

**COMMUNITY DEVELOPMENT AND LOCAL PARTICIPATION IN
THE EASTERN CAPE LOCAL GOVERNMENT- THE CASE OF SELECTED AREAS
IN THE AMATHOLE DISTRICT MUNICIPALITY**

BY

ZOLEKA MARTHA CORDELIA MTETO

**MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE
MASTERS' DEGREE IN PUBLIC ADMINISTRATION IN THE FACULTY OF MANAGEMENT AND
COMMERCE, SPMD, DEPARTMENT OF PUBLIC ADMINISTRATION**

THE UNIVERSITY OF FORT HARE

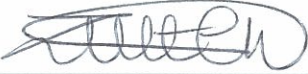
SUPERVISOR: PROFESSOR M. H. KANYANE

COMPLETED: DECEMBER 2009

DECLARATION

I, Zoleka Martha Cordelia Mteto, hereby declare that this mini-dissertation submitted to the University of Fort Hare for the Masters' Degree in Public Administration has never been previously submitted to this or any other university for a degree, that this is my own work in design and execution and that all material contained therein has been duly acknowledged.

DATE: 12/02/2010

SIGNATURE: 

ACKNOWLEDGEMENTS

The Grace of God has made me reach this far. It was through God and His fortifying words of encouragement that it was possible to continue. I am thankful, even to those who prayed for me, without my knowledge of their prayers. I would like to extend my specific acknowledgments to the following people and institutions:

- Professor M.H. Kanyane, my supervisor in this undertaking, my special thanks;
- The University of Fort Hare, especially the Faculty of Management and Commerce, Department of Public Administration;
- Professors and lecturers who taught me the coursework which built up to this work, Professors: Buthelezi, Thornhill, and Thakhathi; Lecturers Dr T. Mle, Mr L. Valeta, Mr. Sixolo, Mr. E. Harris, Mr. F. Mawala, Mr D. Vlok, and the late Ms B. Sikhakhane;
- The Department of Social Development which played a significant role in funding my masters programme which also deserves recognition; and
- The communities that I interviewed; special and humble gratitude goes to those who helped me to collect the information.

ABSTRACT

The aim of the study was to re-assess the practice of community development in the Eastern Cape Local Government. The study focused on the democratisation of community development, and the relationship between participation in and improved efficiency of community projects in improving household livelihood and community economy.

The literature review showed conceptualized community development, within the context of South African Local Government. The role of a developmental local government has to be activated in order to support community development initiatives. The role of such a local government includes institutional and resource support and with increased opportunities for active popular participation of the marginalised, women and youth in community development.

To achieve its aims, the study conducted interviews and focus-group engagement with selected community projects drawn from the local government sphere. The findings of the assessment showed deficiencies in collective participation and consensus between institutions of local government and the community projects, lack of coordinated resource support, and general deficiencies in intra-project social capital energies to further stimulate the community projects to high efficiency. Therefore, the selected projects have not impacted sustainably on the household livelihoods and community economy.

The key recommendation of the study was the mobilization of communities and local government institutions to create participatory partnerships in order to increase the collective consensus that is essential in the administration of community projects.

TABLE OF CONTENTS

ITEM	PAGES
Declaration	i
Acknowledgements	ii
Abstract	iii

CHAPTER ONE: INTRODUCTION AND GENERAL ORIENTATION

- 1.1 Introduction and Background
- 1.2 Community Development, Participation and Local Government
- 1.3 Statement of the Problem
- 1.4 Objectives of the Study
- 1.5 Hypothesis of the Study
- 1.6 Rationale of the Study
- 1.7 Delimitations of the Study
- 1.7. Chapter Outline
- 1.8 Conclusion

CHAPTER TWO: LITERATURE REVIEW

- 2.1 Introduction
- 2.2 Macro Social and Economic Analysis of the Eastern Cape
- 2.3 Legislative and Policy Framework, Community Development and Participation
 - 2.3.1 *The Constitution of the Republic of South Africa, 1996*
 - 2.3.2 *White Paper on Local Government, 1998*
 - 2.3.3 Integrated Development Plans
- 2.4 Community Development: A critical analysis
- 2.5 Origins of Community Development

- 2.6 A Contemporary View: Community Development
- 2.7 Community Empowerment for Community Improvement
- 2.8 Towards an Asset Based Approach to Community Development
- 2.9 Community Participation
- 2.10 Community Governance and Consensus Building
- 2.11 Community Based Planning
- 2.12 Community Development Workers: 'Getting the job done'
- 2.13 Community Development, IDP and Poverty Reduction
- 2.14 Feminising Community Development
- 2.15 Community Development and Child Poverty
- 2.16 Conclusion

CHAPTER THREE: RESEARCH METHODOLOGY AND DESIGN

- 3.1 Introduction
- 3.2 Justification of Primary Investigation
- 3.3 The Research Design and Preliminary Study
- 3.4 Research Sampling
- 3.5 Quantitative-Qualitative Data Collection
 - 3.5.1 Questionnaires
 - 3.5.2 Focus Groups
- 3.6 Ethical Considerations
- 3.7 Conclusions

CHAPTER FOUR: DATA ANALYSIS

- 4.1 Introduction
- 4.2 Project Description and Context

- 4.3 Gender Distribution
- 4.4 Age Distribution
- 4.5 Community Development, Household and Community Economy
- 4.6 Participation: Intra-project relationships
- 4.7 Participation, Consultation and Project Support
- 4.8 Capacity Development
- 4.9 Project Challenges
- 4.10 Conclusions

CHAPTER FIVE: CONCLUSIONS AND RECOMMENDATIONS

- 5.1 Introduction
- 5.2 Conclusions
- 5.3 Recommendations

Bibliography

- Annexure A: Instrument for one on one interviews
- Annexure B: Instrument for focus group discussions
- Annexure C: Editorial letter confirming editing.

CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1 INTRODUCTION AND BACKGROUND

The ethics of the New Public Administration and Development Management argue for the promotion of the participatory role of local communities in social and economic development. NPM views citizens not only as recipients of development, but rather as customers of service delivery and policy outcomes, as well as shareholders in the business of their own development. This places the government institutions, especially the Developmental Local Government, squarely in a mode to interface with communities and internal social capital of citizens in initiatives such as community development, that are aimed at transforming the social and economic conditions of impoverished communities.

'Development from what? Development by whom? Development for whom? Development in what way?' (Theron, 2005:104). As the practice of community development unfolds, the above questions have to be addressed. There are two main practical aspects that will assist communities to address these questions.

- First, the role players in the community development matrix should command collective understanding for answering the questions above. Development is a process of dealing with society un-freedoms such as poverty (Sen, 2001:13). The process of development, from an administrative perspective, is an integrated

function of community, civil society, and institutions of state (Meiring, 2001:47).

The methodology and policy implementation tactics should be consulted as communities drive for social and economic goals (Kroukamp, 2001:40).

- Secondly, the ability of community development to address these questions depends on the degree of enabling opportunities created for quality community involvement and participation. This suggests a paradigm shift from traditional administration which is top down, towards 'administration as a co-operative group effort' (Meiring, 2001:45).

The main point of departure is that community development projects with active democratised community participatory structures are more likely to yield better results than those where opportunities for participation are limited.

This chapter defines the background and general orientation of the study. First, insight is provided into the three key issues that form the basis of the study, which are community development, participation and local government. The chapter progresses by outlining the statement of the problem, research objectives, rationale, delimitations and the chapter outline of the study. The main aim of the study was to assess the practice of community development in the Eastern Cape Province. The statement of the problem and a hypothesis is outlined; that those community development projects that have decentralised participatory structures are more likely to be competitive than those without opportunities for participation.

1.2 COMMUNITY DEVELOPMENT, PARTICIPATION, AND LOCAL GOVERNMENT

Government policy and its implementation programmes are aimed at promoting the improvement of services to the people, and changing the conditions faced by the poorest of the poor. Various programmes and projects are rolled out by different departments to steer the changes in the communities for improved human welfare. Community development as an administrative activity is a major policy implementation strategy that is employed by the different role players and stakeholders for development. The universal aim of community development is to transform household livelihoods and improve the way of life in the communities.

Micro-level local participation is a collective approach to development. The participatory role of communities is a key pillar on which the efforts of decentralization rest. The idea of decentralization is aimed mainly at bringing the state closer to the people. The motivation for decentralization includes improved scope for good governance, the qualitative impact of planned social change at local level, improved community involvement in decision making, and practice of development management. Since 1994 the South African government has emphasized that initiatives of community development as transformation strategies implemented by a developmental state should be influenced by people-centered development choices. This statement is a macro-perspective. At local municipal councils, however, within a participatory democracy framework, the active involvement of local communities should be allowed in local governance.

Local Government, as outlined in the *Local Government White Paper* (RSA, 2000), has been refocused as 'Developmental Local Government' with the aim of promoting socio-economic transformation in tandem with communities. Local Government, through the Integrated Development Plan (IDP), should promote development in the local areas in accordance with the goals defined by the legislation. The *Constitution of the Republic of South Africa* (RSA, 1996) has set the prerogative that local governance in the local areas should lead to the progressive realisation of human rights that have been outlined in Chapter 2 of the Bill of Rights. Community development projects should lead to the improvement of local economic development. The practice of community development should be tailored to the matrix of economic development through initiatives such as Small, Medium and Macro Enterprises (SMME). This will improve the potential of community development initiatives to increase household and community freedom from hunger and poverty. As community development improves in efficiency and productivity, the micro result will be the economic empowerment of households that are dependant on state interventions such as social grants and indigent grants for water, energy and basic sanitation.

Developmental Local Government promotes the creation of development initiatives in the spirit of good governance, *pro bono publico* – for the benefit of the people (Davids, *et al.* 2005:52). A high premium is placed on the collective approaches to development. Political-administrative principles, at national level for example, define the transformation goals at macro-level. Local government should facilitate the active participation of local communities at a micro-level in the development of the local area.

Reference is made here to the *Constitution of the Republic of South Africa* (RSA, 1996) that outlines the national, provincial and local government responsibilities, in line with development objectives.

The development matrix is therefore the result of active interaction between state institutions and local communities. This is a relatively new paradigm towards development, which should be considered in the management and implementation of government programmes. Historically, the type of development that was done in South Africa as state policy by the apartheid government was centralized and administered from top to bottom and local people were seldom consulted and had little voice in the planning of development initiatives. This was exacerbated by the fact that the apartheid state was a non-inclusive state which placed a high premium on politics of exclusion rather than on inclusion. Davids *et al.* (2005:35) categorically state that development management, which is a practice within the greater discourse of public administration, is concerned with the improvement of efficiency and effectiveness of development programmes and projects. The type of community development that should be promoted by a developmental local government is one that will promote efficiencies in design, implementation, monitoring and evaluation of community projects, as this will greatly increase the sustainability of the programmes.

Developmental Local Government embraces, in practice, the principles of public administration that are outlined in Section 10 of the Constitution of the Republic of South Africa: ‘ *to encourage the involvement of communities and community*

organisations in matters of local governance'. The implication is that community involvement and participation is not a matter of option in the local government sphere but an imperative, for it is a prerequisite of quality democracy.

Community development is an approach that municipalities must position within the municipal IDP with the aim of improving the livelihoods and conditions of local communities. Community development projects are consistently rolled out, aimed at the social change of livelihoods in the local area, a situation that demands that community development be mapped in the IDP. Theron (2005:107) is of the opinion that community development can be viewed as a development process which emerges as communities formulate own initiatives from within for their own social spaces for the improvement of their livelihoods. This study is, however, interested in the analysis of community development as a macro-level, political, as well as a micro-level activity within communities for social change. The theoretical frame of reference is informed by the concepts of 'participatory governance' that advocate for social change as a result of a partnership between the state (government) and society (citizens and communities). As a method or strategy, community development projects are on the score-card of state institutions, Non-Governmental Organisations, or of multilateral donor organisations such as the United Nations Development Programme (UNDP). What remains unclear regarding these macro initiatives is the degree to which local participation is built into these community development initiatives.

It is important in the chapter to provide insight into the Eastern Cape Province, which is the context of the study. Arguably one may conclude that the social development challenges of South Africa are in the rural areas. The Human Development Indices (HDI) are the poor in the rural areas, where large sections of the population are sustained by social welfare grants from the agencies of the DoSD (Department of Social Development, 2003:11). Due to low returns from subsistence agriculture and high unemployment, rural incomes are low and the level of poverty is high. The report by the Eastern Cape Socio-Economic Consultative Council (2007:8) emphasizes that the rural areas of the province reflect the classic challenges of underdevelopment, social and economic deprivation and vulnerability, especially in district municipalities such as OR Tambo District Municipality.

1.3 STATEMENT OF THE PROBLEM

Community development projects have been implemented in the local government sphere as South Africa negotiates to meet its objective of being a developmental state. In most cases the processes of community development have been driven by the bureaucratic political-administrative elite. This central approach in planning has been regarded as problematic because it does not include the views of communities in the scope of planning and therefore results in reduced social returns being derived (Middley, 1986:3). Municipalities, as the local state, must therefore play a leading role in consultation and cooperation with communities in the design of community development initiatives, setting of objectives and decision-making.

The *Municipal Systems Act of 2000* (RSA, 2000) outlines the need for community participation in the development affairs of the local area. This philosophy is consistent with the pluralist idea of collective participatory approaches to development that is advocated in development management (Midgley, 1986:5-7; Monaheng, 2002:29).

In development practice at local level, however, there seem to be malfunctions in matters of local participation. The assumption that the state on its own is committed to development without community participation is flawed, due to the fact that the state can be sanctioned by political objectives which may not necessarily be consistent with the immediate development challenges in local spaces. The absence of local community influence in community development initiatives in the local public administration is therefore a challenge. The generalized evidence of this reality is reflected by constant media reports of the clashes between communities and local authorities over the claim by communities of being excluded from the affairs of local governance, including community development.

1.4 OBJECTIVES OF THE STUDY

The main objective of the study is to re-assess community development in the Eastern Cape, whereas the specific objectives are to

- i. assess the impact of community development on the household livelihoods, and community economy; and
- ii. examine the nature and extent of local participation of the community in planning, implementation and evaluation of community development.

1.5 HYPOTHESIS OF THE STUDY

Those community development projects that have created opportunities for greater participation and consultative engagement within the project and with institutions of authority have achieved improved results than those that have had passive participation. Improved results in this case, should be understood as products that have an impact on the socio-economic status of the participating members and an indirect impact on community welfare. Limited involvement of local communities in the various phases of community development results in diminished social and economic returns being derived from these government efforts. This is supported by Arko-Cobbah (2002:57) who argues that expanded citizen participation should hopefully lead to peaceful expression of feelings, solving community problems, implementation of programmes, promoting communication and increased political sophistication.

1.6 RATIONALE OF THE STUDY

Local government has to directly address complex development challenges, related to poverty reduction in local communities and in households. This research is therefore an effort to critique processes of governance at local government level in the Eastern Cape Province. The democratisation of state institutions is a critical public administration principle and this research has to play a role in testing empirically the practical application of this principle in community development. Scholars such as Mackenzie and Taylor (2000:23) have argued that there is a need to include '*voices from within*' in the development of the local community. Governments in countries such as India in Asia and Chile in Latin America have taken great strides in democratizing development

through including the voice of local communities in development programmes (Narayan, 2000; International Bank of Reconstruction and Development, 2000).

The African notions of community and upliftment are captured in the concept of 'ubuntu'. The Western State model that exists in post-independence Africa at times imposes the development agenda on communities with limited space for the peoples' views to be included within the development process (Middley, 1986:xii). This strongly contradicts the nature and character of the Africans' collective approaches to challenges that have been used over hundreds of years. This study questions the processes of public administration at local level. Our participatory democracy dictates that bureaucratic government should be flexible enough to govern with local communities so that the agenda of the local communities becomes institutionalised at local state level – in this case the Developmental Local Government.

The study will certainly add value to the body of knowledge on matters related to community development and local participation in local government in the province. The assumption that underlies this study is that if communities are actively included in the development processes at local level this will surely translate into social development. Community development should be seen as a measure to improve social security, and enhance the human spirit by safeguarding humanity against the de-humanising effects of poverty. Hence research should continuously question noble projects of community development in the local government sphere, from the local participation perspective. Through the study the researcher also aims to acquire research skills and scientific

report-writing abilities which are personal developmental aspects, but will in the long run be to the benefit of the Provincial Department of Social Development by whom the researcher is employed in the cluster of 'Developmental Social Services'.

1.7 DELIMITATIONS OF THE STUDY

The study analysed community development projects mainly in peri-urban and rural area sites. The areas of analysis were community development, local participation and capacity building. The need to include a peri-urban environment was triggered by the researcher's assumption that perhaps urban and peri-urban community projects had better opportunities for participation than rural projects. The assumption was that urban communities and localities had more power to influence local government planning.

Regardless of whether the proposal is intended to secure funding for research or approval from a doctoral student's dissertation committee, it is usually expected that at some point the proposal will include a section to make explicit what the researcher does not expect to accomplish. Like other sections of the proposal, such a statement is as much for the benefit of the writer as it is for the benefit of the reader. Delimitations make the scope of the work manageable (Bless & Higson-Smith, 2002:15). The study will not look at projects in the whole of the Eastern Cape. The study being a mini-dissertation for the fulfillment of a coursework masters degree, a sample of manageable size was selected objectively from Amathole District Municipality. The areas were drawn from 'second economy' zones.

1.8 CHAPTER OUTLINE

- Chapter One: Introduction and General Orientation
The background chapter introduces a brief outline of the study, stating the problem, the key objectives of the study and the hypothesis of the study.

- Chapter Two: Literature Review
This chapter is divided into two sections that cover the socio-economic literature of the Eastern Cape. However, the main thrust is an engagement of sources on participation and community development.

- Chapter Three: Research Methodology and Design
An outline of the methods and research procedures that were followed in the study is provided. This includes the sampling and the data collection methods employed in the study.

- Chapter Four: Data Analysis
This chapter provides a systematic presentation and analysis of findings, from the sample population, in line with the research objectives.

- Chapter Five: Conclusions and Recommendations
In this chapter the research conclusions are drawn in line with the set hypothesis. Recommendations are made and explained. The question is asked whether the research findings can be generalized to the whole of the Eastern Cape or South Africa.

1.9 CONCLUSION

Community development is an initiative that has been registered as an important strategy towards dealing with the challenges of poverty in urban and rural areas. The Eastern Cape, a province of 6.4 million people with a challenge of poverty and underdevelopment, should therefore undertake to launch vibrant goal-oriented community development projects. This study is therefore interested in viewing the impact of community development projects within the Local Government sphere. For that impact to be realized, community participation is an essential catalyst to improve the performance of the community development programmes developed in the local areas. Those communities with improved participation are most likely to yield greater results than those that are not as organised for improved participation.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

Community development in development thinking has been regarded as an intervention mechanism to facilitate the redress of challenges of poverty. This chapter looks at the socio-economic realities of poverty in the Eastern Cape Province. The socio-economic analysis of the province is critical to the study, because the Eastern Cape is the context of the study. The literature review will give an in-depth analysis of the legislative and policy framework for influencing participation and community development. This is important because the failure at times of community development to have a lasting sustainable impact on the communities is due to failure to follow the legislative provisions.

The chapter debates the various understandings of the interfaces between community development and participation with reference to the local government. Community development has been a subject of interest to disciplines such as sociology, social development and development economics. The implementation of initiatives of community development in the local government sphere is a matter of concern for public administration. The success of community development depends on a number of administrative and managerial issues such as co-ordination, planning, control and people management. The role of local democracy is critical and the participatory role of communities will ensure improved outcomes in community development.

2.2 MACRO SOCIAL AND ECONOMIC ANALYSIS OF THE EASTERN CAPE

According to the Development Bank of Southern Africa (2004:1), socio-economic analysis is an important phase in development research. It opens the scope of understanding the social and economic realities related to the study. The Eastern Cape Province is one the poorest provinces in South Africa alongside Limpopo. The province is faced by challenges of high poverty rates in the rural areas, deep social inequalities in urban areas, and increasing unemployment.

Though South Africa has been enjoying a stable Gross Domestic Product (GDP) and general monetary stability of the currency against major currencies unlike other African economies, poverty has been harassing the stability of families and communities especially in rural economies and communities. Given this background, a developmental local government is to play a strategic role that is aimed at promoting the development of communities through efforts of community development.

The 'Poverty and Inequality Report' was launched post-1994 by the then deputy-president Thabo Mbeki. He concluded that South Africa was divided economically into two worlds (Adato, 2004:1). The report outlined that the greater density of black South Africans then had a Human Development Index (HDI) that was equivalent to that of Zimbabwe while the white South Africans enjoyed HDI indicators on a continuum that rested comfortably in between that of Israel and Italy. In technical language HDI is a reliable indicator of human development. It measures the overall achievements in three

basic dimensions of human life: longevity, knowledge-literacy, and standard of living-income.

South Africa has seen the growth of its economy. However, that growth has not created the much-wanted employment and rural transformation. Up to 26 percent of South Africa's economically-active population is unemployed. These statistics are highly differentiated by race (South Africa Child Gauge, 2006:25). Africans have a record of up to 31 percent unemployment rate while whites have a much lower rate of 5 percent. On the other hand, unemployment of women is up to 30 percent compared to that of men which rests at 22 percent (Statistics South Africa, 2006). These figures logically explain the continued socio-economic vulnerability of households and communities in the black communities, in rural societies where female-headed households are prevalent. In local government spheres the failure of the local municipalities to create better economic opportunities for meaningful capital investment in the rural areas has led to continued rural poverty.

Local institutions are pushing an economic mission for citizen empowerment with varying degrees of success. The communities, especially in rural areas, remain with challenges of lack of an asset base, market access and knowledge control that is aimed at facilitating community development (Williamson, 2003 in Adato 2004:3). Apart from the fact that the communities have not taken an activist position for their own transformation, they have perhaps been looking more at government as the main driver

of development. The dependency syndrome seems a great impediment to sustainable development of impoverished communities.

The total population of the Eastern Cape Province stands at 6.4 million, confirming that it is the third most populous province in South Africa after Gauteng and Kwazulu-Natal (Department of Social Development, 2004:4). In the Eastern Cape the OR Tambo District Municipality, Amathole District Municipality and the Nelson Mandela Metropolitan Municipality have the highest population densities.

The reports presented to the Office of the Premier by ECSECC (2007:4) show the summaries of the demographic realities of the Eastern Cape. They show that an average of 38,8 percent of the population is younger than 15 years. Since these particular people in this demographic strand are mainly still resident in the family household, it signifies a high dependency ratio. There may only not be a problem with high dependency ratios, however, in a context where households are poor and have no means to actively raise incomes for livelihood; it results in an increase of the strain of poverty. In the Local Government sphere households become dependent on welfare packages and indigent innovations such as free basic services to sustain access to the primary goods and services necessary for human survival.

The majority of rural households in the Eastern Cape live below the poverty line. Also in urban zones, due to the increase of urban development challenges, there are substantial increases in poverty. The poverty line here is explained as a quantitative

standard of US\$1 a day. We should also view it from a qualitative angle where poverty is about limitation of access to resources and power. The term 'household' refers to a social unit of the immediate family in a defined unitary dwelling called a homestead.

The Department of Social Development Directorate of Population and Development Trends, in coordination with Statistics South Africa, produced statistics that show the extent of poverty in the Eastern Cape. It is generally claimed that half of the population in a District Municipality Sphere is challenged by poverty.

Table 2.1 : Poverty Statics per District Municipality in the Eastern Cape

District Municipality	Total Population	Persons living in poverty per District Municipality
Cacadu	388217	172294
Ukhahlamba	341 338	293 815
Alfred Nzo	550 399	487 728
Chris Hani	810 304	690 107
O.R. Tambo	1 676 469	1 476 561
Amatole	1 664 256	1 288 59

Adapted from DoSD (2004:4-5)

These statistics reflect the challenging reality of poverty at district municipality level. The continued existence of poverty even after 1994 is partly explained by the poor economic growth and employment creation in the province. Districts such as O.R. Tambo and Alfred Nzo, which are predominantly rural, remain in the poverty matrix.

The unemployment presented by the DoSD (2004:10) show the following harsh realities of joblessness:

- Alfred Nzo leading by 71,6 percent,
- O.R.Tambo 68,8 percent,
- Chris Hani 58,9 percent,
- Ukhahlamba 57,9 percent,
- Amathole 53,2 percent
- Nelson Mandela 42,7 percent, and
- Cacadu 34, 1 percent.

In some cases these communities have no community development initiatives that are trying to create rural employment and better livelihood opportunities. The Local Government has been under constant fire for failing to deliver initiatives in coordination with communities to promote improvement of livelihoods. However, there are efforts to address this that are coordinated under the Local Economic Development initiatives of local municipalities.

2.3 LEGISLATIVE AND POLICY FRAMEWORK, COMMUNITY DEVELOPMENT AND PARTICIPATION

There are various legislative instruments that aim to promote an enabling environment for community development and participation within the Local Government sphere. This section will address legislative and policy provisions that are selected carefully to

anchor the study: the RSA Constitution Act 1996, White Paper on Local Government 1998, and the IDPs.

2.3.1 *The Constitution of the Republic of South Africa, 1996*

The constitution outlines the parameters of a developmental public administration that should provide communities with the possibility of participating in the improvement of their own communities. This suggests that the constitution enshrines the right to participate. This is consistent with the commitments echoed in the Africa Charter for Popular Participation, 1990; which proclaims, ‘*we believe strongly that popular participation is, in essence, the empowerment of the people to effectively involve themselves in creating structures and in designing policies and programmes that serve the interests of all as well as to effectively contribute to the development process and share equitably in its benefits*’ (Theron 2005:112). Thus, inherently, the practice of community development should have a participatory dimension.

2.3.2 *White Paper on Local Government, 1998*

The White Paper makes a transformational breakthrough, by identifying local government as a developmental local government. It further states the mandate of such a local government to be developmental in orientation and providing opportunities of people participation within initiatives of community development. The provisions of the Reconstruction and Development Programme, 1994, and the logic of IDPs offer further motivation to facilitate opportunities for improved

participation, within the community development enterprise. The *Batho Pele* principles also provide for citizens to assume responsibility for the development of their communities and control of their own resources, and access to the relevant information with regard to community affairs.

2.3.3 Integrated Development Plans

A municipality is mandated to have strategic guiding business documents called the IDP. The IDP provides for community development as well as people participation. The Developmental Local Government is therefore obliged to make possible an enabling environment for people-oriented community development. From an IDP perspective participation is an enabling strategy to increase the potential of community development initiatives. The IDP perspective seeks to ensure that participation has the following benefits: information access, consultation in decision making, resource and material incentives, functional capacity building, and collective consciousness (Theron, 2005:115).

2.4 COMMUNITY DEVELOPMENT: A CRITICAL ANALYSIS

Community development can be viewed as an approach to improve human social development. Community development is an actor-driven process of change that seeks to bring results through the active role of empowered communities. In South Africa Local Government is the key role-player in community development projects, providing the technical assets and material support which includes finance and infrastructure to sustain community development projects.

The starting point towards understanding community development is the creation of some understanding of the meaning of 'community'. The term 'community' has been defined by Plant (1974:13) as "...linked to locality, identified by common interests, with a sense of belonging, shared socio-economic, cultural and functional interests and identities." This suggests that community includes social networks that are motivated to create better conditions of living for its members.

The idea of a community promotes collectivity in sharing risk, vulnerability, resources and progress. Seyfang and Smith (Gilchrist, 2004:7) emphasize the point by stating that, '*community is kept intact by networks of reciprocity which empower the moneyless economies to provide vital sources of assistance and support, especially within the impoverished communities who cannot resort to the market to meet their needs*'. However, communities do not always exist as united units that are consultative and cooperative. Sometimes communities are elitist, tribalist and oppressive, and these tendencies at times are negative to the social transformation of the community (Gilchrist, 2004:9). Inequalities in communities are a source of conflict. Increasingly the term 'community' has also been used from a policy perspective where 'community' tends to refer to people who are disadvantaged by poverty, oppression and prejudice. Rarely does literature use the term 'community' to refer to or make mention of middle-class societies and economies. The importance of understanding the concept of community from a general and policy perspective will therefore empower the knowledge base for improvement of the implementation and practice of community development.

The other term that is worth discussing in this analysis is 'development'. From a governance point of view; development is a state-driven, social and economic transformation process that should result in the improvement of the human condition, especially in formerly disadvantaged communities. Todaro (2008:3) concludes that development is a multidimensional process involving major changes in the social structures, popular attitudes and community institutions to accelerate family economic viability with the aim of reducing inequality and poverty. This is substantiated by Mackenzie (1993:37) who states that development takes place where there is optimal opportunity for civil participation and the involvement of the 'disempowered' in development such as rural women.

Development is a social, political and economic process of change that should be experienced even in smaller but critical society institutions such as family and community. This argument is adapted from the view that economic growth should translate into human development which puts people at the core of defining development. Sen (2001:4) advocates for that type of freedom where community development translates into the development of people's choices and power. For Sen, development involves the removal of major sources of un-freedoms: poverty, poor economic opportunities, and social deprivation which make families and communities suffer.

The definition of development by Sen (2001:4) is aligned to the basic needs approach to development, which argues that community development should directly or indirectly

result in the realisation of and access to critical human needs such as food, safe drinking water, warmth, shelter, and education (United Nations, 2005:8). Municipalities are supposed to assist communities to achieve their basic needs perspectives as is outlined by the RSA Constitution of 1996 that, “a municipality must structure and manage its administration, budgeting and planning process, to give priority to the basic needs of the community and to promote the social and economic development of the community”.

Community development is a concept and a process. As a concept ‘community development’ is understood as activities at a community space that are aimed at improving community welfare through self-sustaining projects. However, in our analysis of community development, we should be careful not to remain predominantly sociological. This is due to the argument that public administration has its own specific approach to community development. It is more interested in community development as a process. This has managerial and implementation implications. It considers community development to be taking place in a greater political, social and economic reality which is South Africa. In line with that community development is an intervention process that seeks to promote the empowerment of communities towards the realisation of aspects of human rights covered in the following legislative and policy documents: MDGs, PGDP goals, and the socio-economic aspects in the *RSA Constitution of 1996* such as the right to food.

Community development is a strategy for both rural and urban development. Monaheng (in De Beer & Swanepoel, 2002:125) states that community development is about human social development, through empowering communities and strengthening their capacity to self-sustaining development. This view is aligned to the objective of a Developmental Local Government which argues for programmes of the local government to have a *pro bono* effect, through the promotion of community socio-economic development (Davids *et al.* 2005:53).

De Beer and Swanepoel (1998:49) clarify the idea that community development takes place through projects, which by definition are sets of technical and organizational activities driven by state bureaucrats with an aim to achieving certain objectives. In closure then, with reference to community development, the analysis should be centred on managerial processes that include participation, consultation and administrative-managerial potential to generate community development projects that will create social and economic benefits for the communities. Community development is a matter that demands institutional support from the municipalities.

In the context of South Africa, community development should have a consultative dimension that will open opportunities for the active participation of communities in the processes of community development. Theron (2005:113) argues that public participation is a new style of development planning intervention, where the surface area for decision-making is extended to include communities.

2.5 ORIGINS OF COMMUNITY DEVELOPMENT

The discipline of anthropology has outlined that since early civilization societies have always organised themselves in some form of community organisation to achieve social objectives, to sustain human life. However, the interest should focus on the origins of community development in post-colonial Africa. The motivation for focusing on this period is that the reality of post-apartheid South Africa has some similarities with what other countries in Africa went through after independence. In countries such as Tanzania, Ghana and Zimbabwe, the independence project was to gain independence and then proceed with the matters of transformation. The state institutions and governance processes in these countries were mobilized for improvement of the communities through different state-led initiatives. Among these was the community development approach. In these countries community development was a government-led programme since in most cases in post-colonial Africa state-centralised planning was the main approach to the processes of transformation.

The most interesting case study is the Tanzanian model of community development known as Ujamaa. This was an initiative of the national government in Dar es Salaam, under the leadership of Mwalimu Julius Nyerere, who was then president of the new Republic of Tanzania. According to Wikipedia (2007:1), the community development initiated in Tanzania in the 1960s to the 1970s was a political and economic management process characterised by state and community co-operation for the collective advancement of social-economic transformation. For Nyerere, according to

Bonny and Dibua (2003:2), ujamaa was supposed to achieve two main objectives namely:

- (i) to promote self-reliance of communities through active involvement of communities in their own development;
- (ii) to reduce the dependence of communities on the European superpowers who until that time had defined the pace and shape of social and economic progress of communities.

In Zimbabwe, between 1980 and 1987, community development was the dominant model in its first five-year plans for rural development and was defined mainly under agricultural-related initiatives in the rural communities (Tshuma, 1997:53). The central government in Harare initiated and advanced the community development initiatives in the provinces as a recovery from colonisation programmes. State bureaucratic officials were proponents of this approach, assisted by donor organisations which then had great enthusiasm for and political sympathy with the new African nation.

In South Africa scholars of public management and social change were theorising about and characterising community development even during the apartheid era. This was due to the inherent realisation of the potential of community development as a strategy to improve social transformation within communities.

2.6 A CONTEMPORARY VIEW: COMMUNITY DEVELOPMENT APPROACHES

Theron (2005:107) identifies three main approaches to community development that may have had particular social benefits. They are identified as the integrated rural development approach, the basic needs approach and the participatory development approach.

(i) Integrated Rural Development

This approach presents a strong focus on rural areas, 'where development is missing'. The point of departure was to undertake a linear analysis of the rural area, followed by subsequent provision of the 'missing elements' to stimulate development. This is resource-driven and the philosophy of the administration is that technical experts champion the process, from an elitist perspective of the state and its role in development. In some cases these processes are donor-driven and at the time when donor support collapses the project suffocates for there is no community ownership. This approach fails to make qualitative transformational inroads mainly due to the narrow space it provides for popular involvement.

(ii) Basic Needs Approach

The objective of community development in this case defines the approach to community development. This tenet advances a notion that community development is a means to deal with un-freedoms of poverty and hunger. It seeks to argue that community development should result in satisfaction of a

community need, almost drawing from the Maslowian thoughts of the hierarchy of needs from a community perspective. However, a gap remains in this approach for it does not define the methodology, or rather the tactic that would yield satisfaction against un-freedoms. It therefore remains an ideal.

(iii) Participatory Development Approach

This is the approach that uses the 'nothing about us without us' logic. Community development is dramatized by all the role players in the field of development. The matrix includes the technical administrators, resource agencies, and communities. Community development agents will therefore exist outside and within the community and there are processes of consultation, engagement, feedback, and decentralized decision making. The approach actually mobilizes for social relationships to work better, motivate for self reliance, and capacity building. The challenge, however, is the heterogeneity of interests and at times deficiencies of collective consciousness that may set limitations to the approach. However, it seeks to provide healthy optimism regarding the business of community development.

2.7 COMMUNITY EMPOWERMENT FOR COMMUNITY IMPROVEMENT

Community development should translate into the empowerment of local communities with the skills that will lead to their active influencing of the processes of local development. The processes of participation and empowerment should be viewed as complementary processes that will promote the bridging of connections between

communities and local authorities in the role played in community development initiatives. Monaheng (2002:129) argues that local communities are the main actors in community development. This is because they are directly affected by the challenges such as poverty; they must therefore be at the forefront of community initiatives. However, with reference to South Africa, this statement remains a challenge. The statement assumes that the local communities are homogeneous, organised and ready to start the implementation of development projects. Midgley (1986:35) aligns with this argument to the extent that sometimes there is a populist position of community cohesiveness where the community is viewed as integrated for justice against external forces. Communities are in reality characterised by inequalities in income, status and power, a situation that impedes community development initiatives.

With reference to South African communities, the rural communities in particular have broken consciousness as a result of the long years of apartheid that somehow did not promote community cohesion as it could be a strong political and social force. Instead, to claim the existence of community in South African rural geographies is an overstatement. Again, the able-bodied labour in rural communities is not motivated to commit their labour time to the improvement of the local economy because historically the trend has been to move into urban areas in search of wage labour. Rural community development is normally viewed as a survivalist strategy with limited potential to change the conditions of poverty in the rural areas.

Participation is the starting point of community empowerment. This is important because it promotes local self reliance, independence and the autonomy of communities. The moment communities have households with incomes shaped by social grants and top-down approaches from external agencies they become dependency appendages of external institutions. The empowerment can be initiated from within or from the outside. Wikipedia (2007:1) defines empowerment with reference to community development as follows: a deliberate act and process of increasing the political, social and economic strengths of individuals and communities. The process of empowerment therefore starts with building a solid consciousness that is positive at community level to create an active civil society even in the rural area.

Empowerment is a political process which involves community, community leaders, ward councillors and local authorities' administrative leadership in an integrated fashion in the vision of community development for the local area. Through these processes communities will influence decision making in community development projects. This is important because when we implement community development in the Eastern Cape we are doing so mainly in marginalised communities. Thus as part of affirmative action the practice of community development should promote redress of the marginalised. Bonny and Dibua (2003:47) outline that marginalised communities lack opportunities for self-sufficiency and at times this marginalisation is hegemonically internalised in a psychological manner. Community development should be diverse to promote empowerment so as to change communities from having a welfare mentality towards a developmental focus.

2.8 TOWARDS ASSET-BASED COMMUNITY DEVELOPMENT

If we are to emphasise empowerment, it means we have to move towards promotion of asset-based approaches to community development. Proponents of asset-based approaches to community development argue that every community has aspects of comparative advantage (assets) that it can use and mobilize for its own development (Wikipedia, 2007:1). These assets may include examples such as labour potential, social infrastructure such as bodies of water, or a strategic location for emerging commerce. The approach argues that community development should be a progressive process which is asset-based and therefore capacity-driven as opposed to needs-driven. The philosophy of the asset-based approach is propelled by the idea of making a community self-reliant rather than dependent on state institutional support. This kind of thinking can make one arrive at a hypothetical conclusion that those societies that have structured their community-driven initiatives on some community asset tend to have sustainable development whereas those that have community development initiatives driven from outside (needs-driven community development) remain dependent.

The local government and the communities should play an empowerment role by executing a community asset inventory which is centred on the following principles when implementing a community development project:

- (i) communities to play a role in identifying the skills that are present in the community with reference to the project at hand;

- (ii) they should assess the type of improvement that communities expect from the project at hand; and
- (iii) they should determine how the community skills can be leveraged to achieve the goals of the project.

Through analysis it is clear that the asset-based approach is some form of an empowerment initiative that is more technical in orientation. This is because in a way the approach outlines that the overall success of community development depends on factors within the community and these advantages (assets) have to be identified, strengthened and mobilized for community gain.

2.9 COMMUNITY PARTICIPATION

There are various reasons for promoting the ethics of community participation. Midgeley (1986:34) argues that the participation is advocated because it promotes improved service delivery, implementation processes and ultimately fosters a sense of belonging and integration between state institutions and communities. The positive result of this is that it will translate into national development.

The issues of community participation are of critical importance to the success of community development. The strategic importance of participation has already been concluded as essential but at this point we still have to be clear about participation as a practice. Robb (2002:xxix) argues that the main challenge to social transformation in the developing world is that the poor are constantly excluded from participating in the development affairs of their local areas. The understanding is that even in processes of

community development there are power relationships which result in inclusion and exclusion. Thus the term 'participation' with reference to community development requires examination, so as to get clarity in terms of understanding the dynamics of community development.

Swanepoel (2002:5) clarifies the term *participation*, stating that there is a liberal view and a radical view. The liberal view is functionalist in essence, linear and incrementalist. In the functionalist view emphasis is on the presence of communities in community development projects, but not on their influence. The functionalist view is also in line with the definitions of participation as outlined by the logic of a liberal representative of democracy. The communities through their councillors are represented. The assumption is that political councillors are always reconciled with and aware of community choices of development. This type of represented participation is necessary but not sufficient to improve local participation. This is because human agency is of critical importance to the success of community development initiatives.

The radical view advocates for active participation, where the interest of the periphery will be placed in the centre. Stewart (in Arko-Cobbah, 2002:57) states that unrepresentativeness, unresponsiveness, illegitimacy, inhumane bureaucracies that may emerge in development programmes cause failure of these programmes. The radical view is wary of these tendencies even at local government level. The radical view of participation claims that there are micro centre-periphery relations between state and community in terms of relations and monopoly of decision making (Fraser,

2005:293). This is theoretically founded in the conflict perspective with the understanding that active participation should transform the relationships of production within the processes of community development. Active participation will also place structural imperatives on the local authority and other “outsider initiators”, for example the Department of Social Development, to empower the community with information so that they can make a greater contribution to decision making. The perspective of active participation is skeptical of elite tendencies and managerial top-down tendencies in community development as these may limit the effective inclusion of the community perspectives in community development.

In relation to active participation, Theron (2005:115) talks of “*interactive participation*”, in which participation should be regarded as a right, and not just a means to achieve community development initiatives. These alternative forms of participation will lead to community empowerment. The impact of community empowerment includes improvements in community knowledge, power and control and increased ownership of community development projects.

The Integrated Development Planning of municipalities should promote community development priorities. The lack of prioritization of community development initiatives at times leads to failure to institutionalize the development aims of the communities. In rural municipalities there is generally not much in terms of the formal secondary and tertiary industrial sectors that will generate formal wage employment. Community development projects therefore offer an alternative form of livelihood strategy, for the

different social category groups. The prioritization of community development in IDP will also lead to the mobilisation of a greater social capital network (Pitlisuk & Parks 1986:23) that will promote better results. According to De Beer and Swanepoel (2002:18), a community exists when a group of people perceives common needs and problems, acquires a sense of identity and has a common set of objectives. In line with this the inclusion of community development in the IDP will create a sense of community and shared identity between state (local authority) and citizen (communities).

2.10 COMMUNITY GOVERNANCE AND CONSENSUS BUILDING

Governance itself is a science of decision-making, which in practice involves a complex set of processes by which local government, civil society groups and communities manage development and community development (Global Development Research Center, 2007:1). Community development programmes will depend on popular participation for their success. However, the conditions of participation are not automatically present in the communities. These have to be built and enhanced. Wikipedia (2007:1) illustrates that good governance is an ideal where the state in its management of public affairs should guarantee the realisation of human rights, by engaging in rational decision-making, with transparency and inclusive participation. Participation emerges from civil and political rights in which communities' freedom of choice, expression and association are entrenched. All these matters will become a reality when a sense of community consensus is created among the local governing structures, community civil society and communities. The type of administration that is

advanced for community development should promote the development of community consensus. The terms consensus should be understood as referring to a process in which community development is the mediation of different interests to reach broad consensus in society, on what is best for community and how it can be achieved in sustainable human development.

The consensus approach to community development evolves from the aspects of good governance that advocate for participation. The argument is, however, that there is need for consensus building. The Global Development Research Center (2007:3) demonstrates three stages that are critical when building consensus for community development.

- (i) *Stage 1:* This involves the face-to-face open community forum between stakeholders to map the initial outlook of a particular community development project.
- (ii) *Stage 2:* This may be driven by a facilitator where there is goal setting and discussion of possible risks. This is an administrative-managerial process that will be taking place in an extended community space.
- (iii) *Stage 3:* This is a more technical phase of consensus building where the scope of implementation, role allocation, and commitments are agreed upon.

The story of consensus building above makes a lot of sense in our thinking of a strong democracy. A functional democracy is given meaning by the vibrant relationships

between state institutions and the communities. Community development initiatives fail because of the lack of consensus between the community and the authorities. The communities in partnership with Local Government map out the programme or project life cycle in consensus. This enhances community ownership of development projects and improves the whole system of governance in the municipal jurisdiction.

2.11 COMMUNITY-BASED PLANNING

To strengthen participation of citizens in the local areas in community development there is need to use the community-based planning approach. Community-based planning presumes that people who live in a community should have the right to set the course for their community's future. It presumes that within this centric view the community assumes responsibility for an equitable share of community development responsibilities (Open Plans, 2007:1). An empowered community plus active social capital networks are likely to increase the quality of community-based planning. The role players of an active community-based planning process include local government officials and the empowered members of community whom we have already established as the critical stakeholders in community development. Community-based planning increases the coordination between local government and citizens. Community-based planning mediates cooperative planning in a manner that centres the development objectives of communities on the mainstream planning of the local state and community development-initiating institutions such as the USAID, UNDP and National Development Agency.

The question of community-based planning, especially in the rural areas, will lead to strengthening rural civil society activism in community development. In a report the former Minister of Local Government in South Africa, Mr Mafumadi (in Kanya-Managing Rural Change 2002: vi) outlined that community-based planning is about increasing the surface area of planning with citizens being the key stakeholders. Apart from that the honourable minister outlines the benefits of the approach as follows:

- (i) to ensure that *poor people are included* in planning;
- (ii) to plan with citizens, realistically and practically, for the usage of available resources in communities and Local Government for community social change;
- (iii) to promote programmes of a nature that people are focused and empowered;
- (iv) to promote conditions for extensive community learning so that the awareness of socio-economic transformation is enhanced; and
- (v) to raise commitment to cooperation between communities and formal institutions.

Given the above recommendations it is clear that efforts towards community-based planning are essential to empower and increase the active participation of communities in community development initiatives. In addition it may be more strategic to emphasize that this approach will stimulate the level of community awareness, cohesion and vision for change.

2.12 COMMUNITY DEVELOPMENT WORKERS: 'GETTING THE JOB DONE'

In 2005 the presidency announced the launch of the Community Development Worker programme. This should be viewed as an advantage to community development. Wikipedia (2007:1) defines a community development worker as a change agent in a community who facilitates participation, and connections between the community and the wider development policy and programmes. A community development worker's role is to work with particular communities in order to collectively bring about social change and justice. They work with individuals, families or whole communities to empower them to:

- (i) identify their needs, opportunities, rights and responsibilities;
- (ii) plan what they want to achieve, organise themselves and take action;
- (iii) evaluate the effectiveness and impact of the action;
- (iv) generate public awareness on issues relevant to the community;
- (v) provide leadership and co-ordination of programmes; and
- (vi) act as facilitators to promote self-help in the community.

Community development workers often act as a link between communities and local government and other statutory bodies. They are frequently involved in addressing inequalities, and projects tend to target communities perceived to be disadvantaged, for example due to race, economic circumstances or geography.

From a Local Government perspective the example that could be mentioned was the announcement of the community development programme where the duties of the community development worker were summarized as passing community problems to government structures, increasing government community networks, and improving the quality of expenditure in communities (Mbeki, 2003:9).

For effective results to be realized from community development initiatives, the strategic role of the community development worker needs to be emphasized. The community development workers perhaps have an advantage for they have an insider and outsider identity. The insider identity comes from the fact that they are selected from within the communities. This is empowering because they comprehend the development challenges and dynamics of power exclusion and social terrains of the community. The outsider identity comes by virtue of being employed by the state in the Local Government sphere. They are a representative of the state in the local space. This scenario was summarized at the launch of the community development worker programme in the Greater Letaba Municipality (2007:1) in the Limpopo Province: “CDW’s must work within communities from where they were selected, where they live; they must show respect towards the people; their norms and values must represent the government; they must continuously strive to get to know the people and their circumstances and deepen their insights into people’s needs and resources; surely they must promote the notion of partnership between themselves and local structures such as ward committees.” CDWs as change agents have a heavy mandate of mediation

between state and the citizen, which should spill over into better results being achieved from community development.

2.13 COMMUNITY DEVELOPMENT, IDP AND POVERTY REDUCTION

The Integrated Development Plan is the central planning instrument of a municipality. Community development initiatives should be institutionally positioned and mapped in the IDP. Through consultation through the participatory democratic processes community issues should be positioned within the IDP.

Matumadi (2002:2) argues, however, that there are two challenges that limit communities from being included in the popular involvement in bringing issues of community development onto the main IDP agenda of the local municipality. The first is associated with the narrow discourse of public management associated with apartheid governance systems. Black or indigenous communities were not given space to participate in shaping development practice. The second is pronounced by Mackenzie and Taylor (1992:ii), who argue that the perceived gap is between administrators and communities where communities are regarded as illiterate and lacking in capacity to influence decision-making and planning.

Legislation has, however, provided that there be integration of communities' views and concerns in planning even of community development initiatives. The process will therefore be regarded as a community participation issue as well as empowerment. The community that participates is an empowered community. To some extent, we can

therefore argue that the Developmental Local Government should strive to enhance the potential of its public to effectively take part in integrated development planning for poverty reduction.

Community development at the local government sphere should be seen as an intervention mechanism towards achieving poverty reduction. The Millennium Development Goals have outlined the need for governments to be committed to poverty reduction and eradication of hunger (IBRD, 2000:1). The Office of the Premiere (2004:4) also outline the provincial development goals and the eradication of poverty as of critical importance. The local government authorities should continue to lead in the efforts aimed at poverty reduction through community development.

Community development should be a means to war against poverty. This position is supported by the statement by Gilchrist (2004:6) that community development should be a process designed to create conditions of economic and social progress for the whole community. This fully supports the directive outlined in the *White Paper for Local Government of 1998* that advocates for maximization of social goals at the local sphere. In the same line Swanepoel (2002:23) argues that community development should result in improved access to basic needs on the part of the community.

The apartheid history of South Africa is perhaps the main cause of poverty, especially in the second economy. Community development should be aimed at addressing issues of inequality caused by the years of deprivation caused by apartheid (IBRD, 2000:94).

Community development should make it possible for improved access to productive resources such as land for agriculture-based community development projects. In an urban setting, access to credit finance and managerial capacity for community development cooperatives that have limited collateral is also an important dimension of community development. Community development at local government level has to be aligned to Local Economic Development (LED) so as to improve community economic wellbeing.

In conclusion, community development has to be understood as a people-driven initiative, with the aim of improving the socio-economic wellbeing of communities and households. IDPs of municipalities have to prioritise community development, for greater social benefit to be derived.

2.14 FEMINISING COMMUNITY DEVELOPMENT

In chapter two, poverty in South Africa as demonstrated by statistics, takes a gender dimension biased towards women. Female-headed households have been on the increase. This suggests the need to situate issues of gender within our understanding of community development. Women, as research has shown, are in the frontline against poverty. This is because of the social anthropological position of females in the household. Female labour in the household is regarded as not having any value for it cannot realize a wage as it exists outside the formalised income generation systems. While female society regards women as the backbone of family, this scenario limits their mobility in search of wages and better opportunities. Poverty finds them (women) within

the boundaries of the household which in a sense is not a space with income-generating potential. Palmer (2004:365) concludes that models and strategies of development should include the values and views of different stakeholders in development. Women are strategic stakeholders in community change.

King (2006:3) discusses at length the justification for promoting women participation in community development. For King, community development programmes should be driven from the following dimensions: poverty and empowerment approaches. These approaches are also known respectively as the women in development approach and gender and development approach. The understanding is that community development should assist in the empowerment of women in the fight against poverty. This is the logic of strengthening the women dimension of community development and therefore acts as a buffer zone to the challenge of poverty which hits women hard. King goes further to draw insightful conclusions in line with promoting women empowerment in community development:

- (i) women should input into community decision-making on matters of planning and implementation of community projects;
- (ii) community development has to be developed from the sphere of understanding of women needs within their social and political environment, and cultural aspects;
- (iii) equity of influence has to be decentralized to women for their own development.

The argument above promotes community development programmes and their design to be sensitive to the plight of women who in some sense have historically suffered double oppression, from the state and within the family.

2.15 COMMUNITY DEVELOPMENT AND CHILD POVERTY

The Macro-Social Reports by the DoSD (2004) show that the Eastern Cape has a high rate of child poverty. This challenge is chronic as it disembowels communities and future generations. The social challenge is greatest in the poorest local municipalities which are mostly located in the OR Tambo District Municipality. The actions of administration at Local Government should trigger a community development practice that promotes the promotion of the 'rights of the child', including the right to education which by its nature is a transformational right.

In their debates on the relationship between administration and community development, Fisher and Poinah (in Ledwith, 2006:3) argue for 'Radical Community Development'. This is a community development that not only leads to access to food but to the total liberation of the community. The scholars argue that administration technicians and community should tailor-make a community development approach that translates the condition of the family and that of the child. For Fisher and Poinah, a child growing up in poverty is likely to further face the challenges summarized below:

- underachievement at school
- unemployment and low wages
- low self-esteem

- for girls, become pregnant in their teenage years
- for young men, to be at risk of suicide
- have low expectations
- suffer from malnutrition
- die prematurely (mortality)
- suffer from long-term debilitating illness (morbidity)

It may be argued that these challenges may be the result of other variables that interplay in the community. However, the improvement of the local economy through radical community development packages driven by a progressive administration will surely address these challenges.

2.16 CONCLUSIONS

The literature analysis traced conceptualized community development as a people-driven practice with a developmental local government playing the role of a catalyst, or a supporting role. The case examples of insights into community development and development administration were cited from Zimbabwe and Tanzania after independence. Key to community development is its role in improving the social and economic conditions of the household and community as a whole.

The chapter outlined the socio-economic characteristics of the Eastern Cape Province that are summarized as poor HDI indicators, poverty, and inequality. It is against this background and in this context that community development initiatives should seek to

mitigate the conditions. The discussion of the literature placed emphasis on the need for community development to be shaped by the following summarized factors:

- (i) promotion of active community participation;
- (ii) creation of improved qualitative linkages between communities and local government;
- (iii) improvement of the role of community development workers and community-based planning;
- (iv) asset-based approaches to community development; and
- (v) the importance of the gender, HIV/AIDS, and child poverty dimensions of community development.

Concretely therefore it should be concluded that community development is a means to an end, that it should be viewed as a broad process including administrative, development and sociological factors in its practice.

CHAPTER THREE

RESEARCH METHODOLOGY AND DESIGN

3.1 INTRODUCTION

Participation of the poor in poverty and community development assessments is showing the World Bank and other outsiders that they are not the only experts on poverty and community development. Poor people have a long-overlooked capacity to contribute to the analysis of poverty and community development. Without their insights we know only part of the reality of poverty and community development (Robb, 1999:xxv).

The research followed scientific research methodology guidelines in order to understand the objectives of the study. The field work research was initiated by a preliminary study. The actual research investigation was informed by quantitative and qualitative research methods. A total of six projects were sampled, and project members participated in one-on-one interviews and focus-group engagements.

3.2 JUSTIFICATION OF PRIMARY INVESTIGATION

The primary data investigation involves the collection of research facts, from first-hand methods or experiences such as questionnaires and interviews. This is important because it provides the researcher with the insider dynamics of the matter under investigation, exposing issues such as project successes, challenges and even the proposed corrective measures from the perspective of project actors.

Community development project participants have the capacity to contribute to the poverty debate and the assessment of community development. A direct application of research tools such as questionnaires assisted the student-researcher and the project team members in the following ways:

- analysis of the business process of community development;
- identification of community development project weaknesses and strengths; and
- monitoring and evaluation of outcomes of the community development project in their own terms (Robb, 1999: xxxii-xxxiii).

Robb further states that participatory research, that involves primary investigation and consultation between researcher and the poor, has a direct impact on stimulating the poor to play an active role in appraisal and formulation of interventions. The primary investigation allowed room to understand community development from the perspective of the poor, thereby exposing project needs, priorities and providing the poor with an opportunity to appraise community development. The involvement of the poor people who are the active participants of community development also allows the assessment of the institutions that are bestowed with the role of supporting community initiatives, such as Local Government (Narayan, 2000:11).

Consultation with the community development role players was of critical importance to this study. In all seventy-two participants were engaged. These represented households within the community.

3.3 THE RESEARCH DESIGN AND PRELIMINARY STUDY

The research design was an evaluative study. According to Hofstee (2006:126), an evaluative study seeks to come to some conclusion about the impact, effect or level of success of an intervention. The phenomenon under study in this case was community development projects. The advantage of using such a design was the appropriateness to the study aim, which was generally an appraisal of projects of community development.

The student undertook an initial preliminary study of a randomly selected project. The preliminary study took place in the Nkonkobe Municipality on a food security project in Gqumashé area along the Tyume River. A total of nine project members participated in the interviews and five members participated in the focus-group discussion. The student aimed to test the reliability of the research instruments and research methods. The outcome of the preliminary investigation resulted in revisiting the research instrument. The number of questions was reduced as some overlapped. The resulting questionnaire was more manageable, smarter and more focused. Secondly, the student gained a reasonable degree of confidence in managing a questionnaire and a cross-sectional focus-group discussion.

According to Sarantakos (2005:91), piloting measures objectivity, and tests the ability of the instrument to appraise the factors or variables under study. For the student this process was a test of research strength and a learning exercise. Academic research is

a scientific process that needs to follow certain precepts. For better application of these precepts it is important to undertake a preliminary study as a test. The outcome of the research was a change in the research tools. The first was that the tool underwent a reduction of questions. The instrument should measure what it intends to measure to ensure validity and accuracy. Thus a long questionnaire may present management challenges to the student-researcher. The preliminary investigation allowed each question to be analyzed and its significance towards appraising the research aim evaluated. The preliminary processes further assisted with the construction of the questionnaire so that it became easy to read, clear and sufficient (Hofstee, 2005:253). The new questionnaire that emerged was user friendly.

3.4 RESEARCH SAMPLING

The sampling method used by the student-researcher, was a type of non-probability sampling called target sampling. According to (Webcenter for Social Research 2008:2) target sampling is a purposive method by which controlled lists of specified projects within particular geographical districts are identified. Purposive sampling can be very useful for situations where one needs to reach a targeted sample quickly and where sampling for proportionality is not the primary concern. The advantage of the purposive sample, you are likely to get the opinions of your target population. The research samples were drawn from the Amathole District Municipality. Two (2) community development projects were selected within the Buffalo City Local Municipality; these were looking at poultry projects in Berlin Peri-Urban Area and Litha Urban High Density Location. Two (2) projects were further selected in Ngqushwa Local Municipality. These

were involved in a food security vegetable garden in Tamarha Ward and poultry production in Gobozana Ward. They are both in rural areas. Two (2) community projects were assessed in Nkonkobe, in Upper Ncera Ward (food security vegetable garden) and Kwa Joji Ward Poultry Project. A total of 72 participants took part as respondents in the field research.

The main variables under observation were participation, self-sufficiency and sustainability of projects. This meant that any series of projects could be selected to measure these three main variables. However, for better analysis these projects were selected with this variation: projects were drawn from three local municipalities, rural and urban locations, and with two main activities, namely poultry and food security. The sample had empirical suitability for investigation. Kerlinger (1986:110) confirms this dimension by stating that a sample must embody suitability to explore variables relevant to the research question. There were other factors in this particular study that influenced the sample size: the time element for the research project, cost implications associated with larger samples, and the degree of stability for the student to manage a large sample.

3.5 QUANTITATIVE-QUALITATIVE DATA COLLECTION

The data collection was done using a comprehensive questionnaire that included closed and open-ended questions. The researcher also administered focus-group discussions to promote improved enquiry on the subject matter under study.

3.5.1 Questionnaires

Questionnaires are techniques for primary investigation, which is classified as a quantitative method of data collection. Quantitative methods are a classic scientific approach to understanding social phenomena. The quantitative methods are positivist in character. The study employed the use of quantitative questions that were inserted in the research tool. Sarantakos (2005:33) outlines the advantages of quantitative methods as high degree of empiricism, value neutrality, systematic, accuracy and high degree of replication.

68 participants participated in filling in the questionnaire. The 68 were the active project members in the targeted projects listed above. This was a 100 percent access to participants. This was possible mainly because the projects had small numbers of group members, and the logistics set up between the researcher and project leaders. The questionnaires were generally quantitative in nature and are summarized below as an example:

1. What is your view of poverty in your community or ward?	<input type="checkbox"/>
(a) low	<input type="checkbox"/>
(b) moderate	<input type="checkbox"/>
(b) high	<input type="checkbox"/>
2. Are your priority needs achieved by your involvement in the project?	<input type="checkbox"/>
(a) YES	<input type="checkbox"/>
(b) NO	<input type="checkbox"/>

The questions above are an example of the quantitative approach employed by the researcher to examine the focus areas of the study. The questions indicated above were closed ended and guided the respondent to respond within a tightly designated response, thereby promoting precision and empiricism.

Qualitative techniques were employed in the study to analyse the open-ended data collected. The qualitative methods are post-positivist in character. The qualitative questions within the research instruments allowed for detailed information-exploration, alternative expression, and inductive responses (Blumer, 1969:33; Smith, 1990:169).

In the questionnaire some questions were open-ended. An extracted example below demonstrates an open-ended question. The respondent is provided room for a narrated response. The advantage of the process is that it provides an opportunity for a detailed response. This promotes the effectiveness of the tool to measure the factors under investigation. This approach of using a hybrid quantitative-qualitative research design is defined as triangulation, where the advantages of both methods are harnessed in one instrument (Sarantankos, 2006:50).

1. Has the project impacted on the community? Explain

3.5.2 Focus groups

Focus-group interviews were undertaken. The main purpose was for the researcher to validate the research findings from the questionnaires. After the primary questionnaires were administered the researcher had to set another date with a project leader to organise a focus-group discussion. Focus-group discussions were held with a total of five people per discussion group. Six focus group discussions were held, and each had an external community member, who participated. This increased the number of participants in the study from 68 to 73 participants.

The impact of the focus group was that it entrenched the information that was collected during the primary investigation. It also provided improved researcher scope of the dynamics of estranged relations within projects as well as between stakeholders and project members.

The focus-group discussion was informed by the questions within the following thematic focus:

- (i) Household and community improvement
- (ii) Participation
- (iii) Capacity building
- (iv) Challenges of the community project.

3.6 ETHICAL CONSIDERATIONS

Research protocols were followed in order to maintain the high ethical standards required of scientific research. The following is a summary of the ethical aspects that were employed:

- (i) The participants were informed of the reasons for the research and permission was sought from the community project committees prior to the interview processes. There was no promise or pledge of any material benefit, for example money, to pay participants for their participation in the research.
- (ii) Confidentiality was guaranteed regarding sensitive information; for example the age of participants was not provided exactly, but rather the age ranges.
- (iii) The study samples were drawn from rural communities with a generally high code of cultural ethics. The researcher was sensitive to respect the 'soft cultural codes' when interacting with the participants.

3.7 CONCLUSION

The research design was an evaluative study. The study carried out a pilot study to improve the research tools and to give the student exposure to engaging in an interview and a focus-group discussion. The research sample was drawn from three local municipalities within the Amathole District Municipality, and a total of 68 participants answered the questionnaire. The data collection techniques included one-on-one interviews and focus-group discussions. The methods were complementary and allowed

the voice of the community members in the scientific study. The researcher also observed ethical considerations that are promoted in social science.

CHAPTER FOUR

DATA ANALYSIS

4.1 INTRODUCTION

This chapter presents the findings and analysis of the research. The key findings that are important to the study aims are outlined. The presentation of data and analysis is viewed in line with the implementation of community development.

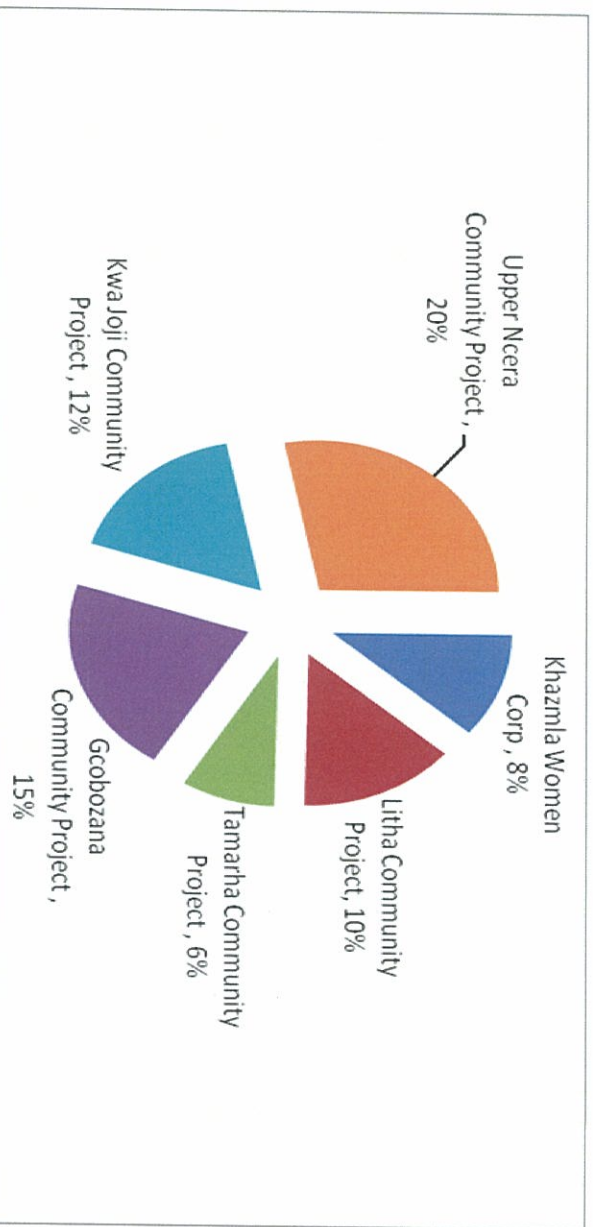
The discussions in this chapter are summarized as follows:

- (a) project description and context;
- (b) gender distribution;
- (c) age distribution;
- (d) community development, household livelihood and community economy;
- (e) participation: intra-project relationships;
- (f) participation: stakeholder relationships;
- (g) capacity development.

4.2 PROJECT DESCRIPTION AND CONTEXT

A total of six projects were consulted by the researcher. The pie chart below shows the names of the projects and the total number of participants in the community projects.

Table 4.1: Summary Project Information



Mteto, 2008

Further information on the projects is provided in detail below.

- Litha Community Project
 - Located in Buffalo City Municipality (urban)
 - Started in 2002
 - Engaged in poultry production.
- Khazimla Women's Cooperative
 - Located in Buffalo City Municipality (peri-urban)
 - Started in 2002
 - Engaged in poultry production.
- Thamartha Community Project

- Located in Nqushwa Local Municipality
- Started 2001
- Market Gardening.

- Gcobošana Community Project
 - Located in Nqushwa Local Municipality (rural)
 - Started 2003
 - Poultry.

- Kwa-Loji Community Project
 - Located in Nkonkobe Local Municipality (rural)
 - Started 2003
 - Poultry.

- Upper Ncera Community Project
 - Located in Nkonkobe Local Municipality (rural)
 - Started in 2000
 - Market gardening.

The assessment showed that the projects were intra-community-initiated. The project members in all the projects stated that the projects were started by the members using their own funds. There was a generic universal motivation for the project initiation, that of improving the livelihoods of the participating members. The projects had been in

existence since 2003. There are two main reasons that development literature raises as internal motivation for community development, namely

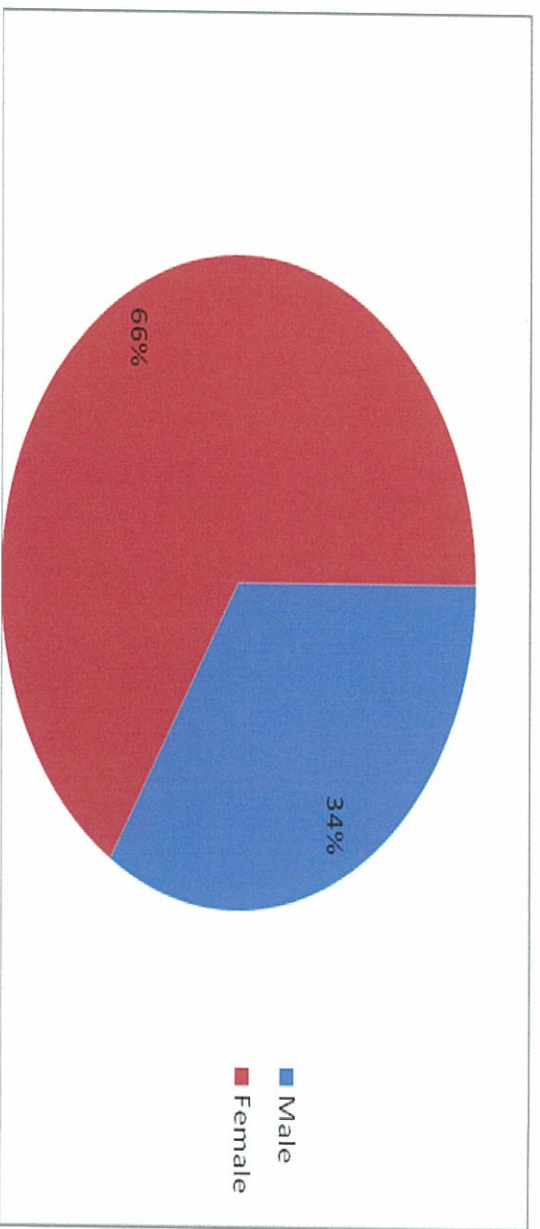
- the need to improve livelihoods in an environment characterised by deficiencies such as poor household incomes; and
- the need to find a means to cater for employment in an environment where formal employment is scarce (Middley, 1986, Monaheng, 2002:29 & Lisk, 1988:22).

4.3 GENDER DISTRIBUTION

The research was undertaken in six projects selected from three local municipalities, namely Buffalo City Local Municipality, Ngqushwa Local Municipality, and Nkonkobe Local Municipality. A total of 68 people participated in the assessment. There was, however, a separate questionnaire for each of the project leaders, indicating therefore that six project leaders (from the total of 68 participants) were also interviewed separately. In other words 72 interviews were undertaken.

The gender distribution showed that of the total sample of 68 participants, 23 were male and 45 were female. The pie chart below presents the percentages of the sample from a gender perspective.

Table 4.2 Projects Gender Distribution



The projects had a higher density of women participants. There are several reasons that explain the distribution of the project gender structure.

a) *Structure of families and household roles:* Women in South Africa and in Africa as a whole play a significant role in contributing towards the household livelihood. There is evidence in the Eastern Cape of an increase in unemployment and female-headed households; this encourages women to seek self-help programmes such as community development projects.

b) *Policy and administrative reforms:* Since 1994 the policy and administrative reforms have revealed a strong element of women empowerment through self-help projects. Government tends to fund projects especially if there is a strong women empowerment agenda. This has lured women to organise themselves in

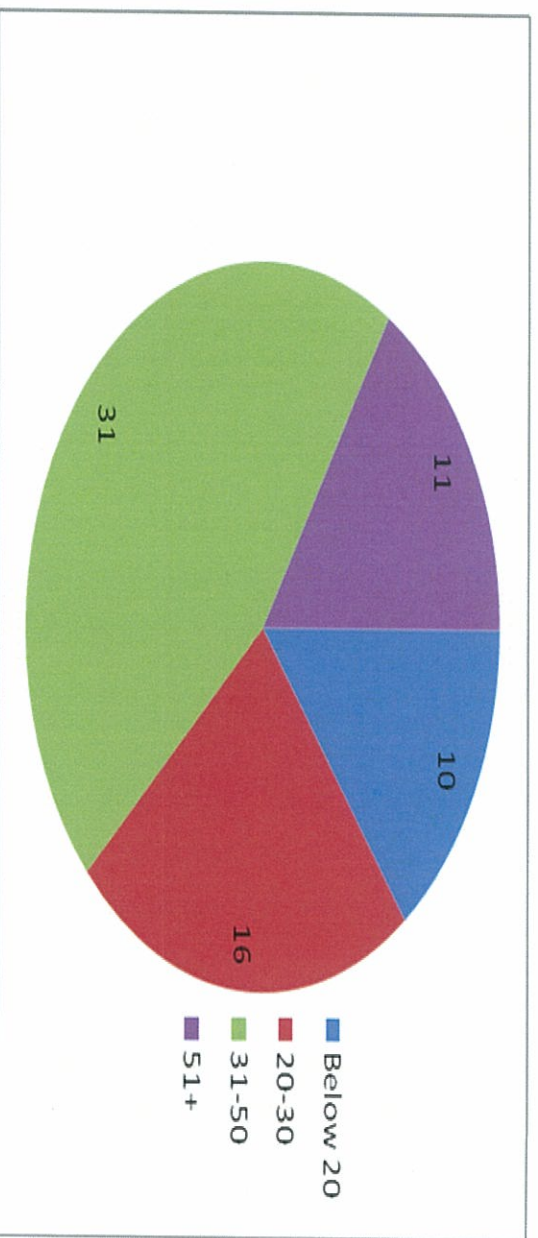
community spheres to have access to government support for community development.

4.4 AGE DISTRIBUTION

The research tool investigated the age range and distribution of participants. The bar graph below and the pie chart are a demonstration of the findings that came out of the research.

The age range showed the following findings: 10 participants below 20 years; 16 participants between 20 and 30 years; 31 participants between 31 and 50 years, and 11 participants over 51 years of age.

Table 4.3 Age Range of Respondents

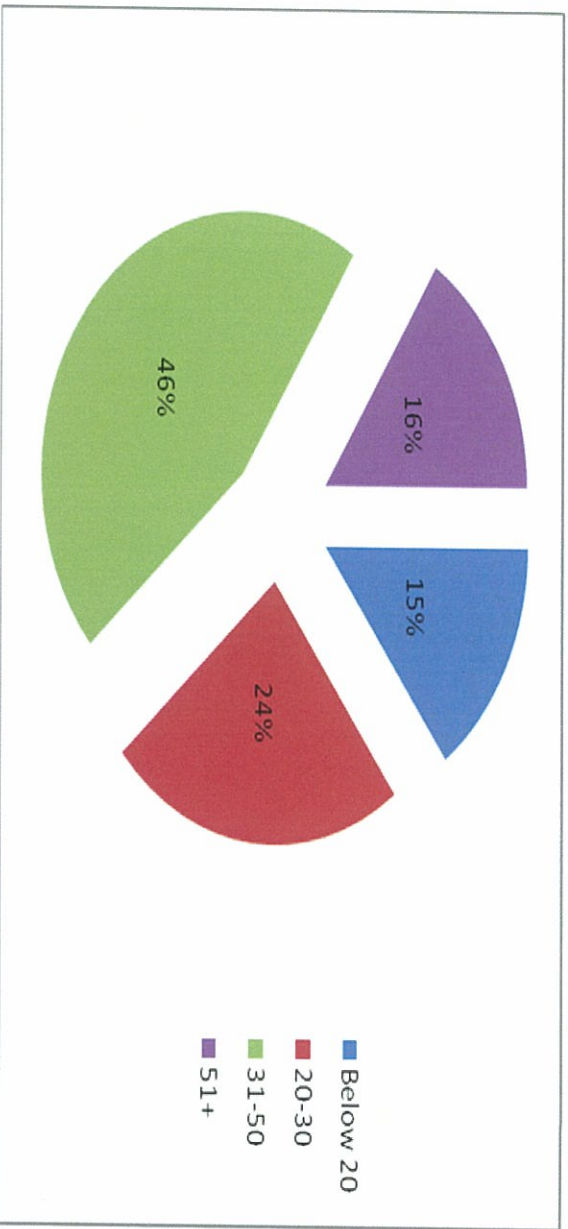


Mkeo, 2008

The age distribution was categorized as below 20, 20-30, 31-50, and 51 and older. The pie chart below represents the age distribution of the participants in the research study. The age range, 31-50 (= 31 participants) represented an aggregate of 46 percent of the sample. The explanation for this can be largely due to unemployment in urban, peri-urban and rural areas. This prompts individuals to seek alternative means of livelihood, to cope with the economic challenges facing the household (Mtshali, 2002:47). The majority of the people in this age group are also family breadwinners or in the matrix of contributing to the household livelihood. Community development projects are therefore a social mechanism to create a means of livelihood.

The reason for the particular interest in the age compartments was to check the role played by youth in the community development projects. The definition of youth is generally problematic. In South Africa the Youth Commission (2004:2), proposed the definition of 15 to 28 years of age. This change was based on the need to focus youth development strategies more tightly, to allocate resources to youth development. For the Youth Commission to target the wider cohort of 14 to 35 is costly and unwieldy. This study therefore pegged its focus on the 20-30 age group as youth.

Table 4.4 Age Distribution



Metro, 2008

The age range, 20-30 (16 participants) made up 24 percent of the sample size. Generally it showed that there was a limited number of youth participating in community development. A further qualitative analysis showed that the two projects that were in the peri-urban and urban areas had a higher proportion of youth than those that were in the rural areas. The average number of youth in the peri-urban and urban projects was 11. The two urban projects claimed 68 percent of the youth population in the sample. Comparatively we could draw the conclusion that there was a limited number of youth participants in rural community development, a situation that challenged the potential of the projects, their innovation and continuity. The lack of a youth dimension in the community projects also prompted the conclusion that the projects had not contributed to lowering youth unemployment.

The explanation for the low number of youth was related to the general lack of motivation for the youth to be involved in community development projects. The youth were more attracted to the greener pastures of the urban prospect than to the micro-projects of community development. The African National Congress Youth League (ANCYL) (2007:3) also outlines the neglect by rural youth of programme designing for development as a causal factor of reduced rural youth involvement in rural programmes for economic change.

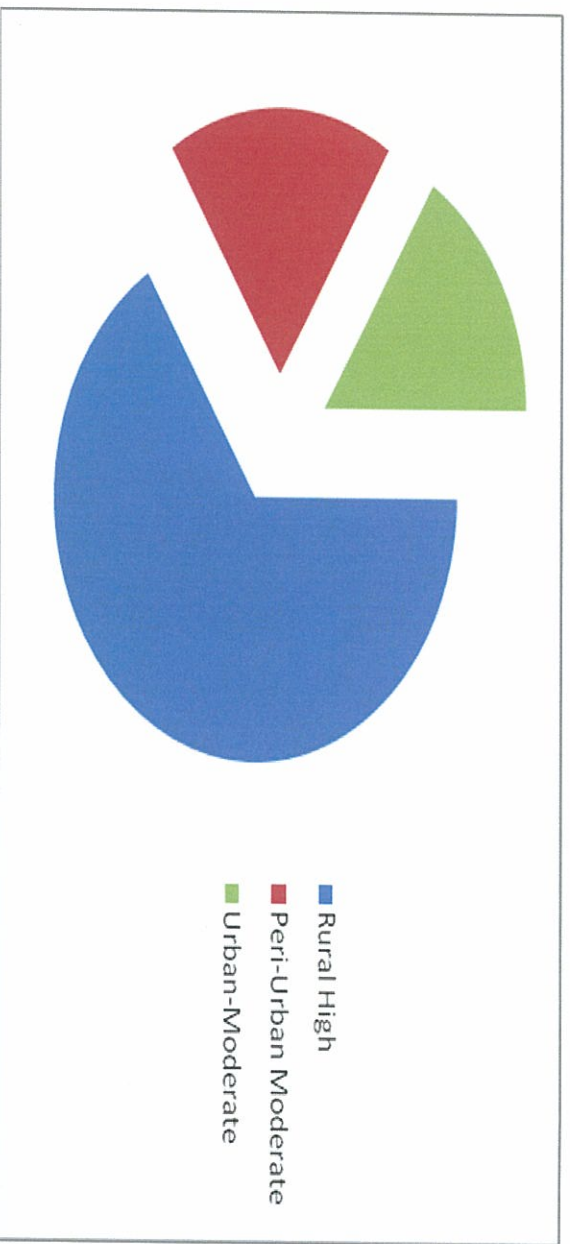
4.5 COMMUNITY DEVELOPMENT, HOUSEHOLD AND COMMUNITY ECONOMY

The assessment explored the role played by the selected community development projects in the household and in the community economy.

As background, the research tool aimed to decode the general status of poverty and unemployment in the geographical sampled areas from the perspective of the community project leaders. Four (4) projects were located in the rural areas, one (1) project was located in a peri-urban area, and one (1) project in a high density, urban location. This variation was necessary, in assisting to show new areas of learning, comparison and complexities. Meiring (2001:89) argues that the analysis of programmes or projects in comparison helps to understand the complexities in the related projects.

The poverty and unemployment status of the areas where the projects were researched was inquired into by the study to get a general idea with regard to these variables.

Table 4:5 Poverty, Unemployment and Employment Status



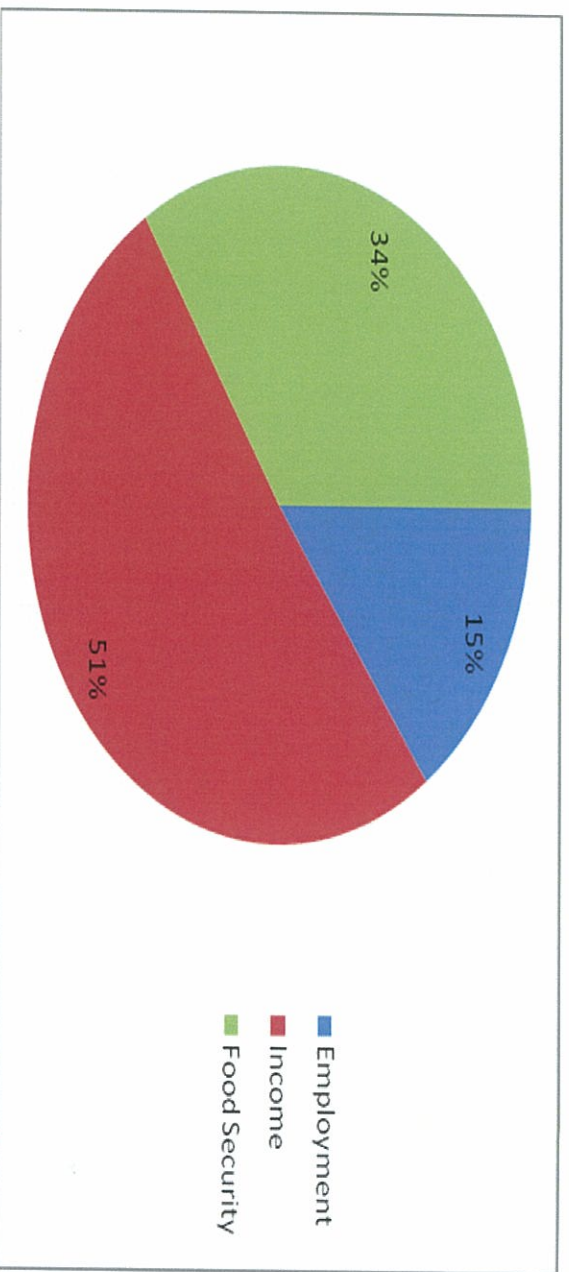
Mleto, 2008

The research analysis from the perspective of the four community-project leaders in the *rural areas* confirmed that there was a high rate of poverty, and high incidence of unemployment. The project leaders in the *peri-urban* area scored both poverty and unemployment as moderate. Similarly *urban* poverty and unemployment were scored moderate. Rural community leaders further outlined that due to high unemployment and poverty rates, there are high social expectations that community development projects should be the strategy for improved household security.

In terms of household and community improvement there was a close-ended question attempting to establish the motivating factor for participating in the project. The following were the aggregated summary responses, in terms of causal factors for participating in the community development projects.

The study analyzed the reasons that prompted the community project participants to participate in the community development projects. Three main categories were provided by the tool as the reason for joining the projects, namely; employment, income and food security.

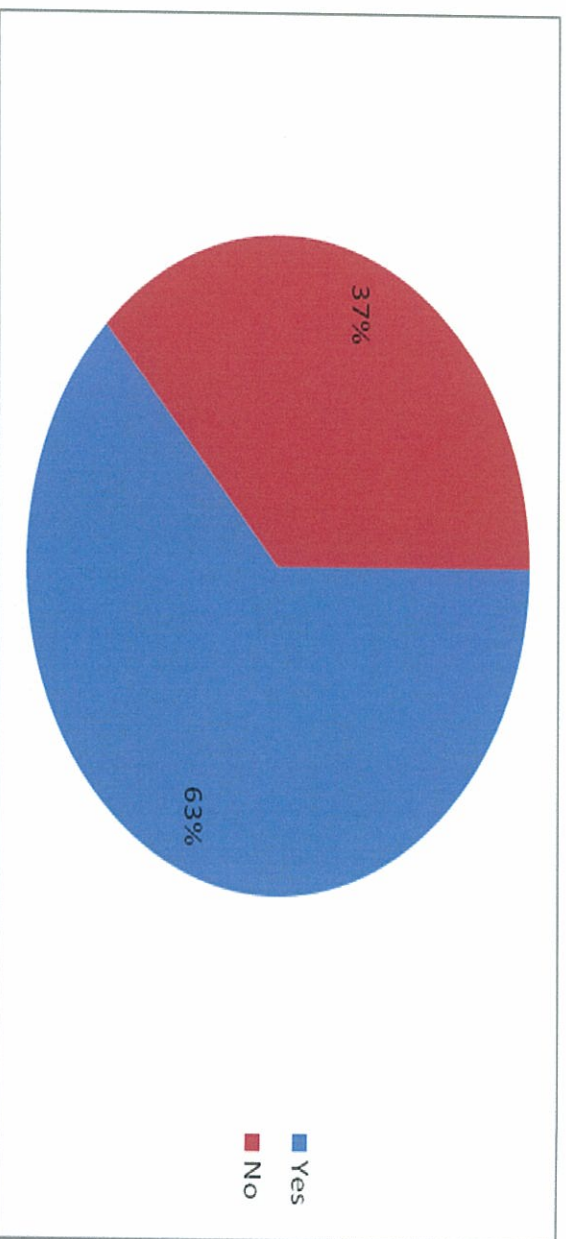
Table 4.6 Reason for Joining the Project



The findings reflected that 15 percent of the sample joined the community projects for employment opportunities, 51 percent joined for income generation, and 34 percent participated in the projects for food security reasons. A further analysis showed that those in the rural areas were more driven by food security. However, analysis showed that community development was viewed simply as a tactic for the improvement of food security, household income and employment opportunities.

For the researcher, the important question was whether these motivating priorities were realized. The realization of the expected goals suggested that there was a significant role that community development played in social change and upliftment of the households and communities.

Table 4.7 Priorities Met



The greater proportion of participants generally acknowledged that their priorities or expectations prior to joining the projects were realized by playing a part in the projects. These priorities were listed above as income, employment and food security.

A qualitative analysis of the results was also necessary to further draw in-depth emerging trends within the data. When the six projects were assessed, their contribution towards the household livelihood and community economy varied. Three (3) categories were defined as follows:

- a) Group A – High efficiency: This included those projects that had high returns that impacted positively on household sustainability and community economy.
- b) Group B - Medium efficiency: This included projects that had signs of efficiency that was progressing or improving since initiation, but still not at the level of improving in totality the conditions in the household.
- c) Group C – Low efficiency: This included projects that were in crisis and showing greater strain even on the project members such that even the very existence of the projects was endangered.

Efficiency in this case is the difference between the input cost and the value of the output commodity. The greater the difference of the input cost and output commodity value the greater the efficiency gains. When efficiency gains are high there is a high likelihood that project members may save and receive a monetary reward.

Using the key pointed to earlier, there was Kwa-Joji Community Project, which showed high efficiency and effectiveness in creating greater returns for the household. The respondents and the group leader interviews showed consistency in the fact that due to the project, the participants realized the improvement of household income, and wellbeing. The selling of products, that is eggs in the community, such as Alice, and Fort Beaufort markets, assisted in yielding greater returns. The community even demonstrated that the project produced 580 eggs a day, which were readily sold on a cash basis. Secondly, the focus-group investigation indicated that the community benefited from the project because the presence of the community reduced the cost of a

dozen of eggs from a market peg of R18.00 to R12.00. The second advantage was that there was no transport cost for the local community to access eggs. Family nutrition had improved and school-going children could go to school with boiled eggs. Sen (1999:90) articulates that a state of freedom is achieved through capability improvement that plays a role in mitigating facets of poverty such as access to food.

The project in question was in a rural area. The poverty levels and unemployment levels of the area were described by participants as high. This led the student to conclude that geographical location may not be a limitation to the contribution of the community development projects to the household and community economy. The project was composed of twelve (12) participants. Therefore 17 percent of the study sample (68 participants) validated the efficiency of the projects' contribution towards community development.

Three projects were in Category B. The findings showed that these projects had not reached high-efficiency status in their contribution to the household income and community wellbeing. The following are the examples of findings classified as Group B projects.

- a) Khazimla Community Project: Started with 50 broiler chickens in 2002, and at the time of the study they had a success story with 4 000 broiler chickens, which were pegged at a value of R40.00 per full-sized chicken. The community target markets were pensioners and social grant beneficiaries who bought for cash. The

market value of a chicken was R47.00, which allowed for a saving of R7.00 to the community buyers. A further saving of R15 was made with regard to the transport cost incurred when buying from King William's Town. At the household level participants showed that there had not yet been significant returns. This was due to overheads that were still high and reduced the disposable profit of the project. Based on this the participants in the project stated that theirs was a medium-efficiency project.

b) Tamarha Food Security: The project had 12 hectares of land under irrigation producing a wide range of market-garden products, potatoes, butternut, cabbage, king onions, tomato, green mealies, and carrots. These were sold in the community and to the King William's Town hawkers who bought in bulk. The returns had improved the household income. The community also had improved access to nutritious vegetable produce. However, due to various challenges such as market dysfunctions, the project had not realized its full potential to improve the household economics and community economy. Similarly the participants of this project indicated that it was a medium-efficiency project.

c) Litha Community Project: The project team stated their success as having started as backyard poultry producers in 2003, with batches of broilers ranging from 100 to 200 chickens. At present they had the capacity to produce 1 000 broilers per batch at a cost of R40.00 and value of R35.00 for community people. The participants in this project described the project as a medium-efficiency project.

34 percent of the sample population was of the opinion that their particular community development projects were playing a medium-efficiency role towards household livelihood and community economy.

Two projects, both in the rural areas, were showing great strain in terms of production efficiency and their contribution towards the family and community economy. Thus 49 percent of the sample showed that the community projects were of low efficiency. Similarly there had not been a direct impact on the community economy. The projects had been struggling to survive.

4.6 PARTICIPATION: INTRA-PROJECT RELATIONSHIPS

Meiring (2001:51) states that there are various phases of policy, which are policy making, policy implementation, policy analysis and evaluation. As these phases unfold at the implementation phase, various programmes and projects are rolled out to realize the policy intentions. The role of stakeholders and the active role of community role players in shaping the implementation phase is a necessary policy implementation principle. This study is an assessment or an analysis of the community development projects that are consistent with social development policies related to poverty reduction.

The assessment had a set of questions to appraise the role of the community project members and the participating community. The findings showed very interesting results and new questions emerged.

The findings are presented here for better analysis in the three streams.

- a) Group A High Participation Projects: The participants of the projects showed that they understood clearly that the active role of the project members was critical in shaping the outcomes of the project.
- b) Group B Medium Efficiency: The participants in these projects did not seem sure of how active involvement was necessary to drive the projects towards high efficiency.

Group A Projects included the Kwa-Lozi Project, Khazimla Poultry Project, Litha Poultry Project and Tamarha Food Security project. These projects were classified in the previous analysis as high-efficiency and medium-efficiency projects. There was a qualitative understanding that activism was necessary for change. There were four similarities that came out of the study which related to Stream A - High Participation projects.

- (a) All community project members had to be collectively involved in the planning of the work tasks.
- (b) There was a set protocol for project consultative meetings where information was shared, challenges explained, and new innovations discussed.

- (c) There was clear project role allocation and setting of time frames to carry out tasks with quality check systems (though in some cases rudimentary).
- (d) Financial planning and resource management was a collective activity.
- (e) Clarity on the overseeing role of the project committee or leadership team with agreed-upon terms of reference.

The Group A - High Participation project had a high level of consistency in understanding that the participants were the change agents as opposed to an outside force. Secondly there was a high level of understanding of project risks, such as the high rate of death of chicks due to low temperatures. The understanding of risks is an essential component in the management of community or any project (Keizner, 2006:708).

Group B – Low Participation Projects showed a general lack of project coordination among the project team members. There was a sense of casual-voluntarism, among the project team members, as opposed to the “stream A project” that showed active-voluntarism. The Upper Ncera Food Security Project and the Gcobozana Poultry Project showed weaknesses in internal project coordination, internal synergies among the project leadership committee and the project team members. There was no clear understanding of work breakdown structures that were operationalised. In the focus-group discussions an observation was also made where the project leaders stated that there was limited support from the project team players.

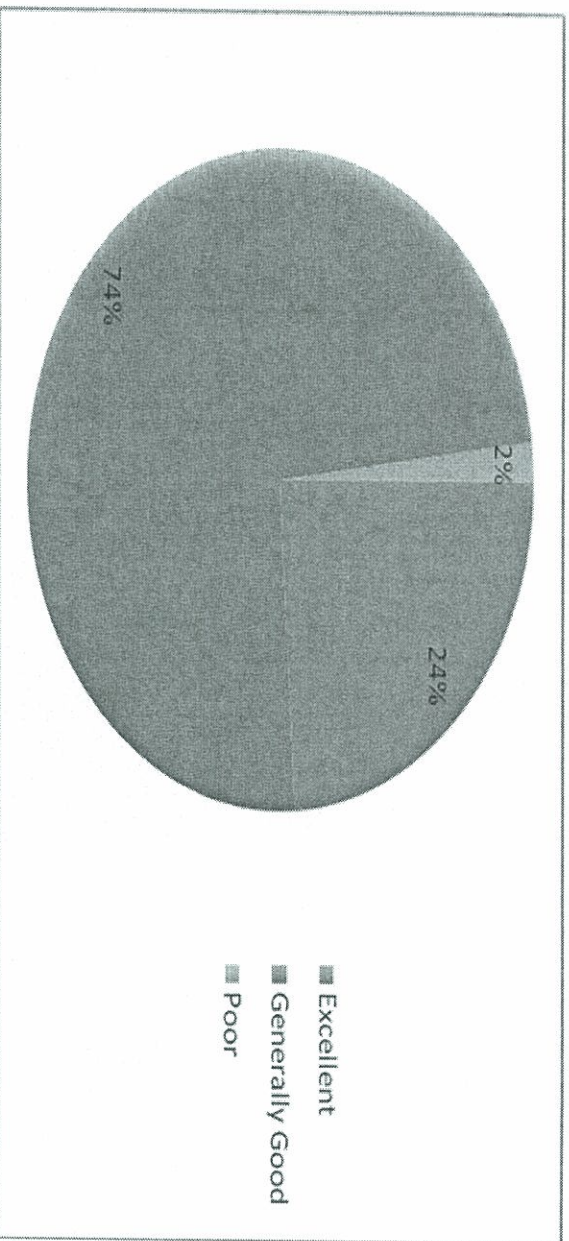
In analysis the quality of the Group A – High Participation projects and Stream B – Low Participation projects showed that the greater the internal homogeneity and active involvement of the project team members the better the project performance. According to Lewis (2001:15), the importance of coordination will improve the planning of the project, resource management, cost driver control, and communication.

The understanding is that if the internal participation links are dysfunctional and impaired there are likely to be poor outcomes and weak external participation linkages. The internal community development, internal social capital has to be mobilized to be actively involved and inspired as opposed to being dormant and passive.

4.7 PARTICIPATION, CONSULTATION AND PROJECT SUPPORT

The developmental local government aims to be development-oriented, with commitment to consultation and support to projects of community development. However, the study was of the view that intra-group relationships have to be progressively healthy in order to increase the surface area for consultation. This is supported by the Aspen Institute (2005:7), that internal project cohesion is critical for the success of the project for it improves ownership. Below are the findings with regard to the 'intra-group working relationships'.

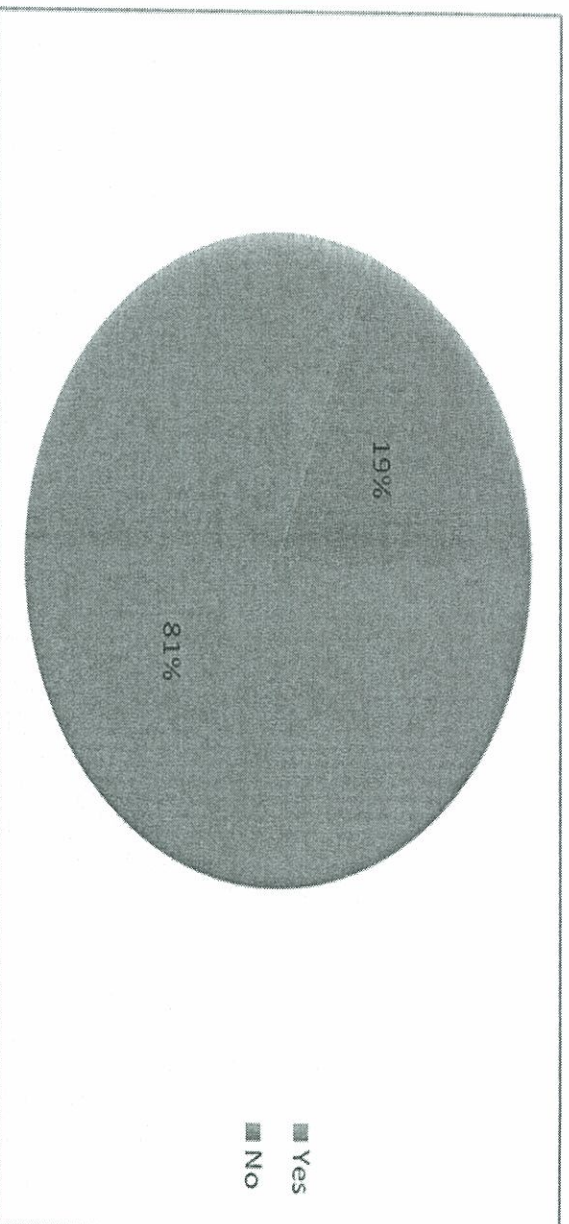
Table 4.9 Team Working Spirit



The participatory relationships between community and institutions have to be assessed qualitatively. The role of other institutions such as Local Government is essential in supporting the processes. In general the confidence level of intra-group relations was 74 percent. Understanding the dynamics of the project team was critical, for it improves group trust and cohesiveness.

Group leadership is an important driver for improved community development outcomes. Leadership is critical in planning, strategic and goal direction, and the holistic oversight of the group relations-conflict management. The self-governing character of community development requires active and accepted leadership (Garkovich, 1989:6). The findings show that 81 percent of the participants agreed that they had active leadership in their respective projects.

Table 4:10 We Have Active Leadership

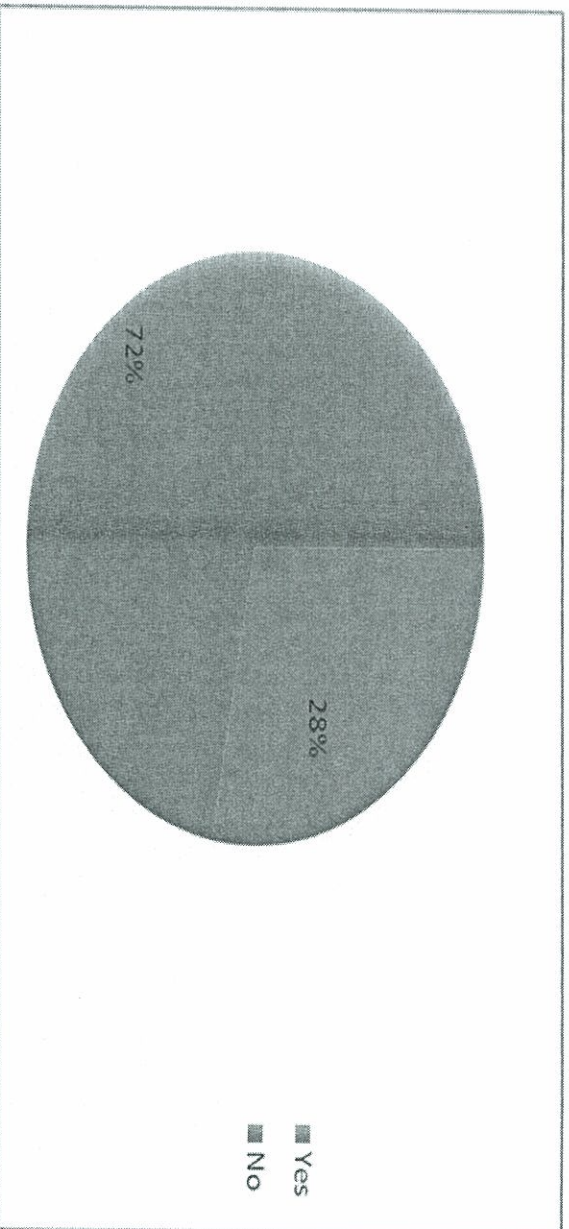


Mheto, 2008

The close analysis of the leadership in the project, from the project leaders' perspective was at times a challenge. The challenge was threefold in the sense that project leaders felt overstretched, overloaded with coordinating functions, and sometimes out of touch with their own family demands.

The local municipality is expected to be a key institutional stakeholder in assisting local initiatives for community development. In a participatory democracy, local issues are placed on the local municipal agenda through ward councillor systems that escalate local issues. Again there is the role of community development workers who will interface with the community development projects and provide support. The research realized that there were large gaps between community development workers.

Table 4:11 Are the Financial Resources Adequate



Mteto, 2008

The researcher made a follow-up investigation at the level of the field focus group, with regard to the role of local government and these are the summarized findings that the researcher collected:

- (a) participants knew exactly the kind of issues that they wanted assistance with from the local government, for example discounted rates on water services;
- (b) participants had a clear understanding of the expected role of a 'developmental local government';
- (c) the municipality-community relations were erratic and were not institutionalised; and
- (d) the participants had no clear understanding of the issues of Local Economic Development.

These four findings represented some complexities for analysis. However, the researcher concluded that in general there was a gap between municipal planning and community development initiatives. Narayan (2000:11) explains that by tracing the processes that structure access to and control of resources; it becomes valuable in comprehension of the institutional relationships and deficiencies that perpetuate conditions of poverty. There are three analytical facts that have to be outlined:

- that municipalities need to be more active in mobilisation of capacity building and allocation of resources;
- that local government should plan to institutionalise community development projects so as to analyse, measure and improve community development;
- that community development should be defined in line with the LED programmes, to promote the potential of community development to reduce poverty.

The participants indicated that the community development workers from Local Government, in all the projects, only profiled the projects. There was no programme within the municipality that reached the community project. The average time of existence of the projects was 5 years. Of the 6 projects, 4 stated that they had not seen any form of stakeholder relationship between their project team and the institutions.

Thus the findings exposed that stakeholder support existed, but that it was too weak to take the projects to a higher productivity level. Secondly there was poor coordination at the local government level. This coordination was weak at a micro-level and macro-level. At a micro-level among councillors, community development workers and

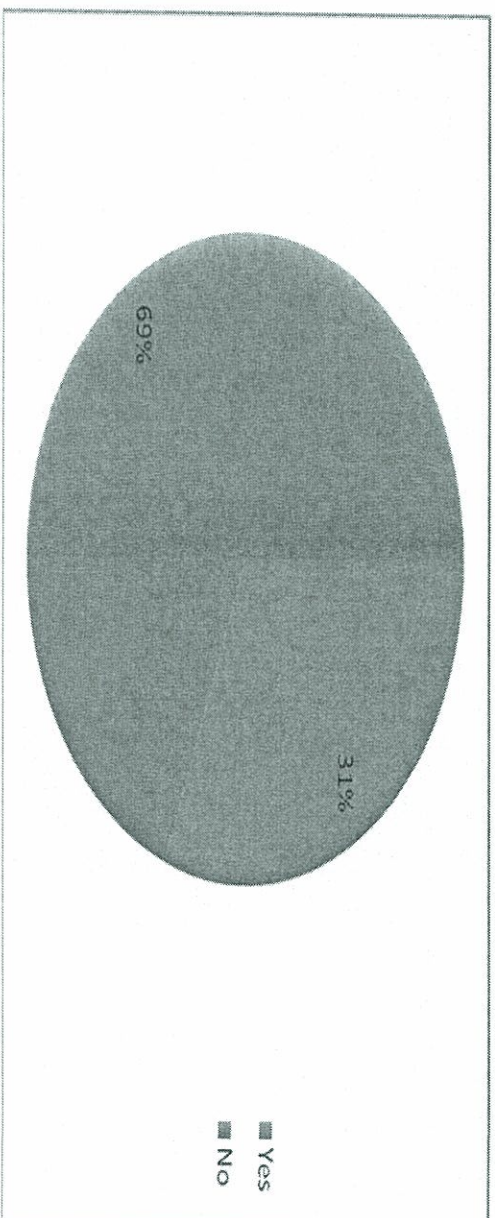
community project committee teams, there were no direct relationships. At a macro-strategic level, the projects were not institutionalized into the local municipal planning framework, a situation that resulted in lack of ownership and partnership on the part of the local authority.

On the positive side, all six projects stated that the Department of Social Development had assisted with financial resources that were in the range of R250 000 to R450 000 in the 2007/8 financial year. These financial resources boosted the vibrancy of the projects in the following areas:

- construction of structures for poultry production;
- fencing for security of the projects; and
- irrigation structures for all-year-round watering and production.

However, when asked whether the financial resources were adequate the participants showed an aggregate of 72 percent negativity.

Table 4.12 Support from the Municipality



The project members were still faced with structural challenges that required financial injections in order to improve productivity. The requests included a tractor, electrical connections, and irrigation infrastructure. These various factors indeed required capital injections.

4.8 CAPACITY DEVELOPMENT

The research study showed that of the six projects, four had been exposed to capacity-building programmes. The Department of Social Development as part of the funding programme, had initiated some capacity development in areas of bookkeeping, planning, and marketing skills. These empowerment programmes were conducted by service providers. Secondly, there were capacity-building programmes aimed at improving the technical know-how of poultry farming. The community project leaders acknowledged that these intervention mechanisms assisted on the management side of the poultry farming as well as modernizing production.

The gap that remained unresolved, however, was greater exposure so as to improve the projects towards Small, Medium and Macro Enterprise Development. The project leaders in the different face-to-face interviews proposed that they would require a capacity-building process that would promote the improved productivity of their produce for bigger markets.

In the two projects that were failing in the Group C – Low-efficiency projects, the participants stated that they had not been exposed to any form of training. This was

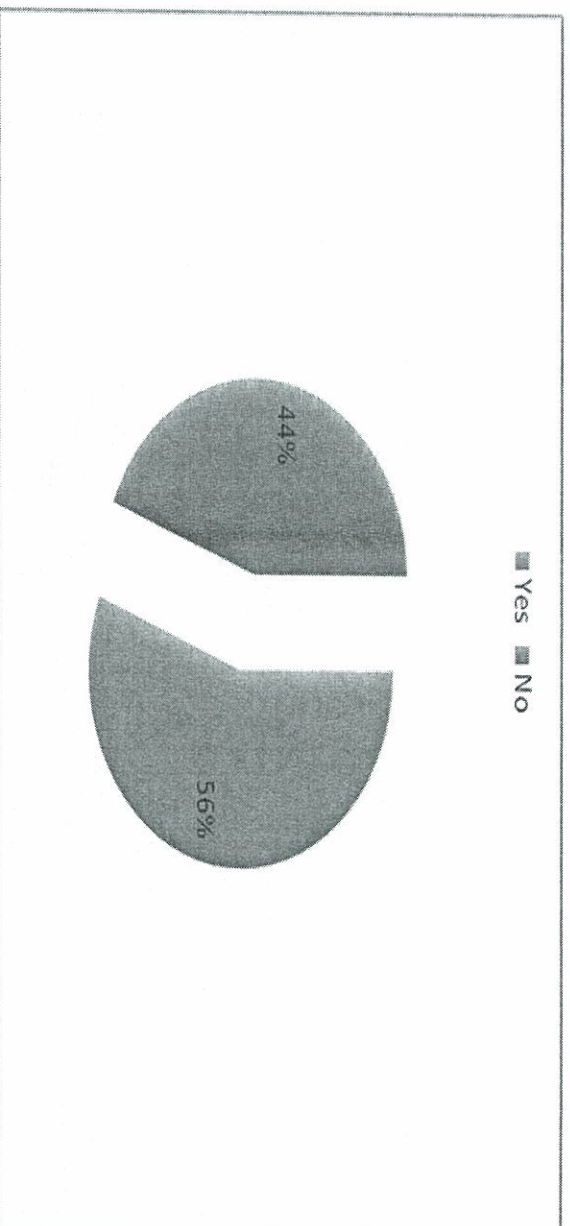
evident as they lacked knowledge of the generic aspects which should stimulate better organisation of their projects. For example, they had no constitution to guide the conduct of members. The project team members had no clearly-appointed committee to coordinate the activities of the project. There was no clear evidence of bookkeeping or a bank account for the project team.

Therefore, it was clear that those projects that had been empowered by capacity development had better planning and project management skills than those community projects that had not been exposed to training and development.

4.9 PROJECT CHALLENGES

In the focus engagement the project challenges for the community development differed. However, the analysis shows that these challenges could be classified into internal challenges and external challenges. The internal challenges were those inherently related to the community project and project team members. The external projects were those that were related to community development and external factors such as municipality support and resource support.

Table 4:13 Is the Project Team Winning in Addressing these Challenges.



Mfeto, 2008

56 percent of the sample reflected that the project challenges were being mitigated.

However, 44 percent had limited confidence with regard to the progress made in mitigating the challenges of the project.

4.10 CONCLUSIONS

The findings of the study reflected deeper analysis of the objectives of the study.

- Project description: the study investigated six projects, four located in rural areas, one located in a peri-urban and one in an urban setting. The projects were involved in poultry production and market gardening.
- Gender distribution: 66 percent of the project members in the whole sample were females.

- Age distribution: the project showed that there was a limited number of youth participating in the projects.
- Community development, household livelihood and community economy: two projects showed that they had high efficiency, two were classified as of moderate efficiency, and two reflected low efficiency. The higher the efficiency the greater the impact on livelihoods.
- Participation: intra-project relationships: those community projects that had progressive intra-group relations showed better signs of efficiency compared to those characterised by poor intra-group relations.
- Participation: stakeholder relationships: The greater the linkages and support from stakeholders such as the local municipality, the greater the productivity of the community project.
- Capacity development: The projects showed variegated signs of capacity development support. This was an area of challenge across most of the projects. The support provided by institutions such as Social Development was still inadequate.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The study dealt with a re-assessment of the philosophy and practice of community development in the Eastern Cape Province. The main aims of the study were to examine the role of community development in promoting improved household livelihoods and community economy. The most important aspect of the study was to examine the participatory role of community project members in the affairs of community development and social change in their communities.

5.2 CONCLUSIONS

The first chapter addressed the introduction and the general orientation of the study. It provided the scope of the study, reflected on the statement of the problem, objectives of the study, hypothesis, justification and the study delimitations.

The second chapter of the study outlined the literature review on community development. Community development, as outlined, is an actor-driven complementary process aimed at improving the basic needs of households, and the subsequent improvement of the community economy. Most important regarding community development thinking is the need to promote active participation of the communities in decision making and process mapping. This understanding finds expression in the legislative and policy documents guiding the processes of local government administration. The *White Paper on Local Government 1998* outlines that a local

government has to be developmentally oriented and allow space for active participation of the citizens in the affairs of their own transformation. The literature analysis discussed the origins, philosophy of community development and its relationship to

- the basic needs approach theory;
- legislative provisions in South Africa;
- poverty, rural and gender development; and
- child poverty.

The third chapter, elaborated on the research methodology of the study. This included the research design which was defined as an evaluative study. The chapter outlined the sampling methods, data collection techniques and ethical considerations.

Chapter four, perhaps the most critical chapter. presented the findings of the study. A total of 68 respondents were drawn from six identified community projects in three local municipalities. Three key issues are worth lifting out as outcomes of the findings:

- (i) *Participation:* The group dynamics reflected that there was greater internal participation within the project team processes. However, there was limited collective participation in the project integration mechanisms between the project team and authorities.

(ii) *Household livelihoods and community economy*: The community development projects showed that there was a possibility of *high efficiency*, resulting in progressive returns. However, due to various challenges, *medium efficiency* projects showed that remedying these would greatly improve the outputs. The *low efficiency* projects reflected were challenged by structural problems such as resource issues and management, coordination and group cohesion challenges.

Considering the above summary; the *hypothesis of the study* was proved correct, that efficiency of community development was high, when there were improved mechanisms of active participation within the project, and cross-sectionally with strategic stakeholders such as the local government.

The study exposed other realities that were related to the practice of community development. These are summarised as follows;

- Poor linkages between community development and local government processes within the community level;
- Resource support linkages were not adequate, suggesting poor alignment between institutional resource direction and community resource demands;
- Limited involvement of the youth in community development programmes due to the low returns and the general tediousness of the community development initiatives; and

- The resolution of community development challenges depended much more on internal group and management factors, than simply on outside support factors.

5.3 RECOMMENDATIONS

The study was a careful consideration of the study objectives and the realities on the ground and raised a set of recommendations for community development.

- *Collective participation:* The gap between community project leaders and authorities of local government such as ward councillors should be bridged through empowerment programmes promoting collective engagement. This includes improving the role of community forums that are transversal. These forums should include the community project members, other community-based organisations, and the political and administrative leadership representing the local councils. This is important for it will increase the social capital dimension of community development. Collective participation increases the scope for negotiation, mediation and lobbying for the resources and administrative support necessary for the success of community projects.

- *Capacity development:* The community development initiatives emerge from internal community needs such as to raise incomes, to diversify household livelihood and community economy. However, the challenge is that community projects have deficiencies in management and administration. There is a need

for coordinated comprehensive capacity development for community development projects. The capacity development should include improvement of technical knowledge of the core business of the project, people management, management of project books, and administration of project resources such as structures. The skills related to SMMEs should be part of the packages that are necessary to stimulate the projects towards improved efficiency.

- *Resource Support:* The community development project in one way or another, showed deficiencies in resources support such as electricity supply, generators, water supply and structures. We should consider that the environments in which these projects were located are under-developed due to apartheid policies. The support of the project with structural resources will improve the potential of the community project towards high efficiency.

- *Integration with Municipal Business:* There is a gap in terms of linkage between municipal processes and community development initiatives in the ward areas. That suggests that at the operational front there need to be monitoring mechanisms at the level of the local municipalities for the institutional support of community development projects.

REFERENCES

- Adato, M. 2004. Sense in Sociability? Social exclusion and persistent poverty in South Africa. Pretoria: Southern African Regional Poverty Reduction Network.
- ANCYL. 2008. Rural Development: A challenge for the ANCYL. Online <http://70.84.171.10/~etools/anc/youth/docs/21conf/discuss9.html>. Accessed 7.11.2008.
- Arko-Cobbah. L. 2002. The Citizen as a Consumer: Role in Policy Making. Journal of Public Administration. Vol. 37 no 1. pp 54-69.
- Aspen Institute. 2005. Building the wealth: A new asset-based approach to solving social and economic problems. Maryland: Non-Profit Research Fund.
- Bless, I. & Higson-Smith, C. 2000. Fundamentals of social research methods: An African perspective. Juta Education (Pty) Ltd: Landsdowne.
- Blumer, H. 1969. Critiques of research in the social sciences. N-J Transscation; New Brunswick.
- Bonny, I. & Dibua, J.I. 2003. 'Deconstructing Ujamaa: The Legacy of Julius Nyerere in the quest for social and economic development'. In African Journal for Political Science Vol 18 No.1, pp 59-83.
- Davids, I. 2005. Participatory development in South Africa: A development management perspective. Pretoria: Van Schaik.

- De Beer, F. & Swanepoel, H. 1998. Community development and beyond. Pretoria: Van Schaik.
- De Beer, F. & Swanepoel, H. 2002. Introduction to development studies. 2nd Edition. Cape Town: Oxford University Press.
- Development Bank of Southern Africa. 2004. Guidelines to regional socio-economic analysis. Online: www.dbsa.org/research/regionalanalysis/pdf. Accessed 5. 11.2007
- Department of Social Development. 2003. Strategy on population and development 2004-2009. Pretoria: Government Printer.
- Department of Social Development. 2004. Macro-social analysis: Eastern Cape perspective. Presented at the Eastern Cape Provincial Cabinet Joint Session in Mbizana. 14-15 August 2006.
- ECSECC. 2007. Amathole District Municipality: Socio-Economic Profile – Growth and Development Summit Report. ECSECC: Bhisho.
- Eastern Cape Socio-Economic Consultative Council. 2007. Alfred Nzo District: Socio Economic Profile. 2007. Growth and Development Summit Report. ECSECC: Bhisho.
- ECSECC. 2007. Chris Hani District Municipality: Socio-Economic Profile- Growth and Development Summit: ESSECC: Bhisho.
- ECSECC. 2007. Ukhahlamba District Municipality: Socio-Economic Profile – Growth and Development Summit Report. ECSECC: Bhisho.
- ECSECC. 2007. OR Tambo District Municipality: Socio-Economic Profile – Growth and Development Summit Report. ECSECC: Bhisho.

- Eastern Cape. 2004. Provincial Growth and Development Plan. Office of the Premier: Bisho.
- Fraser, H. 2005. Four different approaches to community participation. *Journal for Community Development*. Vol 40 No 3. July pp 286-300.
- Garkovich, L.E. 1989. Local governments and leadership: USA-Kentucky: Ames.
- Gilchrist, A. 2004. *The well-connected community: A networking approach to community development*. Bristol: Policy Press.
- Global Development Research Center. 2007. Community governance: Citizens' governing model. Online <http://www.gdrc.org/u-gov/community-and-governance.html>. Accessed 27/10/2007.
- Greater Letaba Municipality. 2007. Speech delivered at the official handover of CDWs to Greater Letaba Municipality. Online <http://www.greaterletaba.gov.za/speeches/cdw.asp>. Accessed 10.10.2007.
- Health Systems Trust. 2006. Health Statistics: Poverty Prevalence. Online www.hst.org.za/healthstats/146/data. Accessed 7.11.2004.
- Hofstee, E. 2000. *Constructing a good dissertation*. EPE. Johannesburg.
- International Bank of Reconstruction. 2000. Can Africa claim the 21st Century? Washington: World Bank.
- Kanya - Managing Rural Change. 2002. Report on South African Community-Based Planning Workshop Bloemfontein. October 2003. Online <http://unpan1.un.org/intradoc/groups/public/documents>. Accessed 10.10.2007
- Kerlinger, F. 1986. *Foundations of behavior research* (3rd ed.). New York: Holt.

- Kerzner, H. 2006. Project management: A systems approach to planning, scheduling and controlling. Ohio: John Wiley and Sons.
- King, C. 2006. Gender and rural community development: An analysis of the policy approaches to development. Online
www.regional.org.au/au/apen/. Accessed 10.10.2007.
- Kroukamp, H.J. 2002. Citizen participation in governance: Fact or fallacy? Journal of the Association of Southern African Schools and Departments of Public Administration and Management, vol 11(i) 39-62.
- Ledwith, M. 2006. Re-claiming the radical agenda: A critical approach to community development. Paper presented: Social and environmental justice for communities: The role of community development learning. FCDL Annual Conference & AGM. 23-24 May 2006, Palace Hotel, Torquay Online: <http://cc.mnscache.com/cache>. Assessed 2008/05/13.
- Lewis, J.P. 2001. Fundamentals of project management: Developing core competencies to help outperform the completion. New York: Amacom.
- Mackenzie, F. & Taylor, F. 1992. "Development from within? A struggle to survive". In F. Taylor & F. Mackenzie, (eds). *Development from within: Survival in rural Africa*. London: Routledge.
- Matumadi, S. 2002. Community/Ward-based planning. Paper presented Manguang Local Municipality, Bloemfotein. Tuesday, 29 October 2002.
- Manuel, T. 2004. Data for poverty measurement: Opening of the Joint National Treasury - World Bank Workshop 28/06/04. Pretoria: Southern African Regional Poverty Reduction Network.

- Meiring, H.M. 2001. Fundamental public administration: A perspective on development. Port Elizabeth: SPAM-UPE.
- Middley, J. 1986. Community participation, social development and the State. London: Methuen & Co.
- Monaheng, T. 2002. 'Community development and empowerment' in F. de Beer and H. Swanepoel (eds). Introduction to development studies. Cape Town: Oxford Press, Southern Africa.
- Mishali. 2002. Households Livelihoods Security in Kwa Zulu Natal. Netherland: Wageningen University.
- Narayan, D. 2000. Can anyone hear us: Voices of the poor. Washington: World Bank.
- Ndangwa, N. 2006. Civil Society and Poverty Reduction in South Africa. Pretoria: Southern African Regional Poverty Reduction Network
- Nelson Mandela Metro Municipality. 2002. Youth Development Policy. Port Elizabeth: Nelson Mandela Metro Politian University.
- Open Plans. 2007. Campaign for Community-Based Planning: Community Based Planning. Online.
- Office of the Premier. 2004. The Provincial Growth and Development Plan. EC: Government Printers
- Palmer, P.N. 2004. Modelling Stakeholder Engagement – Public Sector Perspectives. Journal of Public Administration Vol 39. No 3,pp 365-381.
- Pilisuk, M. & Parks, S.H. 1986. The Healing Web: Social networks and human survival. Hanover: University Press of New England.

- Plant, R. 1974. Community and Ideology: An essay in applied social anthropology. London: Routledge & Kegan Paul.
- Robb, M. 1999. Can the poor influence policy? Washington: World Bank.
- RSA. 1996. *Constitution of 1996*. Pretoria: Government Printer.
- RSA. 2000. *Municipal Systems Act of 2000*. Pretoria: Government Printer
- RSA. 1998. *Local Government White Paper, 1998*. Pretoria: Government Printer
- RSA. 1994. *Reconstruction and Development Programme White Paper*. Pretoria: Government Printer
- RSA. 2003. State of the Nation Address 2003, Thabo Mbeki House of Parliament. Online <http://www.info.gov.za/speeches/2003>. Accessed 10.10.2007
- Sarantakos, S. 2005. Social Research 3rd Edition. Palgrave-Macmillan.London.
- Sen, A. 1999. Development as Freedom. UK: Oxford University Press.
- Smith, J.K. 1990 'Alternative Research Paradigms and the Problem of Criteria' in E. Guba (ed), The Paradigm Dialogue. Sage: Newbury Park.
- South Africa Child Gauge. 2006. Income poverty in South Africa. Online www.ci.org.za/depts/ci/gauge2006_incomepoverty.pdf Accessed 7.11.04.
- Statistics South Africa. 2006. General Household Survey 2005. Pretoria: Statistics South Africa.
- Swanepoel, H. (2002) Community Development: Putting people first. Lansdowne:Juta.
- Webcenter for Social Research. 2008. Non-Probability Sampling. Online: <http://www.socialresearchmethods.net/kb/sampnon.htm>. Accessed 2009/08/12

- Taylor, G.J. 1994. *Community Participation in Development Projects: A Sociological Study*. Unpublished Magister Artium thesis, University of Port Elizabeth, Port Elizabeth.
- Theron, F. 2005. Trends in micro-level development. In I. Davids, F. Theron and J. Mapunye (eds) *Participatory Development in South Africa: A Development Management Perspective*. Pretoria: Van Schaik.
- Theron, F. 2005. Public participation a macro-level development. In Davids, F. Theron and J. Mapunye (eds) *Participatory Development in South Africa: A Development Management Perspective*. Pretoria: Van Schaik.
- Theron, F. 2005. Guidelines for writing scientific research documents and using basic social research methodology. In I. Davids, F. Theron and J. Mapunye (eds) *Participatory Development in South Africa: A Development Management Perspective*. Pretoria: Van Schaik.
- Theron, F. 2005. Integrated development planning as a micro-level development planning. In I. Davids et al (eds) *Participatory Development in South Africa: A Development Management Perspective*. Pretoria: Van Schaik.
- The Global Development Research Center. 2007. Urban Governance. Online <http://www.gdrc.org/spheres/community.html>. Accessed 29.09.2008.
- Todaro. 2008. *Development Economics*. Canada: Addison-Wesley
- Tshuma, L. 1997. *A matter of injustice: Law and State in Zimbabwe*. Harare: Sapes Books.
- United Nations. 2005. *The Social Summit 10 Years Later*. United Nations Department of Social and Economic Affairs: Washington
-

United Nations Development Programme. 2003. South African Human Development Report. Washington: UNDP.

Wikipedia, The Free Encyclopedia. 2007. Ujamaa.

Online. www.wikipedia.org/wiki/ujamaa_tanzania. Accessed 2007/09/01

Wikipedia, The Free Encyclopedia. 2008. Economic Development. Online. www.wikipedia.org/wiki/economic_development. Accessed 2008/06/20.

Wikipedia, The Free Encyclopedia. 2007. Consensus Decision-Making.

Online. www.wikipedia.org/wiki/consensusdecision-making. Accessed 2008.10.10

Wikipedia, The Free Encyclopedia. 2007. Asset-Based Community Development.

Online: www.wikipedia.org/wiki/asset-basedcommunitydevelopment.

Accessed 2007.10.12

APPENDIX 1
ASSESSMENT TOOL FOR THE COMMUNITY PARTICIPANTS
UNIVERSITY OF FORT HARE
SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT

Assessment of Community Development

- Social Information
- Household and Community improvement
- Participation and Consultation
- Capacity Building and Support
- General Community Project Challenges

INTRODUCTORY INFORMATION

1.	Name of Municipality	
2.	Name of Ward	
4.	Location	Rural Urban

What is your view of unemployment in your ward?

- 1. Low
- 2. Moderate
- 3. High

1.	2	3	
----	---	---	--

What is your view of poverty in the ward?

- 1. Low
- 2. Moderate
- 3. High

1.	2	3	
----	---	---	--

Details of the Project:

1.	Number of Beneficiaries	Male	
		Female	
2.	Period of Implementation		

SOCIAL INFORMATION

1. Age

Below 20	20-30	31-50	51 +

2. Gender

Male

Female

Household and Community Improvement

1. What motivated you to be in the project?

(a) Employment

(b) Income

(c) Food security

2. Are these priority needs met?

(a) Yes

(b) No

3. Has the project impacted on the community? Explain

4. How many people benefit from the project?

5. What is the outcome of / profit from the project?

6. Has the project improved self-sufficiency in the household and community?
Explain further.

Participation, Consultation and Decision Making, Project Support

1. As project team members, how do you rate your project team working relations?
a) Excellent
b) Generally good
c) poor

2. Does the community project team have an active leadership with good working relations with the project participants?
a) YES
b) NO

3. As a project team member, explain the role you play in the project.

4. Has the local municipality supported the project?
(a) Yes
(b) No

5. Explain the relationship between the councillors, community development workers (as representatives of the Local Municipality) in community project.

6. In your own words, what do you think is the role of Local Government (municipality) in your community project?

7. What is the relationship with other government departments in supporting the project?

Capacity Building and Support

1. Are the financial resources adequate for the project?

(a) Yes

(b) No

2. Has the project been exposed to training and capacity building on work related to the community project?

3. In your view, what are the benefits of capacity building to the project?

Challenges of the Community Project

1. Explain the challenges that the community project faces?

2. How is the project team addressing these challenges?

3. Is the project team winning in addressing these challenges?

a) YES

b) NO

4.

APPENDIX 2

OPEN-ENDED QUESTIONS FOR THE FOCUS GROUP DISCUSSIONS UNIVERSITY OF FORT HARE SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT

GROUP ASSESSMENT ON

- Household and community improvement
 - Participation
 - Capacity building
 - Challenges of the community project
-

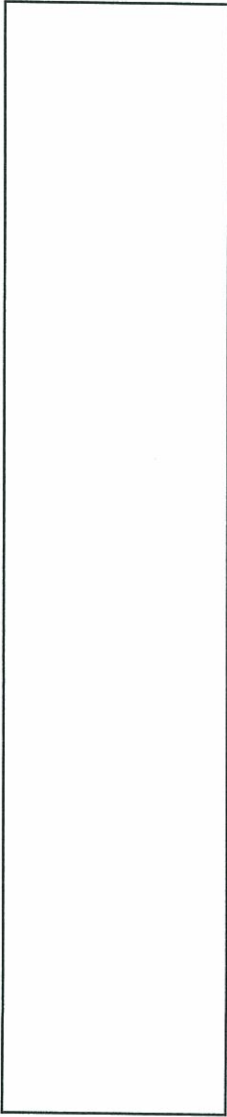
1. Discuss the impact of the community project on household income.

2. Outline the impact of the project on the community.

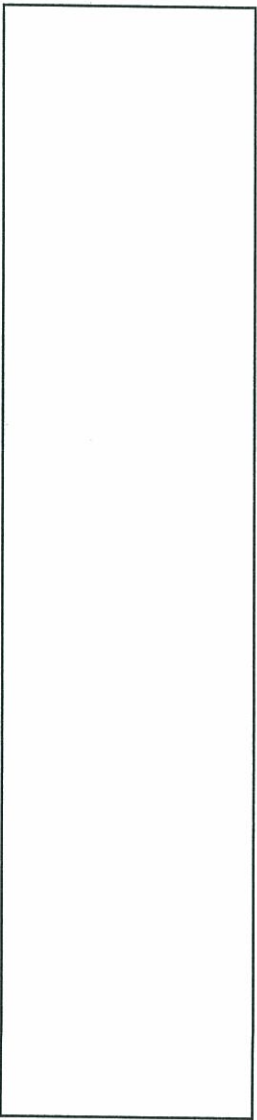
3. Discuss the relations among the project team members.

4. What is the role played by the municipality in assisting the project?

5. Do the project members have the skills to run the project?



6. Discuss the key challenges of your project.



**DR LARAINNE C O'CONNELL
LANGUAGE PRACTITIONER**

**TEL: 015-3072088
CELL: 083 2289 801
FAX: 015-3072088
E-MAIL: laraine@lantic.net**

**PO BOX 4166
0850 TZANEEN
07 August 2009**

TO WHOM IT MAY CONCERN

I, DR LARAINNE C O'CONNELL, hereby declare that I am an editor/translator and a registered member of SATI (South African Translators' Institute), Registration number 1001497.

I further declare that I have edited the following dissertation

**COMMUNITY DEVELOPMENT AND LOCAL PARTICIPATION IN THE
EASTERN CAPE LOCAL GOVERNMENT**

by **Ms ZOLEKA M C MTEETO**

**A MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE MASTERS' DEGREE IN PUBLIC
ADMINISTRATION IN THE FACULTY OF MANAGEMENT AND COMMERCE,
SPMD, DEPARTMENT OF PUBLIC ADMINISTRATION**

SUPERVISOR: PROF. M. KHANYANE

**DR LC O'CONNELL
07 AUGUST 2009**