareness of the ethical considerations and an agreement to conduct the research in accordance with ethical procedures. The authorities and respondents involved were fully informed about the study and how the intended data would be collected. An explanation was provided on what the information was to be used for, and how it was

to be handled. This was achieved through the letter given to the researcher by the university.

The respondents were also assured of confidentiality in the treatment of data collected. The study first informed participants about the purpose and activities involved in the study before individuals actually participate in the study. The right to privacy, which according to Welman *et al.* (2005) include the assurance given to respondents, that certain information will not to be disclosed, especially which is unrelated to the study, such as the names of respondents. This study did not disclose the names of participants or even their addresses. the respondents were given assurance that the research will not cause any harm in particular emotional harm in terms of the procedures taken and research results produced. This assurance was based on the word of mouth, particularly about the importance of the research study. Lastly, the falsification of research results or the misleading reporting of results was avoided (Welman *et al.*, 2005).

### **3.7 DATA ANALYSIS**

According to De Vos *et al.* (2005) data analysis is the process of bringing order, structure and meaning to the mass of collected data. The purpose of analysis is to reduce data to an intelligible and interpretable form so that the relations of research problems can be studied, tested and conclusions drawn. Similarly, Mouton (1996) describes data analysis as involving 'breaking up' the data into manageable themes, patterns, trends and relationships. In this study, data was analysed using the filtering technique and content analysis. The filtering method is whereby the researcher

filtered out any irrelevant information contained in secondary sources and the notes gathered during interviews.

Welman *et al.* (2005) describes content analysis as a *quantitative* analysis of *qualitative* data. They further state that the basic technique involves counting the frequencies and sequencing of particular words, phrases or concepts in order to identify keywords or themes. Denzin and Lincoln (2000) explain that content analysis allows for thick description in the analysis of data. This can be facilitated through thematic organization. The themes will then ground the arguments presented in the discussion.



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### **3.8 CONCLUSION**

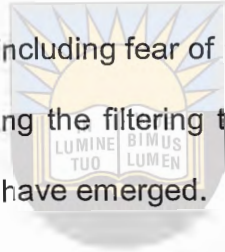
This chapter gave an account of the research methodology used in this study. The qualitative approach was used and the chapter further described the target population, sample, sample size and sampling procedure used to select the respondents. Unstructured one-to-one interviews and secondary analysis were employed by the study as the data collection techniques. The chapter also alluded to the ethical issues observed in the study and concluded by giving an exposition of how the mass of collected data was analysed. The next chapter presents, analyses and interprets the research data collected using the methodology described in this chapter.

## CHAPTER 4

### DATA PRESENTATION, ANALYSIS AND INTERPRETATION

#### 4.1 INTRODUCTION

In this chapter the researcher presents the data, analyses and interprets it. The data was gathered through unstructured one to one interviews with 10 CDWs, the manager and the senior of CDWs in BCMM. Some of the respondents in the target population could not be accessed for various reasons ranging from being away on official business to political reasons including fear of victimisation. The data collected from the sample were analysed using the filtering technique and content analysis. From the data, the following themes have emerged.

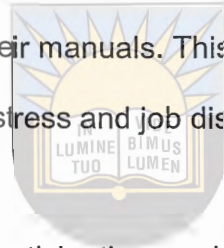


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#### 4.2 ROLES AND RESPONSIBILITIES OF CDWS

The CDWs interviewed showed an in-depth knowledge and understanding of their roles and responsibilities. Most of the roles that they said they were performing in the communities were similar to the ones outlined in A Handbook For Community Development Workers compiled by the CDW Unit (2007) and A Handbook on Community Development Workers in South Africa published by the Department of Cooperative Governance and Traditional Affairs (2006). It was quiet clear that their work cut across all the three spheres of government. What was striking in this study was that some of the roles and responsibilities that the CDWs were performing in their communities were not mentioned in their Handbook/Manual. The researcher came to the conclusion that CDWs in the BCMM were going the extra mile helping communities to access government services.

In line with the above assertion, the CDWs reported instances where they had to fork out money from their own pockets to help community members in their wards for example to buy food so that they could be able to take medication (such as antiretroviral drugs). They also mentioned cases where they had to use their own airtime to make calls to the police if violence erupted in their areas or call the ambulances to come and transport the sick in their wards to the hospital. It is against this background that this study came to the conclusion that there is an urgent need to redefine the roles and responsibilities of this special type of civil servants so that everything they do is contained in their manuals. This will help remove role ambiguity and role conflict which can result in stress and job dissatisfaction among the CDWs.



According to the former Public Participation and Special Programmes General Manager and the CDWs the following is a list of the roles and responsibilities performed by CDWs in BCMM:

- Assist in the removal development and service delivery backlogs in their communities.
- Ward profile development including *inter alia* coming up with number of schools in their wards, teachers, teacher shortage, School Governing Boards, untarred roads, crime zones and also ascertaining Tuberculosis prevalence in their wards. In the process they also indicate what has been done and is needed to address these problems. The CDWs also conduct some campaigns in their ward to alleviate the abovementioned problems.
- Work with other structures in the municipality including ward committees, clinic committees, youth, women, disabled, traditional leaders and other interest groups to solve community problems.

- The CDWs promote the strengthening of the democratic social contract between government and the communities.
- Update communities on the information and programmes rendered by the government for example by the Department of Social Development, Department of Justice and the South African Social Security Agency (SASA).
- Work in line with the *Batho Pele* principles.
- Conduct door to door campaigns and visits to check how many people do not have identity documents, birth certificates etc and refer them to the Department of Home Affairs. They also refer those who qualify for social grants to the Department of Social Development including the old and the disabled. They also assist community members with the application of these grants. CDWs also refer citizens with different challenges to relevant government departments which can assist them.
- Deal with urgent cases for example funeral arrangements for the deceased in their communities. They look after the sick and the old aged, monitor their situation and protect their grant from being abused by their families.
- Monitoring corruption in the area and whistle blowing.
- CDWs are the eyes and ears of government in the communities and they bridge the gap between government and communities. They link government to communities and ensure that the government comes to the people. The CDWs also help build good relations between the government and communities.
- They ensure that government services are provided in line with the principles of economy, efficiency and effectiveness (EEE).
- CDWs promote the value of compassion by government to communities.

- Assist government in realising the fundamental human rights contained in Chapter 2 of the Constitution (Bill of Rights) including human dignity and education.
- They help communities to vent their frustration to government.
- Assist community members with the development of business plans and poverty alleviation programs.
- CDWs have good relations with the Department of Labour and assist youths in their areas to register with the department. They hold quarterly meetings with the Department of Labour and create a database of unemployed youths in their wards.
- They are the organs of power.



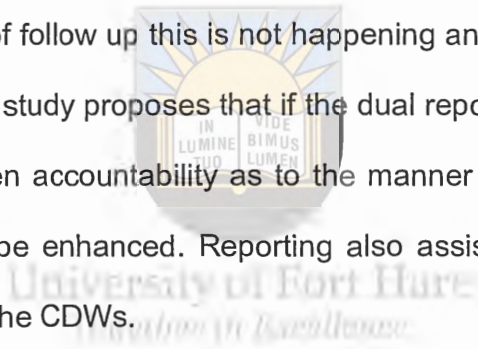
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#### **4.3 AREA OF OPERATION**

In the BCMM, CDWs are based in the Public Participation Office which is under the office of the Speaker. Ideally, when the CDWP was launched, one CDW was to be deployed in every municipality's ward around the whole territory of Republic of South Africa where they should be based performing their roles and functions. However, in the case of BCMM CDWs are deployed in only 31 wards out of the 50 available wards which is an undesirable state of affairs. This study therefore suggests that the Department of Local Government and Traditional Affairs (COGTA) should avail the necessary resources and deploy CDWs in all the wards of the municipality. Such a situation is also contrary to the provisions of section 195(1) (e) of the Constitution which states that services must be provided impartially, fairly, equitably and without bias.

#### **4.4 REPORTING REQUIREMENTS**

CDWs are employed by Department of Local Government and Traditional Affairs under the Directorate of Municipal Public Participation. Ideally, CDWs in BCCM should have dual reporting requirements. They should submit monthly, quarterly and annual assessment reports to their employer. On 23 November 2011 at a Provincial Indaba for CDWs a Memorandum of Understanding was passed between the municipalities and the Department for Provincial and Local Government that the CDWs should also report to the Speakers Office by submitting consolidated reports. However, because of a lack of follow up this is not happening and they are still using the old way of reporting. This study proposes that if the dual reporting system can be effectively institutionalised, then accountability as to the manner in which the CDWs execute their mandates will be enhanced. Reporting also assist in monitoring and evaluating the work done by the CDWs.



#### **4.5 CHALLENGES FACING CDWS IN BCMM**

CDWs in BCMM face a number of challenges when executing their duties ranging from the manner in which the program was implemented to financial and political challenges. It was clear that these challenges are a stumbling block to the efficient and effective performance of their duties. Hence they reported such challenges were limiting their impact on service delivery. The following are the challenges that the CDWs reported they were facing in the day to day execution of their mandates. This study suggests that the COGTA and BCMM should pay attention to these challenges and address them.

#### 4.5.1 Not Recognised and Taken Seriously

They are not recognised and taken seriously by some municipal officials and other stakeholders. They reported they were not free to carry out their duties as some government officials particularly councillors view them as threat and spies of the government. Mubangizi (2009) echoes the same sentiment by stating that the direct access that CDWs have to the provincial and national government is seen by some councillors and local government officials as a threat. Mubangizi (2009) also adds that this perception contributes to the view that CDWs are spies who are placed in the community to take jobs away from councillors and local government officials.



#### 4.5.2 Poor Implementation and Political Reasons

The CDWP was implemented without consulting all the stakeholders (Department of Provincial and Local Government, municipalities, ward committees and councillors), as a result CDWs in the BCMM do not have office space within the municipality and some municipal officials do not know them. The CDWs are regarded by some councillors as politicians and by some municipal officials as social workers. This can also be attributed to the fact that the CDWs were never properly introduced to the municipalities. Furthermore some citizens who were campaigning in elections to councillors ended up being CDW hence there is that tension and suspicion between the CDWs and the councillors.

In addition, some councillors and municipal officials cannot distinguish between political, service delivery and development issues. As a result some councillors have been advising the CDWs to discriminate based on political grounds when executing their duties. The CDWs reported that they often are often caught up in between

political party fights (factionalism in the BCMM) and that such political tensions were adversely affecting their operations in the wards. This study therefore came to the conclusion that CDWs have become victims of circumstances because of the poor implementation of the programme. The programme was parachuted from the Presidential Office to the Department of Local Government and Traditional Affairs and Municipalities without consulting the relevant stakeholders.

#### **4.5.3 Budgetary Constraints**

CDWs in BCMM are oftentimes forced to fork out money from their own pockets when carrying out their duties. They indicated numerous instances where they had to call the police when violence erupted in their communities or call the ambulance when a community member is sick. The CDWs mentioned that some of the community members they deal with are so poor to an extent that they are unable to buy food for themselves to be able to take medications including antiretroviral drugs. In such circumstances, the CDWs said that they were forced to take money from their own pockets to assist the sick in their communities. In some instances community members send them call backs expecting them to call using their own money and in other cases they have to travel long distances using their own resources including cars to assist community members.

The CDWs highlighted that they did not have a budget allocation both from their employer and the municipality to cater for the abovementioned expenses. They added that they did not have an office where they can print reports, send or receive faxes and that sometimes they would do this in their councillors' offices or at schools in their wards. This unfortunate state of affairs counteracts the overall objective of

the CDWP of improving service delivery. This is also contrary to the requirements of section 195(1) (a) of the Constitution which states that a high standard of professional ethics must be promoted in the public sector. It is against the above background that the researcher strongly recommends the Department of Local Government and Traditional Affairs to provide the CDWs in a budget allocation for stationery, cell phone and transport allowance (sundry expenses) to avoid inconveniencing them.

#### **4.5.4 Preferred by the Communities than Councillors**

Communities have developed more confidence in the CDWs than the councillors. The CDWs stated that the communities viewed them as caring and responsive to their needs unlike councillors whom were labelled as arrogant and unresponsive to the needs of community members. In addition, government departments such as the Department of Labour, Department of Health and Department of Social Development recognise them and prefer working with them than councillors because of their experiential training. The CDWs also noted that such as situation has also resulted in more tensions between them and the councillors.

Because communities trust them more than their councillors, CDWs often work around the clock and they reported that sometimes they do not sleep calling the police and ambulances to come and assist their community members. They also submitted that the job was very stressful as a result of the conditions that they were operating under. Yet there is no overtime allocated to the CDWs to compensate and motivate them for the extra work and extra mile that they go assisting community members to access government services. Worse more, they also stated that they

were not protected against occupational injuries like other public servants who are protected by the Compensation for Occupational Injuries and Diseases Act N<sup>o</sup>. 130 of 1993 (COIDA).

#### **4.6 REASONS FOR THE CHALLENGES**

The Community Development Workers Programme was not properly introduced to the Department of Provincial and Local Government (DPLG), municipalities, ward committees, councillors, communities and other stakeholders. Consequently, the CDWs are perceived by some councillors as a threat because of their experiential training. Some CDWs have more experience and knowledge than some councillors and hence they are perceived by some councillors as threats deployed to take their jobs. At the moment CDWs are trained specifically by the University of South Africa and Rhodes University. University of Fort Hare offers only short courses for CDWs. Because of their experiential training, they become recognised by governments departments and communities unlike councillors.

#### **4.7 SUPPORT NEEDED BY THE CDWS**

The CDWs stated that they had no budget and resources at the municipality level where they are assessed. They mentioned that they needed a central office within the municipality to photocopy, fax, print etc. The CDWs further submitted that they needed a budget allocation for such services including transport and telephone allowance. They highlighted that they were using municipality vehicles to loud yell for Integrated Development Planning (IDP) meetings. They mentioned that they were doing this at their own risk as they are not protected against occupational injuries and diseases by the COIDA. The researcher therefore proposes that the Department

of Local Government and Traditional Affairs (DLGTA) should urgently avail funds for the procurement of vehicles to be used specifically by the CDWs to carry out their duties. The department should also ensure that the CDWs are protected from occupational injuries and diseases by the COIDA like other public servants.

BCMM can also allocate funding to the CDWs in terms of Chapter 2 of the Municipal Finance Management Act N<sup>o</sup>. 56 of 2003. The CDWs can also use that budget to cater for their day to sundry expenses. There is a need to develop a framework that defines the interfacing relationship between the CDWs, Ward Committees and Councillors. Ward councillors should create space for the CDWs to operate freely at ward level to assist them on issues of service delivery as they are an important of government fully equipped to operate in that space. The ward committees and CDWs should develop work streams on how to deal and support various government departments in their service delivery and poverty alleviation programmes and share information.

#### **4.8 THE RELATIONSHIP BETWEEN CDWS AND WARD COMMITTEES**

From 2007-2010 the relationship between the CDWs and ward committees (WCs) was not good the reason being when the CDWs were introduced, they were given a stipend by government while the WCs were not given anything but just compensated for their travelling costs. The compensation for WCs was very minimal and this created tension because the CDWs who are being paid monthly are operating in the WCs space. There was that nagging complaint. Some WCs looked at CDWs as people who are there to take their jobs and getting paid for it. Now that the WCs are

also getting compensated a substantial amount of money by the municipality their relationship with the CDWs has improved but it still needs some polishing.

#### **4.9 THE RELATIONSHIP BETWEEN CDWS AND COUNCILLORS**

Since the establishment of CDWs in 2006 in BCMM, the councillors were not happy with the way they were introduced. The process was driven organically through the provincial local government instead of being driven by the city itself. As a result the council did not own the idea of the CDWs coming to their city and some councillors were not happy at all with the arrangement and did not embrace them. Since then it is noted that their relationship with various ward councillors has been on and off. From 2008 onwards their relationship improved because of how the Department of Public Participation positioned them within BCMM and how they turned out to be helpful in their respective areas. However, recently the relationship has been deteriorating and the CDWs reported that they sometimes experience conflict, tension and suspicion in their conduct with councillors. Instead of these two parties focusing on their core business they spend time watching each other's actions and that compromises the delivery of services to the communities.

#### **4.10 THE RELATIONSHIP BETWEEN CDWS AND OTHER STAKEHOLDERS**

The CDWs stated that they had good working relationships with community based organisations (CBOs), non-governmental organisations (NGOs) and government departments such as the Department of Education, Department of Health, Department of Home Affairs, Department of Justice, Department of Labour, Department of Social Development and the South African Social Security Agency (SASA). CDWs in BCMM deal with those infected and affected by HIV/AIDS, victims

of rape, unemployed youths and social grant application cases. They assist community members by helping them with for example identity document, birth certificate and old age grant application. The CDWs also refer citizens to specific government departments that can offer them the services they are looking for.

#### **4.11 CDWS AND SERVICE DELIVERY**

All the CDWs interviewed felt that they were having a significant positive impact on service delivery in their communities. However, they were quick to point out that if the challenges they are encountering in their daily activities can be addressed, can be more efficient and effective in bringing government services closest to the people. The CDWs also highlighted that their impact on service delivery in communities was so huge to an extent that some citizens were regarding them as social workers. Others think that they are employees of the Department of Home Affairs since they assist members of the community to apply to for identity documents and birth certificates.

#### **4.12 INSTITUTIONAL FRAMEWORK FOR THE CDWP**

Currently, CDWs are not part of the institutional framework arrangement covering municipalities. The CDWs viewed this state of affairs as one of the reasons why they are disowned. Therefore, this study suggests that there is an urgent need to restructure the programme so that the CDWs become part of the institutional framework arrangement for the municipalities. This can also be achieved by amending the current legislation governing municipalities including inter alia the Municipal Finance Management Act, Municipal Systems Act and Municipal Structure

Act. The CDWs also recognises the importance of consulting community development practitioners in this process.

#### **4.13 CONCLUSION**

It is evident that the unceremonial introduction of CDWs in BCMM posed a big challenge between the community development workers, ward committees and ward councillors. This led to recurring conflicts, mistrust, suspicion and tensions amongst different structures at ward level, municipal level and at party level because they are perceived as former President Thabo Mbeki's brainchild. The idea behind their introduction was a good one and it still remains. However, more still needs to be done including institutionalising them in the municipal legislative framework, decentralising their functions and funding to the municipal basket as well as giving them the necessary support they. If the challenges that they are faced with can be addressed effectively they can be a valuable force behind the service delivery wheel.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 INTRODUCTION

This chapter presents the conclusions, recommendations and limitations of the research. The objectives of this study were:

- To determine the causes for underutilization of CDWs in the BCMM.
- To explore and examine the nature of challenges faced by CDWs in the BCMM.
- To examine the interaction between CDWs and various government institutions in enhancing service delivery.
- To examine the institutional framework that governs the role of CDWs at local community level.
- To come up with strategies and recommendations which can assist in the institutionalisation of the CDWP at the local government level and which can also be a panacea to the challenges that CDWs are currently facing.

#### 5.2 CONCLUSIONS

The following conclusions and recommendations can be drawn based on the study's major findings emanating from the analyses of the data gathered from the sample.

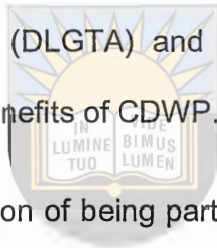
- The CDWs in the BCMM seem to be very aware of their roles and responsibilities as stipulated in A Handbook For Community Development Workers compiled by the CDW Unit (2007) and A Handbook on Community Development Workers in South Africa published by the Department of Cooperative Governance and Traditional Affairs (2006).

- The nature of their job done by CDWs often requires them to go the extra mile (display a great deal of organisational citizenship behaviours (OCBs)) when assisting members of the community.
- The job done by CDWs in BCMM is very demanding and they sometimes operate in a stressful environment.
- In the BCMM, CDWs are based in the Public Participation Office which is under the Office of the Speaker.
- Currently, CDWs in the BCMM only report to the Department of Local Government and Traditional Affairs (which is their employer). They submit monthly, quarterly and annual assessment reports.
- CDWs in BCMM are confronted by a number of challenges including administrative, financial and political challenges. Several reasons abound for these challenges including *inter alia* poor implementation of the CDWP without consulting the relevant stakeholders and the deployment to CDWs to municipalities without a proper introduction.
- CDWs in BCMM are not receiving the necessary support that they need to be able to carry out their duties efficiently and effectively including office space, stationery, telephone and transport allowance. They are not protected against occupational injuries and diseases like other public servants who are protected by the COIDA.
- The CDWs in BCMM have a good working relationship with ward committees though it still needs some polishing. They also have good working relationships with CBOs, NGOs, government institutions and departments. On the contrary, they often experience conflict, tension and suspicion in their relationships with councillors.

- Currently, CDWs in South Africa do not form part of the institutional framework arrangement for municipalities.
- Overall, the CDWs in the BCMM are having a significant positive impact on service delivery in their communities.

### 5.3 RECOMMENDATIONS

Based on the above research findings, the following recommendations are proposed to the Department of Provincial and Local Government (DPLG), Department of Local Government and Traditional Affairs (DLGTA) and municipalities in the RSA as mechanism aimed realising the full benefits of CDWP.



- CDWs must resist the temptation of being party executives instead they must see themselves as agents of change that represents both government and the people that belong to different political parties.
- The relationship between the provincial offices (Department of Local Government and Traditional Affairs) and the local municipalities should be strengthened. Both should have a sense of ownership of the CDWP.
- Workshops should be conducted which define clearly the roles and responsibilities of the CDWs, Ward Committees and Councillors. Such workshops should map out how the roles and responsibilities of these different role players in the service delivery chain can complement each other to avoid role ambiguity and role conflict.
- There is a need to properly reintroduce CDWs to municipalities to increase public awareness of their roles and responsibilities. It was surprising to hear

the CDWs saying that some municipality officials were saying that they do not know them.

- CDWs functions and funding should be decentralised to the municipal level where they are based and where they spend the bulk of their time executing their mandates. They should be located in the speaker's office where they should report and municipalities should provide office space for them. The Department of Local Government and Traditional Affairs should allocate a budget for the procurement of vehicles to be used specifically by the CDWs when carrying out their tasks. The department should also allocate the CDWs a budget for sundry expenses (telephone, stationery and faxing) to avoid a situation whereby they are forced to fork out money from their own pockets for work related expenses and end up not being reimbursed.
- The relationship between CDWs, Ward Committees, and Councillors should be legally defined by amending the legislation governing municipalities to cater for the roles and functions of CDWs. For example, CDWs are not included in the community participation mechanism referred to in Chapter 4 of the Municipal Systems Act.
- The CDWs should be politically neutral when performing their roles and functions. They should never accept to be influenced by anyone to discriminate on any grounds including but not limited to political affiliation, gender, race, disability, religion, colour and education. Their actions should be guided by the guiding principles for CDWs established by the CDW Unit (2007) including *inter alia* promoting equitable, acceptable and affordable access for all; promoting gender equality and be culturally sensitive; and

encouraging full, continuing and meaningful participation of individuals and groups through direct democracy and involvement. They should also operate in line with the *Batho Pele* principles (Consultation; Service Standards; Access; Courtesy; Information; Openness and Transparency; Redress; and Value for Money) and promote the realisation of these principles by municipalities, government departments and institutions.

- The Department of Local Government and Traditional Affairs should employ counselling psychologists at their provincial offices and deploy some to municipalities. Their duty should be to provide professional counselling to the CDWs who need it as they reported that they work under stressful conditions. The counselling psychologists are needed to ensure that the CDWs are emotionally, spiritually, physically and psychologically fit when performing their duties. If this problem of stress is not addressed some CDWs may end up having negative perceptions about their jobs (job dissatisfaction) which may ultimately result in high absenteeism and labour turnover. This may therefore counteract the whole idea of establishing the CDWP in the first place.

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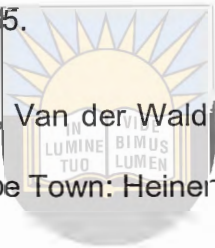
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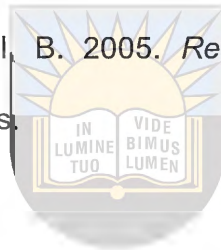
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