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THE IMPACT OF COMMUNITY DEVELOPMENT WORKER PROGRAMME ON POVERTY ALLEVIATION: A CASE STUDY OF EDEN DISTRICT MUNICIPALITY, WESTERN CAPE PROVINCE OF SOUTH AFRICA

By

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DECLARATION

I, the undersigned, MULWAYINI MUNDAU (Student Number: 200706137), hereby declare that the work contained in this PhD thesis is my own work, except where due acknowledgement is in the references. This thesis has not been previously submitted to any university or institution of higher learning for any qualification or certificate.

Signed: M. MUNDAU

Date: 12/02/2015

DEDICATION

I hereby dedicate this work to my mother, Elizabeth, and my father, Fidelis; they have provided me with unwavering support and made an immeasurable contribution to my life. May God bless them.

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ABSTRACT

Although the post-apartheid South African government has instituted a great many developmentally-oriented pieces of legislation and policies, such as the Community Development Workers' Programme (CDWP), in a bid to reverse the injustices of the past and to combat the alarming levels of poverty which still prevail in the country, the local government sector still faces great obstacles, particularly in the rural areas, where service delivery is generally reported to be slow. Their failure to overcome the endemic levels of poverty in South Africa raises serious questions regarding whether the programmes are capable of fulfilling the requirements of their original mandate.

This research sought to provide an assessment of the impact of the CDWP on the alleviation of poverty as one of its principal focuses. The study made use of a mixed methods approach, as both qualitative and quantitative methods were employed to develop a case study design in order to conduct research in the Eden District Municipality. Two hundred and fifty questionnaires were distributed to the beneficiaries of the programme to obtain the quantitative data, and thirty-seven in-depth interviews were conducted with CDWP personnel, government officials and local community leaders. The participatory community development theoretical framework was adopted in this study, owing to the emphasis which it places on achieving equal opportunities, accessibility, participation in democratic processes and sustainable economic and social change.

The major findings of the study highlight the important role played by the CDWP in the linking of citizens to social grants, thereby making a positive contribution towards poverty alleviation. However, it also highlighted the ineffectiveness of the programme

in its endeavours to encourage the development of food gardens and to give support to initiatives which support the war on poverty, as a result of poor collaboration with key government sectors. The CDWP services have also been politicised, and there has been found to be a lack of technical and financial support of the programmes which are aimed at supporting the cause of poverty alleviation. These factors have constituted setbacks to the full realisation of the CDWP's goals in the domain of poverty alleviation.

Accordingly, there is a great need for a clear policy framework to guide the practice of community development and to ensure the alignment of community development services across sectoral levels. Among the recommendations to be made in the light of this would be the attainment of professional standards in community development, greater financial support, improved collaboration with other government departments and the depoliticising of the programme to ensure that it is able to provide effective support to all.

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LIST OF ABBREVIATIONS AND ACRONYMS

ANC	African National Congress
CDG	Care Dependency Grant
CDWs	Community Development Workers
CDWP	Community Development Workers' Programme
CSG	Child Support Grant
DBE	Department of Basic Education
DG	Disability Grant
DPSA	Department of Public Service and Administration
DSD	Department of Social Development
EC	Eastern Cape
ECD	Early Childhood Development
FAO	Food and Agriculture Organisation
FCG	Foster Care Grant
FS	Free State
GDP	Gross Domestic Product
GIA	Grant-in Aid
GP	Gauteng Province
HSRC	Human Science Research Council
KZN	KwaZulu Natal
LGSETA	Local Government Sector Education and Training Authority
LP	Limpopo
MDGs	Millenrium Development Goals
MP	Mpumalanga
NC	Northern Cape

NW	North West
OAG	Old Age Grant
RAF	Road Accident Fund
SASSA	South African Social Security Agency
UIF	Unemployment Insurance Fund
UNICEF	United Nations Children's Education Fund
WC	Western Cape
WVG	War Veterans' Grants

CHAPTER ONE

GENERAL OVERVIEW OF THE STUDY

1.1. Introduction

This chapter gives a general overview of the study by examining the background information, the research problem, and the aims and objectives of the study. It also examines the research questions and assesses the importance and significance of the study in order to articulate the need for an assessment of the impact of the Community Development Workers' Programme (CDWP) on poverty alleviation. It goes on to explain the key terms which are used in the study and how the study has been structured to comprise the various chapters. The main purpose of the chapter is to provide a general overview of the study and the relevant background to its stated purpose of making an assessment of the impact of the CDWP in its endeavour to make a significant contribution to the alleviation of poverty.

1.2. Background information

The history of South Africa during the apartheid period before the advent of democracy in 1994 was characterised by grave social injustices imposed by the white minority government. The social welfare system was conservative, residual and divisionary in nature, ranking people according to race, with the whites being the most privileged race and the blacks being the least (Patel, Selipsky & Nicholas, 2010). According to Luka and Maistry (2012), South Africa's main community development challenge is to overcome the legacy of colonialism and apartheid,

which was characterised mainly by racially segregated settlement patterns and a grossly unequal distribution of resources. This has left vast pockets of previously disadvantaged racial groups living in underdeveloped communities, creating a vast array of socio-economic problems and inequalities for the post-apartheid government to redress.

The post-apartheid government has introduced a wide-ranging number of developmentally-oriented pieces of legislation and policies in a bid to reverse these injustices and deal with the alarming levels of poverty which continue to prevail in South Africa (Republic of South Africa, 1997). Though steady progress has been made, the local government sector continues to face great obstacles, particularly in the rural areas, where service delivery has been reported to be slow. This state of affairs has resulted in a need to overhaul the service delivery system being identified (Raga, Taylor & Gogi, 2012), in order to deal effectively with the realities to be encountered in these areas.

The snail's pace of service delivery, particularly among the rural population, prompted President Thabo Mbeki in his 2003 State of the Nation address to highlight the need to give priority to overcoming these grave problems. He proposed the creation of a public service echelon of multi-skilled community development workers (CDWs), who would maintain direct contact with the people in the areas in which they live. The overall goal of this echelon was to ensure that the government deals directly with the people, thereby significantly improving the results of public expenditure which is intended to raise the standards of living of the people of South Africa (Republic of South Africa, 2003).

The recommendations made by Thabo Mbeki in the State of the Nation speech resulted in the establishment of the Community Development Workers' Programme (CDWP). Community Development Workers (CDWs) are community-based personnel, who are mandated to collaborate with prominent members of communities, to help fellow community members to obtain information and resources from service providers in order to learn, progressively, how to meet their needs, attain their goals and ensure that their well-being is maintained (Republic of South Africa, 2003). Their purpose is to work with government departments and other stakeholders to link the government to communities and strengthen the integration and coordination of the services provided by the government and the access to these services enjoyed by communities (Department of Public Service and Administration (DPSA), 2013).

The programme's main objective is to improve service delivery to the people, facilitate community development and work jointly towards sustainable economic and social upliftment. The CDWP's focus is on poverty alleviation, local economic development, deepening democracy, planning and development and support for the youth (DPSA, 2013).There are still many South Africans who are suffering from the effects of either relative or absolute poverty; freedom from poverty is one of the most fundamental freedoms to which people are entitled, but many of them in South Africa are living a sub-optimal existence (Yacoob, 2013). The universal importance accorded to the right to freedom from poverty has resulted in several global initiatives aimed at poverty eradication being launched, such as the Millennium Development Goals (MDGs), which aim to achieve a significant degree of poverty alleviation by the year 2015.

South Africa has done a great deal to meet the Millennium Development Goals, and is particularly committed to the first goal of poverty alleviation, but a great deal still needs to be done if this goal is to be attained. President Jacob Zuma acknowledged this in the speech which he made at the 68th Session of the United Nations General Assembly in New York in 2013, in which he maintained that South Africa had made significant progress towards achieving the MDGs, as by "reducing by half the number of people earning less than a dollar a day has been achieved, while the share of those experiencing hunger has also been halved". However, the latest report concerning the Millennium Development Goals report released by Statistics South Africa (2013:1) tells a different story. In the foreword accompanying this report, the Minister of National Planning in the presidency, Trevor Manuel, acknowledges that "as this report so vividly illustrates, there are still so many challenges in our endeavour to ensure that we achieve the MDGs". President Zuma shares these sentiments in the same report (2013:2) by noting:

> and whilst there still seems to be so much doom and gloom, statistics indicate that as far as poverty is concerned we have made a lot of progress, and yet I am so acutely aware that the levels of poverty among vulnerable groups, such as children and women, still remain a major challenge.

The failure to achieve total emancipation from poverty for all South Africans through the MDGs has led to the crafting of the Vision 2030 outlined by the Department of National Planning, which is geared towards addressing the continuing imbalances in South African society and the persistence of unemployment, inequality and poverty. The CDWP was conceived as a conduit

between the government and the general population to disseminate information concerning the services provided by the government to alleviate poverty, among other socio-economic goals.

Social work, in its capacity as a profession which is concerned with the practical application of the social sciences, particularly in its social work research, has always concerned itself with the verification and the assessment of the impact of its interventions, but formal systematic impact studies in practice have tended to lag behind (Matube, 2005). This research seeks to conduct an assessment of the impact of the CDW programme in the fulfilment of its mandate to bridge a gap which has been identified in service delivery, with the alleviation of poverty being one of its principal priorities. The aspects to be assessed within the ambit of poverty alleviation include social protection, food security, and support for programmes aimed at eradicating poverty.

1.3. Problem statement

The poverty levels in South Africa appear to be rising continually, despite the many policies which have been formulated to combat the multifaceted nature of poverty in South Africa. According to former president Thabo Mbeki (2004):

> "Endemic and widespread poverty continues to disfigure the face of our country. It will always be impossible for us to say that we have fully restored the dignity of all our people, as long as this situation persists: for this reason the struggle to eradicate poverty has been,

and will continue to be, a cornerstone of the national effort to build a new South Africa."

While the advent of democracy ensured political rights to all South Africans for the first time in the country's history, the challenge to make these rights meaningful by emancipating the previously disadvantaged majority from the bondage of poverty continues to compromise the changes brought by democracy. The words of Thabo Mbeki serve both to assess the crisis as it was then and, unfortunately, to express eloquently the degree of poverty in which a great many South Africans are still trapped. In his speech commemorating the Centenary of the African National Congress (ANC) in 2012, President Jacob Zuma admitted that "principally, Africans, women and youth, continue to carry a disproportionate burden of the challenges". He went on to pledge that "over the next decade, both the ANC and all organs of state shall pay single-minded and undivided attention, in order to overcome these triple challenges". For President Zuma, confronting this triple challenge entails giving attention to unemployment, poverty and inequality for the betterment of all South Africans and the entire African continent.

According to Statistics South Africa (2014), South Africa has gross inequalities, with the figures supporting this assessment remaining constant between 2006 and 2011, and the bottom 20% of the population accounting for 4,3 % of the national consumption, compared with 61.3% in the case of the top 20% bracket. These figures indicate, quite clearly, that only a small minority is enjoying a high standard of living, while poverty continues to afflict the lives of the majority. The Millennium Development Goals are due to expire in 2015, with a great deal still needing to be done in South Africa in the domains of poverty alleviation and the addressing of

inequalities. As has been noted, the recognition of this state of affairs has informed the crafting of the Vision 2030, to take over from the MDGs, in an endeavour to remedy the alarming levels of poverty which prevail in South Africa.

The most recent available statistics from 2014 indicate that the country has performed fairly well in its endeavour to alleviate poverty, but that there is still a great deal of work to be done in order to eliminate the challenges posed by poverty, unemployment and inequality. President Jacob Zuma, quoted in the MDG Country Report (2013:2), conceded that "notwithstanding these achievements, the Republic of South Africa has experienced uneven development since the year 2000, and there are some areas that show that more hard work and dedication remain necessary". The rampant service delivery protests are a sign of the poverty-stricken and unemployed sections of the population, who are the victims of poor service delivery, raising their voices and taking to the streets in order to be heard by their political masters.

Although the government introduced the CDWP with the principal aim of alleviating poverty, its failure to make any significant impression on the endemic levels of poverty in South Africa raises serious questions regarding whether or not the programme is still living up to its mandate. Accordingly, an empirical investigation is needed in order to determine the effectiveness of the programme as a means of combating poverty in real and measurable terms, which is the brief of this research.

1.4. Aim and objectives of the research

The aim of the study was to establish the impact of the Community Development Workers' Programme (CDWP) on poverty alleviation, with the following specific objectives:

- To examine the impact of the social grants provided under the auspices of the CDWP on poverty alleviation.
- To examine the extent to which the CDWP has linked citizens to food security at the household level.
- To examine the extent to which the CDWP has supported the initiatives of the War on Poverty Programme.

1.5. Research questions

The study was guided by the following research questions:

- What is the impact of the CDWP in the facilitating of applications for social grants?
- How has the CDWP managed to link citizens with government programmes focusing on food security projects at the household level?
- What is the extent and impact of the CDWP's support of the initiatives of the War on Poverty Programme?

1.6. Definitions of key concepts

This section of the chapter seeks to provide operational definitions of the key concepts which are used throughout the research process, in order to render the

objectives and the research questions intelligible. The concepts to be defined for the purposes of this research are poverty alleviation, community development and Community Development Workers (CDWs).

1.6.1. Poverty alleviation

The concept "poverty alleviation" is the product of two conjoined words, namely "poverty" and "alleviation". Although the definition of the concept depends upon the definitions of its 2 constituent terms, it is multidimensional, in that its definition will vary according to the types of criteria in terms of which poverty alleviation is being assessed, be they monetary or in terms of capability, social exclusion and participation and so on. According to Laderchi, Saith & Stewart (2003), a clear and transparent working definition of poverty alleviation would make it an essential prerequisite of any development policy which places the reduction of poverty at its centre. The operational definition of poverty alleviation in this research is not guided by monetary value or the definitions adopted by pro-poor approaches, but is rather implied by any substantial reduction of any of the negative aspects of poverty, and is categorically not the same as poverty eradication. This definition accords with the Millennium Development Goals (MDGs) of the United Nations, which were adopted unanimously in September of 2000 and which have helped both the development community and the developing countries to focus their efforts by providing quantifiable and measurable targets (Greenberg, 2005).

1.6.2. Community development

There are many definitions of the concept "community development", with the precise definition usually depending upon the specific focus of the discipline employing it. The New Dictionary of Social Work (1995:12) defines community development as a process whereby people are enabled to mobilise and manage forces and resources in a community by creating opportunities for democratic decision-making, active participation and co-operation, self-help, the development of leadership and utilisation of opportunities to promote the intrinsic potential and forces in the community as a whole.

According to the Community Development Foundation (CDF) (UK) (undated), a community development process is a structured intervention which gives communities greater control over the conditions which affect their lives. While it may not solve all the problems faced by a local community, it does build up the confidence to tackle problems as effectively as any local action can. It is important to note that community development is facilitated at the level of local groups and organisations rather than among individuals or families. According to the CDF, community development needs to function in 2 specific domains: not only in accordance with how a community functions at its most fundamental levels, but it also needs to monitor how responsive key institutions are to the needs of local communities, a function for which the CDWP is responsible. This is the operational definition of community development which has been adopted throughout the study in its endeavour to assess the impact of the Community Development Workers' Programme (CDWP) on poverty alleviation.

1.6.3. Community Development Workers (CDWs)

The Department of Public Service and Administration defines Community Development Workers (CDWs) as civil servants with particularly close links to local communities. Their main role is to work with government departments in order to help bridge the gap between the government and communities, in order to improve the access which communities have to government services and to strengthen integration and coordination among the various government line services (Raga et al., 2012). They are touted as being the "foot soldiers" in the drive towards the alleviation of poverty. This definition of Community Development Workers has been adopted as the operational one for the purposes of this study.

1.7. Significance of the study

The chief significance of this study must inevitably lie in its empirical assessment of the effectiveness of the CDWP in its endeavour to contribute to the alleviation of poverty, which is one of the most serious challenges facing both the country and the continent as a whole. The study should also be significant for its identification of the lack of factual knowledge concerning the impact of the CDWP on poverty alleviation which had existed before it was conducted, as it focuses specifically on one of the most crucial concerns of the programme, namely, the alleviation of poverty, which is Goal Number One of the Millennium Development Goals and is either directly linked to or else affects almost all of the other goals. As other studies have been more generalised in that they have tended to focus on the programme as a whole, this study should make a valuable contribution to the available literature as a result of its specific focus, and it should also assist policy makers to formulate

effective policies by identifying the present strengths and limitations of the programme as a means of promoting the alleviation of poverty through community development. The province of the Western Cape provides an excellent opportunity for the assessment of the programme, owing to the very high level of implementation compared with other provinces. The study aims to provide an accurate and realistic appraisal of the programme and to make recommendations for its effective implementation for the alleviation of poverty on the basis of its findings, thereby adding to the body of available knowledge and becoming relevant to the concerns of community development practitioners.

1.8. Chapter structure

This thesis comprises 8 chapters which investigate the various aspects of the Community Development Workers' Programme (CDWP) in an endeavour to provide a comprehensive assessment of its impact on poverty alleviation as one of its key focus areas. The structure of the chapters of the report is organised as follows:

Chapter One: General overview of the study.

The general overview of the study starts by providing an introduction to the study, highlights the research problem and its research questions, details the aim and objectives of the research, discusses the significance of the study and concludes by providing a summary of the contents of the remaining chapters.

Chapter Two: Theoretical Framework for the study

This chapter provides an overview of the various academic perspectives concerning community development, the theoretical framework of the study and an elucidation of

how its implementation can have a direct and positive impact on poverty alleviation, laying the foundations for the assessment of the CDWP in its endeavour to contribute significantly to the alleviation of poverty.

Chapter Three: Literature review

The chapter begins with a discussion of the historical development of the programme, highlighting its mandate, the context within which Community Development Workers operate, the focus of the programme, how its initiatives are coordinated, the location in which it is being implemented, the legal framework and the highlights of its achievements since its conception.

The chapter proceeds with a discussion of social security in the South African context, and details the various grant systems which are being implemented. It also discusses food security in terms of the government programmes which focus on it and food gardens as a means of contributing to the alleviation of poverty.

The final component of the chapter discusses food security in South Africa in terms of the support which is given to the initiatives of the War on Poverty Programme, with a particular focus on access to food by all members of households at all times, in order to lead active and healthy lives. The chapter concludes with a discussion of the implementation of the initiatives of the War on Poverty Programme made by the War on Poverty Task Force under the auspices of the Office of the Presidency.

Chapter Four: Research methodology.

This chapter outlines the research design and the methodology employed in the research. It details the research population, the research sample and sampling techniques, the methods used to collect the research data and the techniques used to analyse it. The chapter also includes a pilot study which was conducted in order to test the ability of the tools which were used to collect the research data to yield valid and reliable results.

Chapter Five: Biographical information provided by respondents.

This section of the study presents the biographical information provided by the respondents and participants in the questionnaires and in the interviews.

Chapter Six: Presentation of findings and discussion of the impact of social grants on poverty alleviation

This chapter provides a presentation, an analysis and a discussion of the findings concerning the impact of social grants on poverty alleviation under the auspices of the CDWP. It endeavours to establish whether the facilitating of applications for social grants has made a positive impact on the alleviation of poverty.

Chapter Seven: **Presentation of findings and discussions of the linking citizens to food security projects at the household level**

This chapter provides a broad overview of how the CDWP has managed to link citizens with government programmes which focus on food security projects at the household level. This is done by providing a presentation, an analysis and a discussion of the findings regarding the extent to which citizens have been linked to food security projects at the household level.

Chapter Eight: Presentation of findings and discussions of the Support given by the Community Development Workers' Programme to the Initiatives of the War on Poverty Programme.

This chapter comprises a presentation of the findings, an analysis of the data collected and a discussion of the findings concerning the extent to which the CDWP supports the initiatives of the War on Poverty Programme, by means of profiling households and monitoring interventions in order to establish impact of the support given to the programme by the CDWP on poverty alleviation.

Chapter Nine: Summary of findings, conclusions and recommendations.

This study provides a summary of the findings, a discussion of the conclusions emanating from them, followed by recommendations made on the basis of these conclusions concerning the practice of initiating programmes aimed at poverty alleviation and the management of specific programmes, before offering suggestions for future studies.

1.9. Conclusion

The first chapter sought to provide the background to the study, a clearly outlined research aim and set of objectives and a discussion of the research problem and the research questions. The nature of the research problem pointed to the need for an empirical investigation into the specific impact being made by the CDWP on poverty alleviation, owing to the continued existence of widespread extreme poverty, despite the introduction of interventions aimed at alleviating poverty. The significance of the study in its endeavour to provide quantifiable factual data in order to assess the impact which the CDWP has had on alleviating poverty has been highlighted. The chapter has also provided operational definitions of the key concepts employed

in the study. It closes by providing an outline of the structuring of the individual chapters which the study comprises. The following chapter will be devoted to a review of the literature which is relevant to the domain of the study, with a specific focus on the Community Development Workers' Programme (CDWP), explaining its historical origins, its mandate and its focus, and on the social security system of South Africa as a whole. It also examines the issue of food security in the South African context and concludes with a discussion of the initiatives which have been made in the course of implementing the War on Poverty Programme in South Africa.

CHAPTER TWO

THEORETICAL FRAMEWORK FOR THE STUDY

2.1. Introduction

This chapter provides an overview of the various perspectives pertaining to community development in the domain of poverty alleviation by highlighting the theoretical framework employed in the study and surveying various local and global approaches to community development. It also details the obstacles encountered by community development initiatives and endeavours to show how their implementation can have a direct positive impact on poverty alleviation, ultimately focusing on the role played by the CDWP in the alleviation of poverty by facilitating applications for social grants and indigent grants, on how the CDWP has managed to link citizens with government programmes focusing on food security and food gardens and on the support which it has given to the initiatives of the War on Poverty Programme.

2.2. Theoretical framework

The theoretical framework of a research project concerns the philosophical basis underpinning the conducting of the research, and forms the link between the theoretical aspects of what is being researched and its practical components. According to Bless and Higson-Smith (1995, 23), cited by Terre'Blanche, Durrheim, & Painter (2006), a theoretical framework serves as a means of orientation for the gathering of facts, since it specifies the types of facts to be systematically observed.

This section of the study highlights the theoretical approach which informs the study. This study has adopted the community development approach as the basis on which a critical assessment of the impact made by the Community Development Workers' Programme (CDWP) on poverty alleviation, with a specific focus on social security, food security and support given to the initiatives of the War on Poverty Programme.

2.2.1. Approaches to community development

There are many approaches to community development, from traditional approaches which focused on providing technical solutions to trickle-down approaches or those which involved changes in policy (Salvestrin, 2006), while modern approaches tend to seek alternative means of achieving development. Dinbabo (2003) acknowledges that although a diversity of theoretical and empirical traditions has converged in the field of approaches to development since the 1950s to produce a rich analytical vocabulary, it has also resulted in conceptual confusion, with the traditional developmental theories pertaining to community development including the modernisation, Marxist and dependency theories. It is against this background of competing theoretical perspectives that the participatory developmental approach to community development will be examined for its specific relevance to the research questions of this study.

There are many approaches to community development which the South African government has adopted since the advent of democracy in 1994 in an endeavour to improve the livelihoods of its citizens and to reverse the socio-economic imbalances imposed by the apartheid government (Davids, 2011, cited by Luka & Maistry, 2012). Among these approaches are those which employ the income perspective, the basic

needs perspective, the social exclusion perspective and the sustainable livelihood perspective.

2.2.1.1. The modernisation developmental approach

The modernisation theorists perceive the first world industrial countries to be modern and the third world countries to be traditional. For Evans and Stephenes (1998), cited by Joshi (2005), development is possible only when "primitive" values and norms are replaced with modern ones. The theoretical approach essentially entails the belief that for development to take place in the developing countries, these countries should adopt the Western European experience of development, which took place in stages over a considerable number of years. This may directly imply that rural areas would need to emulate the processes of development in the cities for development to take place, a notion which is articulated by the centre and periphery concept. According to Joshi (2005), the modernisation approach conceives 'development' solely in terms of economic growth, with industrialisation providing the means of catching up with the West and attaining standards almost exclusively set by Western institutions for the developing countries to attain the status of becoming developed. According to Rostow's stages of development, a society needs to progress from being traditional through the stages of fulfilling the preconditions for take-off, take-off, the drive to maturity and ultimately mass-consumption.

The approach has been criticised for failing to distinguish properly among the essential attributes of the various different societies and for seriously undermining the structures of a global economy. According to Joshi (2005), the approach fails to consider what would happen if the 'airplanes' fail to 'take off', or if the ones already

flying start to slow down or to lose the power needed to keep them airborne. This implies that the economies of the More Economically Developed Countries or MEDCs need to continue to grow if they are to keep afloat and if they are to 'assist' the developing countries. According to Armer and Katsillis (2001), the many critiques of modernisation theory and the emergence of competing theories of development have resulted in support for modernisation theory being eroded since its heyday in the 1960s. Among the newer theories are the dependency, world systems, and neo-Marxist theories, all of which criticise the ethnocentricity of the concept of modernisation and its bias in favour of dominant capitalist interests at the expense of the Less Economically Developed Countries or LEDCs.

2.2.1.2. The dependency developmental approach

The Marxist theory of community development stresses that the countries which are more developed industrially serve only to show the less developed countries an image of their own future (Dinbabo, 2003). The dependency approach to development is heavily influenced by Marxist beliefs and emerged during the late 1950s, premised on the assumption that economic growth in the advanced industrialised countries did not necessarily lead to similar growth in the poorer countries, but often led to serious economic problems in those countries (Ferraro, 1996). The theory explains the underdevelopment of the LEDCs as a result of outside political and economic influence. The interdependency of the developed and less developed economies will inevitably result in contrasting forms of dominance and dependence, and dependent nations may either develop as a reflection of the expansion of the dominant nations or remain underdeveloped as a consequence of their subjugation by developed countries (Chilcote, 1974). Chilcote cites the work of

Andre Gunder Frank, who maintained that it is capitalism, in both the global and the national spheres, which produced underdevelopment in the past and which still generates underdevelopment in the present (Chilcote, 1974:8) in his analysis of the metropolis-satellite structure of the capitalist system. This approach incorporates the concept of the centre and periphery, with the LEDCs being the periphery and the MEDCs the core.

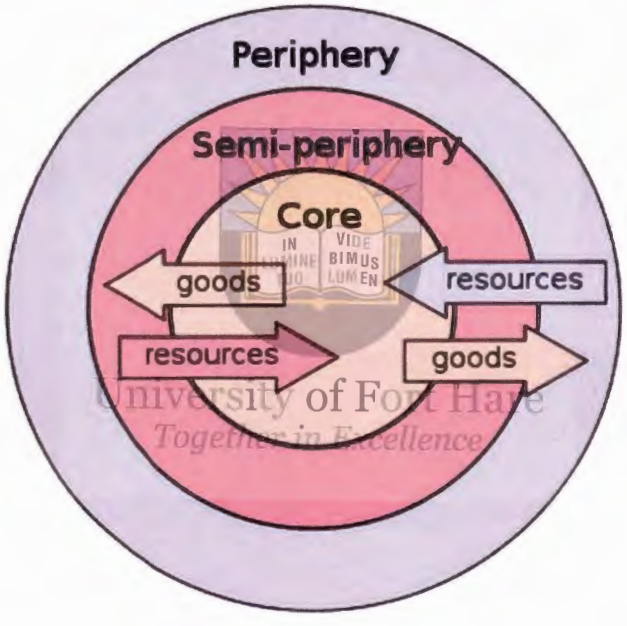


Figure 2.1: Centre-periphery concept

This theoretical approach stresses that the cause of the low levels of development among the LEDCs is their reliance and dependence on the MEDCs, who constitute the core depicted in Figure 2.1. This approach urges the poorer countries to avoid undermining their economies by importing manufactured products from the proceeds of their exports to richer countries by embarking on programmes of import substitution, in order to remove the need to purchase manufactured products from richer countries.

Criticisms levelled at the approach include that it is insensitive to variations within the LEDCs, as the experiences of trading with the richer countries may vary from country to country among the LEDCs. The approach also does not delineate the various degrees of dependency, tending to treat dependency as a black and white issue, which could be regarded as an unrealistic appraisal, and it seems to belittle the real achievements of the third world. According to Leys (2002), the social, economic and political conditions prevailing throughout the LEDCs are no longer caused by the persistence of an 'original', 'undeveloped' or 'untouched' state of affairs, but are rather the results of the same world-historical processes in which the MEDCs became 'developed'.

According to Glennie & Hassanaiem (2012), there are two words which are guaranteed to get one escorted out of most development agencies or sidelined in current development debates, and these are 'dependency theory'. They go on to maintain that the heyday of the 1970s, when dependency theory was considered one of the most convincing critiques of dominant economic development strategies is long gone, and that now it is shunned by academics and practitioners, who find its pessimistic world view, and 'outdated' language of 'exploitation', inappropriate for a world in which we are all on course to 'win' eventually. However, the approach does still have some relevance as an important lens through which our collective history may be understood (Glennie & Hassanaiem, 2012).

2.2.1.3. The participatory community developmental approach

The participatory community developmental approach is based on the belief that there is real and intrinsic value in having strong, resilient individuals and community

groups and organisations. Community development which builds and strengthens capacity is composed of a range of elements, which combine in various different ways, according to the local context (Greater Shepparton City Council, 2010). It is an approach which envisages community development as taking place in a context of social, demographic, technological, economic, environmental, political and other changes. It plays a pivotal role in achieving equal opportunities, accessibility, participation in democratic processes and sustainable economic, social and environmental change (SCCD, 2001). It starts with people in communities coming together to address the challenges which have been identified. It supports the connections which exist between them and acknowledges the fact that individuals, groups and organisations need to learn from one another and co-operate if consistent and sustainable change is to be achieved (Standing Committee for Community Development (SCCD), 2001), and it constitutes the theoretical framework which has been adopted for the purpose of assessing the impact of the CDWP on poverty alleviation in this study.

According to O' Keefe and Li (undated), historically, the theories of dependency and modernisation have provided the conceptual basis for explaining patterns of change in human welfare, and they continue to inform the contemporary debate concerning the socio-economic impact of globalisation. The participatory community developmental approach has emerged from the realisation of the shortcomings of these approaches, and it endeavours to compensate for the omissions and anomalies to be found in them. According to Dinbabo (2003), the simplest description of participatory community development is that it is an approach to development which works with all those involved, either directly or indirectly, to

enable them to contribute towards the decision-making processes. However, it does need to be acknowledged that although participation may have various possible meanings for different groups of people and that it carries many potential benefits, these benefits can be realised only if all those involved have a common understanding and a common set of expectations (VSO, undated).

The essence of participatory community development may be gleaned from the following poem by the Chinese philosopher, Lau Tse:

> "Go and meet your people, live and stay with them, love them, work with them. Begin with what they have, plan and develop from what they know, and, in the end, when the work is over, they will say: 'we did it ourselves'" (Dennis 1977, cited by Dinbabo, 2003:1).

The poem eloquently expresses the direct link between the theories, concepts and principles of the community developmental approach, with its emphasis on ensuring that communities become empowered and on the importance of learning, the strengthening of democratic processes and maintaining a strong focus on outcomes.

The approach has also been adopted for its relevance in the context of current perceptions of community development, in which the need for more involvement by communities in matters pertaining to development which concern them has been recognised. According to Kelly and Vlaenderen (1995), there is a widespread recognition and acknowledgement that the process of transformation in the existing services in the sphere of public service in South Africa requires participation by communities themselves in the planning and implementation of new services.

The participatory community developmental theoretical framework is based upon three key principles, one of which being that various different stakeholders should be involved, each with different aims and objectives, making consultation a necessity for determining the nature of the interventions to be implemented in the communities. According to Longstaff (2008), community development principles are of fundamental importance, and the participatory approach stands in direct contrast to the top-down approaches which do not take into account the needs, aims and objectives of stakeholders in the community development process. Louw (undated) maintains that it may be perceived as farcical to refer to top-down development as 'community development' in the absence of any real participation by the communities themselves, although this approach has characterised many development schemes in developing countries, such as the townships in South Africa. The approach inherently constitutes an imposition, and one which will inevitably have little understanding of or concern for the perceived needs of the communities themselves.

The second principle entails stakeholders participating at various different levels, from passive involvement to active empowerment. The traditional approaches to development viewed stakeholders or clients as passive recipients of aid, but participatory approaches entail the changing of their role in order for them to become actively involved and empowered. Narayan (2002) concurs with this assessment by maintaining that empowerment implies more participatory and bottom-up approaches to working towards development objectives, before going on to explain that there is more than enough evidence to support that such approaches give poor people far more freedom to make economic decisions and enhance the effectiveness of development at a local level in terms of design, implementation, and outcomes.

The third principle is that the level of participation by each stakeholder may change at various phases of the development process or project cycle, such as at the phases of assessment, design, implementation, monitoring and evaluation (VOS, undated; Byrne, 2003). In this approach, those who are affected should not be perceived as 'victims', 'beneficiaries' or 'recipients', but rather as dynamic social actors with capacities and ideas of their own who are able to take an active role in decisions affecting their safety and welfare (Byrne, 2003).

According to VSO (undated), the levels of participation in the community development participatory framework may take various forms, including being informed, consultation, deciding together, acting together and being supported through the phases of development. It should be acknowledged that it becomes progressively more difficult to achieve participation at the higher levels as participation and ownership by the stakeholders increase, and it is considerably easier to achieve participation at the lower levels than at the higher ones.

Level 1: Informing

The informing level involves telling people about the development projects which are planned in their communities and explaining the benefits which the projects will bring. According to VSO (undated), this is done mainly through community meetings or the distribution of information pamphlets, brochures and posters. The minimum objective for Community Development Workers (CDWs) is clear communication, although participation at this level is passive rather than active, with no empowerment of community members or enabling them to claim ownership of the planned interventions.

Level 2: Consultation

The second level of stakeholder involvement in the participatory community development approach is that of consultation. This implies the offering of a number of options and listening to the opinions expressed by the stakeholders. According to the Greater Shepparton City Council (2010), responsive consultation and engaging with communities enables them to become active in decision-making processes, both locally and in broader contexts, regarding issues which affect them in the realms of environment, social health and economic prosperity. This level is attained mainly through focus group discussions or interviews. This is an initial step to involve people and to benefit from their greater knowledge of local conditions and their opinions without surrendering control of the projects and interventions.

Level 3: Deciding together

This level entails encouraging people to put forward their own ideas and take part in deciding the best way forward for the intervention. This can be initiated either through project committees or through community initiatives, using participatory activities to encourage joint analysis, planning and decision-making. At this level a number of stakeholders have the opportunity to empower themselves and take ownership of the development process.

Level 4: Acting together

The fourth level of the participatory community development process entails the CDWs and the stakeholders or local community members acting together. According to VSO (undated), not only do the various interest groups decide what is best together, but they also form a partnership to carry out the project. It is important to

note that local people are involved at all stages of the process and that there is an equal sharing of power with the CDWs, who act as partners and facilitators in the development process.

Level 5: Supporting independent initiatives

The fifth and final level of the participatory community developmental approach entails the supporting of independent initiatives, which in turn entails helping people in local communities to attain what they want or intend to achieve, sometimes within the framework of social security grants, and providing advice and support. The balance of power at this level rests with the local people, as a result of their self-mobilisation. As in level four of the developmental process, the role of the CDWs is in the area of facilitating and consultation when they are requested by the members of the local community to provide support of this sort.

The process of participatory community development described displays the multifaceted nature of participation in a development process. It should be apparent from the discussion, however, that between Levels 3 and 5 participation becomes meaningful and development becomes sustainable. The goal of community development is to improve the quality of life of communities, with public participation being the means to this end. Participation is central to the community development process, with development practitioners playing a facilitating role and not that of the main player.

2.3. Community development in the South African context

This section of the study seeks to focus on community development in the South African context, by highlighting the role which it plays to alleviate poverty and the various regional and global statutory measures which inform its practice and the challenges encountered, thus far, in the global implementation of community development as a means of alleviating poverty.

The attainment of democracy in South Africa in 1994 placed the country at the forefront of development in Africa and in the world at large. Its admission to the global arena automatically linked the country to the commitments made by world leaders and institutions such as the United Nations and the Millennium Development Goals (Western Cape Government, 2005), enabling the country to join forces with the rest of the world in the bid to emancipate humanity from poverty through community development practices. According to Hart (2012), the need for constructive and effective community development in South Africa has been recognised as a cornerstone of national development.

2.3.1. International statutes which guide community development

There are a number of statutes and there is a constitutional framework which guides the implementation of community development at the national, regional and international levels. These statutes provide the legislative structure through which development is fostered. This section of the study will examine some of these statutes which are relevant to community development in South Africa.

Among the main influences on global community development are the Millennium Development Goals (MDGs) of the United Nations and the sustainable development movement. At the United Nations General Assembly summit of September 2000, the member states unanimously approved the adoption of the MDGs. They agreed to undertake to achieve the goals and to meet their own specific targets by 2015. In the declaration the following goals were agreed upon:

Goal 1: The eradication of extreme poverty and hunger.

Goal 2: The achievement of universal primary education.

Goal 3: The promotion of gender equality and empowerment of women.

Goal 4: The reduction of child mortality.

Goal 5: The improvement of maternal health.

Goal 6: The combating of HIV and AIDS, malaria and other diseases.

Goal 7: Ensuring environmental sustainability.

Goal 8: The development of a global partnership for development.

The first goal calls for the eradication of extreme poverty and hunger by 2015. According to the United Nations' MDG report of 2011, poverty continues to decline in many countries and regions, with the fastest growth and sharpest reductions in poverty continuing to be found in Eastern Asia, particularly in China, where the poverty rate is expected to fall to below 5% by 2015 (UN, 2011). However, according to Olivier, van Zyl and Williams (2010), the MDGs do not have any binding legal force, as they do not form part of a treaty, which precluded their being ratified or incorporated into South African domestic law as provided for in Section 231 of the Constitution, and, as a result, they form part of the international 'soft law' aimed at ensuring development at the global level.

According to Olivier et al. (2010), the founding document establishing the Southern Africa Development Community (SADC), the Treaty of the Southern African Development Community, which was signed in Windhoek by various Southern African Heads of State or Government on 17 August 1992, is one of the statutes promoting development at the regional level. South Africa became one of the signatories to this treaty on the 29th of August, 1994, immediately after achieving democracy, at the Heads of State Summit in Botswana. The SADC Protocol on Gender and Development (2008) is one of the SADC protocols which is relevant to this study, and it focuses on developmental issues within the context of gender.

2.3.2. Challenges facing community development

There are many challenges and obstacles which are associated with community development and this section of the study will be devoted to the measures which may be taken in an attempt to overcome them in the specific context of South Africa. Luka and Maistry (2012:9) maintain that community development in South Africa has been faced with a variety of challenges and obstacles, some within its own practice and others in the external environment. Among them is the lack of a shared conceptualisation and understanding of community development.

To date, the coordination of community development work across the various government sectors and alignment at the national, provincial and local levels has been poor, in many instances. A clear policy framework serving as a guideline for the practice of community development would contribute significantly to ensure the alignment of community development services across sectoral levels. According to Luka and Maistry (2012), community development is, by its nature, cross-cutting and

its implementation is often compromised by a plethora of policies and programmes which are not coherent and integrated. The alignment of community services with cross-sectoral policies would build strong, active, confident and resilient communities, with improved social connections in order to improve the quality of both community life and the lives of the members of the communities (Greater Shepparton City Council, 2010).

One of the areas of concern is the lack of knowledge, in terms of both theory and practice, which are specific to particular contexts. According to Luka and Maistry (2012), the scope of community development practice in terms of the nature of the work which is undertaken in this field has not been made very clear by the Department of Social Development, and this has had adverse consequences for the definition and the status of the community development profession. Knowledge which is context-specific may be gained by ensuring that community development practitioners and community-based organisations receive appropriate education, training, support and development.

The applying of professional standards presents a considerable conundrum for community development, which is reflected in the relevant literature. According to Hart (2012), the debate surrounding professionalism in community development is the locus of a theoretical dichotomy, in that while professional standards are much needed on one hand, on the other, the notion of 'expert knowledge' implies social exclusion, whereas community development is founded on the principles of equality and social inclusion. For Luka and Maistry (2012), the lack of recognition for community development as a profession has had undesirable consequences. They

suggest that in order for community development to achieve recognition as a profession, an occupational framework which clearly delineates its scope of practice, its professional norms and standards and its code of ethics is required, and that the profession should be backed by a recognised qualification.

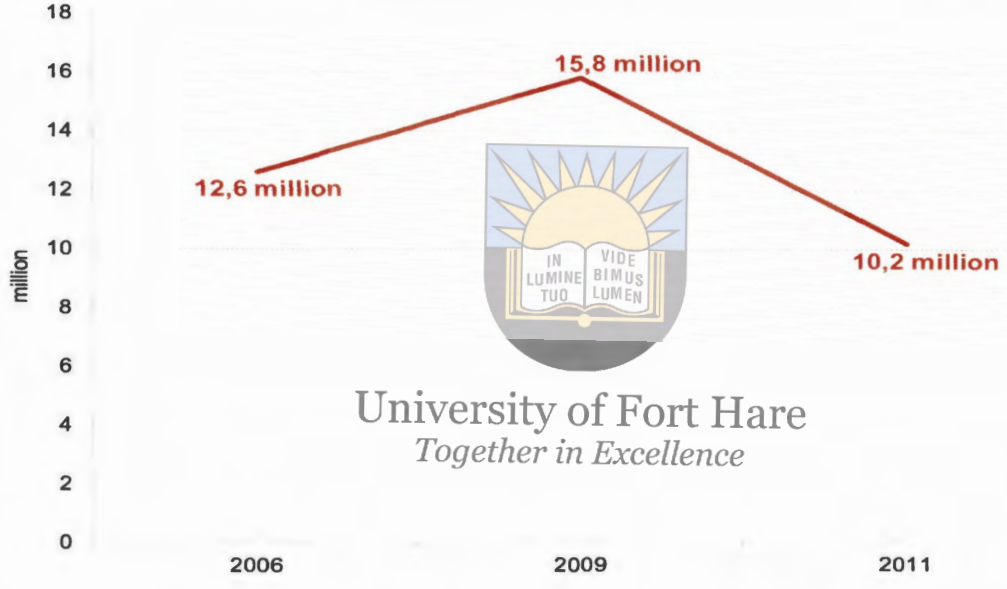
2.4. Poverty alleviation in South Africa

South Africa, as one of the signatories to the United Nations' commitment to the Millennium Development Goals (MDGs), has seriously committed itself to the goal of eradicating extreme poverty and hunger. This section of the study provides an analysis of the poverty levels in South Africa against the backdrop of the measures taken to reach the Millennium Development Goals (MDGs). It is necessary to appreciate that the manifestations of poverty are many and that these are usually characterised in the domain of health by phenomena such as child mortality, in education by years of schooling and school attendance, in living standards by the availability of lighting, heating, cooking, water, sanitation and other assets pertaining to healthy and comfortable living, and in economic activities by unemployment (Statistics South Africa, 2014).

Although the levels of poverty in South Africa have been decreasing since the advent of democracy in 1994, the effects of poverty are still being felt by vast numbers of people, which was acknowledged in 2012 by President Jacob Zuma in his centenary speech, in which he maintained that the country needed, single-mindedly, to focus attention on the triple challenges which he identified with respect to poverty, as they continued to disfigure the country. Among the challenges associated with poverty are those in the economic domain, which manifest themselves in the high levels of

unemployment. According to South Africa (2014), the current rate of unemployment in South Africa as of July, 2014, stands at 25,5 %. This is also reflected by other manifestations of poverty, such as the poor living standards associated with poor quality housing, living conditions and sanitation.

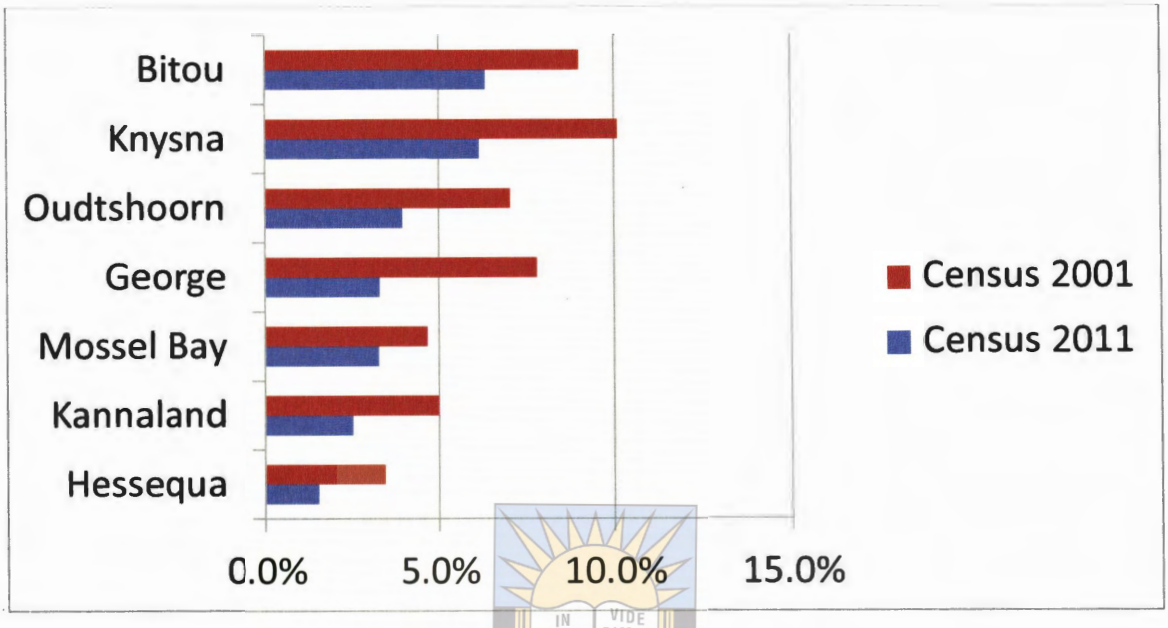
Table 2.1: Population of South Africa living below the food poverty line (2006 – 2011)



Source: Statistics South Africa (2014:7)

Table 2.1 shows that according to the 2011 census there was a slight decrease in the number of people living below the food poverty line in 2011, compared with 2006. There was also an increase between 2006 and 2009, which is likely to have been caused by the global economic recession.

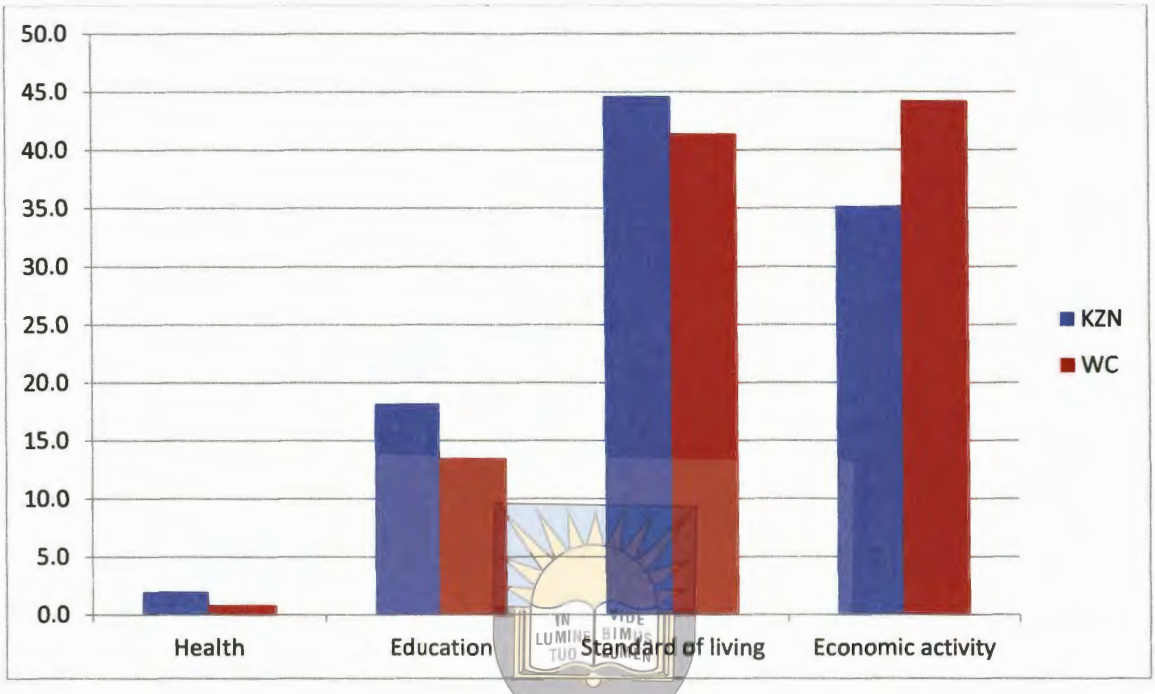
Table 2:2. Incidence of poverty in the Eden District Municipality



Source: Statistics South Africa (2014:9)

Table 2:2 shows the comparative analysis of the incidences of poverty in the Eden District Municipality between 2001 and 2011. It shows a consistent lowering of the levels of poverty during this period, with Knysna having the highest rate of 10.1% in 2001, which was reduced to 6.2% in 2011. According to Statistics South Africa (2014), the Eden district constitutes the second poorest district in the Western Cape province of South Africa after Cape Town.

Table 2:3. Comparison of poverty drivers with those of other provinces



Source: Statistics South Africa (2014:11)

It should be appreciated that the drivers of poverty may vary from province to province. A comparative analysis of the Western Cape Province and Mpumalanga in Table 2.3 shows that the lack of economic activities constitutes the highest driver of poverty in the Western Cape, at 44%, as compared with 35% in the case of the KwaZulu Natal (KZN) province. It also shows that the standard of living constitutes the highest driver for KZN compared with the Western Cape (WC) province.

2.5. Conclusion

Community development is a multi-dimensional concept, with many different approaches being employed in an endeavour to achieve positive results for communities. It may also be asserted that there is no single approach from either the traditional or the current approaches to development which is able to serve as an

ultimate panacea to overcome all the obstacles and challenges with which community development is faced. From the various statutory measures which have been taken to fight poverty at the regional, national and international levels, community development may be viewed as a global initiative. The following chapter will provide a detailed description of the CDWP, with a particular focus on the major aspects of poverty alleviation, which include child protection, food security and the support which is given to the initiatives of the War on Poverty Programme.

CHAPTER THREE

LITERATURE REVIEW

3.1. Introduction

This chapter presents a review of the literature which is relevant to the study in order to place the CDWP, its objectives, focus, management and challenges within the context of community development. According to Fouché and Delport (2011), a literature review aims to provide the background required by a clear understanding of the nature and meaning of the research problem which has been identified. This section also discusses the specific focus of the CDWP on poverty alleviation, including social protection systems in South Africa, food security and the support which it gives to the initiatives of the War on Poverty Programme as the point of departure for this study.

3.2. The CDWP in South Africa

This section of the study examines the historical development of the CDWP in South Africa, focusing on the programme's mandate, the context within which CDWs have been operating, the focus of the programme, how it has been coordinated, where it has been implemented, the legal framework which has underpinned its implementation and its highlights and its achievements since it was initially conceived.

3.2.1. Historical development of the CDWP

The historical development of the CDWP can be traced from the government's acknowledgement of the challenges surrounding service delivery for local governments, particularly in the rural areas. According to Raga, Taylor and Gogi (2012), it was during the presidential Imbizos of former President Thabo Mbeki in 2003 that the disparity between the government's efforts to facilitate service delivery and the ability of communities to benefit from it came repeatedly to the fore. CDWs were introduced to assist the 3 tiers of government to ensure that service delivery reached its intended recipients effectively and efficiently. The CDWP was then conceptualised and introduced by the government in 2003. According to the Republic of South Africa (2003), it was announced by former President Mbeki in his State of the Nation address in 14 February 2003:

> "Government will create a public service echelon of multi-skilled community development workers (CDWs) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government, even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices" (Republic of South Africa, 2003:7).

From this statement it may be concluded that the CDWP emerged from a realisation of the need to supplement existing government programmes dedicated to redressing the past imbalances and inequalities of the apartheid government in order to promote development. According to the DPSA (2003), it was introduced as one of the mechanisms to support the government's policy of Access Strategy, for the specific benefit of marginalised communities, such as the rural areas, to which

services provided by the government were not filtering down (Raga, Taylor and Gogi, 2012).

According to the DPSA (2009), there may be conflicting views regarding where the CDWP program had its roots, but there is general agreement with the assertion made in "A Handbook for Community Development Workers" (DPSA, 2007), namely, that the government decided to launch the programme as a result of the 1997 White Paper on Social Welfare and, accordingly, it may be contended that the White Paper on Social Welfare played a pivotal role in the historical development of the CDWP.

The programme is being implemented in all the provinces of South Africa, usually by the provincial Departments of Corporative Governance and Traditional Affairs and Human Settlement, although this does vary in some provinces, such as in the Free State, where it is implemented by the Office of the Premier (DPSA, 2013).

3.2.2. Objectives of the CDWP

The main objectives of the CDWP are to provide support to government departments in order to facilitate access to services, to accelerate the delivery of services provided by the government and to improve the level of interaction between the government and the citizens of South Africa. The programme ensures that information concerning services and development opportunities are made accessible, in order to facilitate their effective utilisation, especially by poor and disadvantaged communities (Levin, 2004).

In essence the programme's mandate is to make it possible for integrated services to be delivered at the community level (DPSA, 2013). The CDWP keeps the government informed regarding how citizens are experiencing the services which it provides, in order to alert the relevant departments of any bottlenecks in delivery or other problems having an adverse effect on standards of service delivery, which may result in its being either slowed or delayed. The recognition of the need to strengthen integration and cooperation between the service delivery provided by government departments and other stakeholders through Thusong Service Centres (TSCs) and of the need for communities to have access to these services constituted one of the principal motivations for establishing the programme (Raga *et.al.* 2012; DPSA, 2013). The establishing of the programme has great relevance to the achieving of the government's objective to facilitate service delivery by means of a strategy to promote the efficiency of service delivery points, as was set out in the accessibility study concerning the segmentation of citizens. In addition, integrated service delivery through the CDWP should make a significant contribution to the South African Government's commitment to meeting the Millennium Development Goals (MDGs).

3.2.3. Focus of the CDWP

3.2.3.1. Poverty alleviation

The central aim of poverty alleviation is to reduce the negative impact of poverty on the lives of poor people, but in a more sustained and permanent manner than is possible through poverty relief programmes. Poverty alleviation programmes tend to have longer term goals and generally adopt a more developmental approach than poverty relief programmes (Kraai, undated). The focus of the CDWP on poverty alleviation needs to be viewed from this perspective. Its initiatives to alleviate poverty

are centred chiefly on social protection through facilitating applications for the social and indigent grants which are offered as social security measures by the government to vulnerable groups of people in communities. According to Triegaardt (2005), the 2 most common types of social security in South Africa are social insurance and social assistance, which are state-funded and commonly referred to as social grants.

Where poverty alleviation is concerned, the second principal focus of the CDWP is on food security, and takes the form of linking citizens with government programmes dedicated to food security and promoting the creation of food gardens. The CDWP endeavours to link citizens with relevant programmes which aim to improve the food security of individuals, communities and the nation as a whole. Food security may be defined as the ability of individuals to have access to sufficient nutritious food on a day-to-day basis, and it has been enshrined in the Constitution as one of the basic rights accorded to all South Africans (Siyakhana, 2013).

The CDWP also supports the initiatives of the War on Poverty Programme as a means of contributing towards the alleviation of poverty by profiling households and implementing monitoring interventions. These initiatives are the result of the recognition of the defects which had been inherent in approaches to combating poverty between 2006 and 2008, and coincided with the DSD's study of nodal areas of poverty, which showed that between 2006 and 2008 urban poverty had been increasing exponentially (The Presidency, 2009).

The Early Childhood Development (ECD) initiative facilitates the creation of centres and their registration with the Department of Social Development, in an endeavour to

establish a sound academic foundation for academic success among school children from disadvantaged communities (DSD, 2006). It caters for pre-Grade R children between the ages of 0 and 4 years old and Grade R children between 5 and 6 years old. The ECD initiative has grown rapidly in South Africa as a result of rapidly increasing subsidies being given to it (DBE, DSD and South Africa/UNICEF, 2010).

Also falling within the ambit of the brief of the CDWP concerning poverty alleviation is the HIV and AIDS campaign, and CDWs are tasked to motivate and mobilise citizens to participate in the campaigns launched by the Department of Health to promote testing for HIV and AIDS. The rate of HIV and AIDS infection in South Africa has been found to be among the highest in the world, and in absolute terms it has the greatest number of HIV-positive people in the world (Dickovick, 2013). Among the main causes attributed to the pandemic in South Africa has been former President Thabo Mbeki's stance and policies on HIV and AIDS, which failed to acknowledge the need to provide antiretroviral treatment to pregnant mothers, which has in turn contributed to the high death rate associated with the prevalence of HIV and AIDs in the country (Dickovick, 2013: WHO, 2013).

3.2.3.2. Local Economic Development

The CDWP is also committed to Local Economic Development (LED) through the creation of employment opportunities and by facilitating the formation of co-operatives in collaboration with other stakeholders (DPSA, 2013). Patterson (2008) defines LED as an on-going process which is driven by local actors from various sectors of society, implying collaboration and even co-responsibility between the public and private sectors, for the economic development of a region or location. For

Patterson (2008) it is clear that LED in South Africa is viewed as a national priority by the government, as there is abundant legislation providing the environment for LED to be a strategically-planned process at all levels of government.

3.2.3.3. Deepening democracy

The CDWP also facilitates the participation of citizens in government campaigns, such as Integrated Development Planning, Knowing Your Service Rights and Responsibilities, the African Peer Review Mechanism, Open Government Partnership and voter education.

According to Heller (2009), South Africa is arguably one of the most successful cases of democratic consolidation in the developing world, together with India. However, it is faced with certain authoritarian tendencies in the domain of the implementation of government policies, which affect the degree of effective democracy, which is the degree to which citizens are actually able to exercise their civil and political rights effectively. Mottiar (2008) concurs by maintaining that the tier of local government in South Africa is well positioned to meet some of the substantive challenges posed by the processes of deepening democratic and development discourses in new democracies.

3.2.3.4. Planning and development

The conducting of ward and community profiling and early warning and community development are among the principal focuses of the CDWP in the domain of planning and development.

3.2.3.5. Support given by the CDWP to the youth

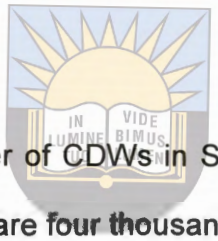
The CDWP also facilitates support to the youth through programmes aimed at developing skills and linking the youth to projects and resources.

3.2.4. Programme implementation, coordination and location

The CDWP is implemented and coordinated at all 3 levels of government, namely the national, provincial and local or municipal levels. The CDWP is coordinated at the national level by the Department of Public Service and Administration (DPSA), in consultation with the Department of Cooperative Governance. The DPSA is responsible for creating an enabling environment, legal frameworks, policy guidelines, benchmarked job descriptions and compliance and enforcement (DPSA, 2013). The training of CDWs is coordinated at the national level by the Local Government Sector Education Training Authority (LGSETA) through the Learnership Programme (Levin, 2004).

It is the responsibility of the individual provinces to coordinate the CDWP at the provincial and local levels and to oversee the funding of the programme, the providing of resources and the appointment and management of CDWs. According to the Republic of South Africa (2007), the provincial government should be the employer and the local government should be the workplace for CDWs, with variations being permissible in accordance with capacity and budgetary requirements. The Department of Corporative Governance and Traditional Affairs is responsible at the provincial level for developing, implementing and managing plans for the effective and efficient functioning of the programme (Levin, 2004; DPSA, 2013).

In the municipalities the programme is located in the Office of the Municipal Manager and operates mainly in Thusong Service Centres (TSCs). The cabinet has recommended that municipalities should take responsibility for the daily activities of the CDWs and that these should take place under the auspices of the Office of the Municipal Manager (DPSA, 2007). The support given by the municipalities to the CDWP is mainly in the form of the providing of working space, assistance with transport and providing access to landline telephones and stationery. The municipalities also provide mentors in those provinces in which no supervisors of CDWs are employed.



As of June, 2013, the total number of CDWs in South Africa is three thousand two hundred and thirty-three. As there are four thousand two hundred and seventy-seven municipal wards and there should be at least 1 CDW per ward, the allocation of CDWs should be in accordance with norms and standards which are based on citizen segmentation according to geographic accessibility (DPSA, 2013). According to the Western Cape government (2004), CDWs constitute a cadre of civil servants with specific levels of training who are deployed at the community level as a community resource, and who are accountable to all 3 of the tiers of government. The responsibilities of the CDWs include providing relevant information to communities, collect information concerning their needs, problems and opportunities and identifying people and organisations having the potential to contribute to the enhancement of government programmes.

Table 3.1: Provincial budget allocation for 2013/ 2014

PROVINCE	BUDGET
Eastern Cape	R122 415 000.00
Free State	R61 365 000.00
Gauteng	R110 000 000.00
Kwa-Zulu Natal	R87 300 000.00
Limpopo	R917 845 854.00
Mpumalanga	R834 350 000.00
Northern Cape	R37 280 000.00
North West	R71 537 000.00
Western Cape	R48 356 501.00

Source: DPSA (2013:10)

Table 3.1 shows the CDWP budget allocation for the year 2013 to 2014 for each province of South Africa, with Limpopo having the highest of R 917 845 854.00 and the Northern Cape the lowest of R 37 280 000.00, with that of the Western Cape being the second lowest at R48 356 501.00.

3.2.5. CDWP guidelines

Although there is not yet any specific legal framework to guide the implementation of the CDWP, there are relevant Acts and White Papers which serve to influence its implementation. According to the DPSA (2009), the White Paper on Social Welfare (1997) laid the foundation for the CDWP, particularly in the preamble. Among the key pieces of legislation regulating and supporting the implementation of the CDWP are the Public Service Act (1994), the Public Service Regulations (2001) and the White Paper on the Transformation of the Public Service (1997) (DPSA, 2013).

In the absence of a specific legal framework pertaining to CDWs, a handbook and a master plan were developed to guide the implementation of the CDWP (DPSA, 2013). The CWD Handbook provides guidelines regarding the attributes, identification, selection and appointment of CDWs and serves to help to ensure uniformity in the implementation of the programme in all 9 of the provinces of South Africa.

The CDWP is guided by the fundamental principles of Batho Pele (People First) and the spirit of Ubuntu. According to the Community Development Workers' Report (2007), the CDWP occupies a very special place in the South African Public Service (Raga et al. 2012). It is an initiative to encourage public servants to become service-oriented, to strive for excellence in service delivery and to commit to continuous improvement in service delivery in a simple and transparent way which allows customers to hold public servants accountable for the services which they deliver (DPSA, Batho Pele Handbook). The 8 principles underpinning this ethos are consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

3.2.6. Assessment of the overall impact of the CDWP

Various different types of assessments have been carried out concerning the effectiveness of the CDWP, focusing on various different aspects of the programme, and a summary of the findings of these assessments will be provided. The DPSA carried out an impact assessment of the CDWP 5 years after the inception of the programme in 2007. This exercise saw the deployment of two thousand nine hundred and fifty-four CDWs in approximately 76% of the country's municipal wards,

with a target to place at least 1 CDW in all the wards across the country and a major focus on assessing the social upliftment of beneficiaries as a result of the services which were being rendered (DPSA, 2007).

The impact assessment included a positive rating of the performance of the CDWs, noting that they had played an instrumental role in the resolving of deadlocks in development, the strengthening of the social contract, advocating for the poor and strengthening the partnerships between the government and communities. It was also noted that the programme had managed to facilitate and stimulate participation in local economic development for disadvantaged communities (DPSA, 2007).

The assessment also noted, with regret, some problems encountered during the implementation of the programme, as it had been found that relationships at the level of local government were uneven, that there was a lack of a common understanding of the programme at the various levels of government and that there was a need for a Monitoring and Evaluation (M and E) framework with national indicators to be created in order to draw provinces into a centralised and commonly understood reporting framework (DPSA, 2007). The perceived impact of the programme also tended to vary among the provinces, with the CDWP seeming to have had less impact on the lives of ordinary citizens in the Western Cape and the Eastern Cape, while in Limpopo and Mpumalanga the impact was perceived as being very positive. The need for bold solutions to strengthen the CDWP as a sustainable instrument of the government to assist in improving and accelerating service delivery was also noted (DPSA, 2007).

3.2.7. Monitoring and evaluation of the CDWP

Monitoring and evaluation constitute an important component of any project or implementation of policy. The monitoring of a programme is defined by Mouton (2012) as the continuous process of examining the delivery of programme outputs to intended beneficiaries, which is carried out during the execution of a programme with the intention of immediately correcting any deviation from operational objectives, and it is normally routinely carried out by management. It is the repeated assessment of the ongoing activities of a programme in order to describe what the programme is doing and to provide answers to the questions which begin with "who," "what," "when," "where" and "how" pertaining to a programme (ICRW, 2010). Evaluation is the systematic assessment of the operation and/or the outcomes of a programme or a policy against a set of explicit or implicit standards, as a means of contributing to the improvement of the programme or policy in question (Weiss, 1998 cited by Mouton, 2012).

From the inception of the CDWP, its Monitoring and Evaluation (M and E) systems were intended to reflect the monitoring and evaluation systems which have been approved by the cabinet and which are employed by all government departments (Levin, 2004). However, other evaluations have focused on different aspects of the programme. The Human Sciences Research Council (HSRC) carried out an evaluation of the CDWP with the overall aim of evaluating the process of implementing the programme with respect to the training of CDWs. The specific objectives of the study were to evaluate the recruitment and selection procedures for CDWs who were to undergo training, to review and evaluate the overall training of CDWs in order to assess its effectiveness as a means of equipping them with the

skills required to perform the work, to define and augment the job descriptions of CDWs in order to identify key performance areas and to ensure effective service delivery (HSRC, 2005). The outcomes of the evaluation showed that the programme was supported strongly at the presidential level and that it stimulated interest in all parties who wished to see it succeed. It also showed that the CDWs are highly effective and responsive to beneficiaries, providing a complete service from the identification of needs to following through to the resolution of problems. However, problems, such as the lack of a mentorship system and an understanding of the situation of CDWs undergoing training on the part of various role players placed trainees in a workplace in which their colleagues were not able to appreciate their role, were identified (HSRC, 2005).

3.2.8. Challenges facing the CDWP

The CDWP has never presented a perfect solution for the alleviation of poverty or been exempt from the challenges affecting its operations. The CDWP has been beset with myriad contextual constraints, which may have slowed its progress in the domain of poverty alleviation. These challenges range from the dynamics of a complex working environment to a highly volatile political environment as a result of activities of the CDWP which impinge on the domains of ward committees, councillors and civic society, where tensions run high as turfs are contested amid the service delivery protests, which have become rampant (DPSA, 2013).

Previous studies, which focused on the programme as a whole in the Western Cape, have pointed to problems such as an unfunded mandate, the lack of a service level agreement between the South African Local Government Association (SALGA) and

the departments implementing the CDWP, the relationship between CDWs, ward committees and councillors and the lack of an appropriate tool for monitoring and evaluating the operations of the programme (Raga, Taylor and Gogi, 2012).

The lack of monitoring procedures for the activities of CDWs at the ward level, in order to assess the improvements which they are making at the community level has been identified as giving cause for concern (DPSA, 2013). According to Mundau (2013), monitoring constitutes an essential component of any community development project or process, as it is the mechanism by means of which it is possible to keep track of events throughout the course of the project, in order to achieve the outcomes planned for the project. It is therefore imperative that the CDWP should have had appropriate monitoring measures built into it in order to be able to track both the progress which it makes in its projects and its performance in terms of the goals which it sets for its various projects.

According to the DPSA (2013), another large obstacle facing the programme stems from the fact that CDWs are required to work in a space in which there are other officials or field workers from government departments and civil society, and they are expected to coordinate activities at the community level in this environment, which sometimes results in their being placed in a vulnerable position. This has resulted in problems in relationships with stakeholders at the community level, despite the mandate of the CDWP being to complement and support the work of other community workers (Levin, 2004). As has already been noted, the allocation of CDWs per municipal ward constitutes a serious problem in itself, with a total of three thousand two hundred and thirty-three CDWs reported be employed in June, 2013,

to cover a total of four thousand two hundred and seventy-seven wards, leaving some with no CDWs at all, when there should be at least 1 per ward (DPSA, 2013).

3.3. Social security in the South African context

This section of the literature review presents a discussion of the South African social security system, particularly with respect to the various social grants which have been introduced to facilitate the alleviation of poverty. It also provides a discussion of the global trends in social security and the impact which social security mechanisms have had on the eradication of poverty and the lives of those whom they are intended to benefit.

3.1.1. Social security programmes in the global context

Social protection has been defined by the UN as "The set of public and private policies and programmes undertaken by societies in response to various contingencies to offset the absence or substantial reduction of income from work; to provide assistance for families with children, as well as to provide people with health care and housing" (UN, 2001; Gutura, 2011).

At present more than 3% of the South African GDP is allocated to social grants, which represents a comparatively generous proportion by middle income country standards (Barry, 2014; Neves, et al., 2009). Neves et al. (2009), citing Grosh et al. (2008), maintain that although non-contributory cash transfers are common in many countries, the global norm for state expenditure is in the region of between 1% and 2% of its GDP. From a global perspective, this broad base of social security support might indicate that South Africa is one of the middle income countries.

3.1.2. Social protection systems in South Africa

In the apartheid era the South African welfare system was characterised by great disparities in service delivery, which tended to be regulated by racial criteria, with whites being favoured over coloureds, Indians and blacks. The advent of democracy in 1994 ushered in a new era founded on democratic principles and introduced a developmental welfare system with equal treatment, in terms of social security, being given to all citizens, irrespective of colour, race or origin. According to Neves, Samson, van Niekerk, Hlathswayo and du Toit (2009), the post-apartheid transformation of the social welfare system has seen the racial composition of its beneficiaries change, and the extension of grants to children has been a key component of the expanding system of social assistance.

The White Paper for Social Welfare (1997:48) has defined social security as a wide variety of public and private measures which provide cash or in-kind benefits or both, first, in the event of an individual's earning power permanently ceasing, being interrupted, never developing or being exercised only at unacceptable social cost and such person being unable to avoid poverty and secondly, in order to maintain children. According to the World Bank, it may also be summarily defined as cash transfers in the form of social grants, social insurance, contributory social funds and social services (Neves et al., 2009). For Pauw and Mncube (2007), the main purpose of social security is to fill the void created either when parents fail or are unable to manage their own risk by contributing to private or public security schemes.

According to Triegaardt (2005) there are at least two common forms of social security in South Africa, namely, social insurance and social assistance. These

forms of social security function as safety nets to protect people from chronic poverty by providing the basic necessities for survival. According to the speech which President Zuma gave during the National Older Persons' Week in Pretoria in 2013, sixteen million people currently receive social grants, of whom over eleven million are children and three million are senior citizens.

3.1.2.1. *Social insurance*

Social insurance is also known as occupational insurance and, according to Triegaardt (2005), it is provided in order to protect employees and their dependents against contingencies which interrupt income. These insurance schemes are funded by wage-related contributions made by both employers and employees on the basis of an agreed-upon percentage of wages. Triegaardt goes on to explain that social insurance covers contingencies through pensions, provident funds, medical benefits, maternity benefits, illness, disability, unemployment and employment injury benefits, family benefits and survivor's benefits. Pauw and Mncube (2007) note that during the apartheid era, a welfare state was created for the white working classes to protect them against various contingencies by means of social insurance.

The contributory security funds provided by the South African social security system include the Unemployment Insurance Fund and the Compensation Fund. The Unemployment Insurance Fund or UIF provides temporary funds to unemployed individuals who fall within the categories set out in the Unemployment Insurance Act and the Unemployment Insurance Contribution (Lekezwa, 2011). The Compensation Fund provides income benefits to workers who have been injured during the course of their employment, and also provides for the rehabilitation of disabled workers and

extends benefits to the surviving families of the victims of work-related deaths. According to Lekezwa (2011), the Road Accident Fund or RAF is the third category of social insurance fund and it provides compensation for loss of earnings and gives financial support to the victims of road accidents. However, social insurance as a social security measure fails to cater for those in the informal sector and those who fall outside of the formal wage economy (Pauw and Mncube, 2007).

Table 3.2: Forms and nature of social security in South Africa

Forms of Social Security	Nature of Social Security in South Africa
Social assistance/Grants	The government provides a safety net for impoverished individuals; non-contributory; means-tested
Occupational/Social insurance	Benefits to cover risks which are wage-related; contributory; examples – pensions, provident funds, medical benefits, maternity benefits unemployment insurance
Private savings	Individuals save for unexpected contingencies; examples: chronic illness; unemployment
Social relief	The government provides funds in the form of short term relief for victims of major disasters such as fire, floods or other natural disasters; non-contributory; means-tested.
Road Accident Fund (RAF)	Social protection in the form of compensation paid to victims of motor vehicle accidents
Health care (twin system)	Both private and free primary health care. The latter is means-tested and extended to people who are in need.
Private maintenance	Maintenance Act no. 99 of 1998 provides the means for individuals to claim maintenance for dependent children.
Compensation for	Compensation for injuries sustained and diseases

occupational injuries and diseases	contracted at work. COIDA no. 130 of 1993. Domestic workers, informal sector workers and self-employed contractors are excluded from COIDA.

Source: Triegaardt (2005:4)

Table 3.2 summarises the various types of social security provided by the government of South Africa and the various types of cover and compensation which they make available. Of these social grants, social relief, payments made by the Road Accident Fund and primary health care are non-contributory and means-tested in order to identify those who are in need of these services.

3.1.2.2. Social assistance

Social assistance is defined by the South African Social Security Agency (SASSA, 2013a) as an income transfer in the form of social grants provided by government. These include disability grants, grants for elderly people, the War Veterans' Grant, the Foster Child Grant, the Care Dependency Grant, the Child Support Grant and Grant-in-Aid, with the Old Age Grant (OAG) and Child Support Grant (CSG) being among the most common types of social security grant received in South Africa.

3.1.2.2.1. Social grants paid to the elderly

The War Veterans' Grant (WVG) and the Old Age Grant (OAG) are paid to the elderly in South Africa. The WVG is paid to veterans of the Second World War (1939-1945) and the Korean War, who must be sixty years of age or over or disabled in order to satisfy the criteria in terms of Section 11 of the Social Assistance Act of 2004 (Act No. 13 of 2004). This group of beneficiaries is statistically negligible,

comprising four hundred and seventy-nine individuals in 2014, whose numbers are rapidly declining as a result of natural attrition and who currently receive a total amount of R1280.00 per month (Neves et al., 2009; SASSA, 2013a).

The Old age Grant or OAG is paid to elderly people in accordance with Section 10 of the Social Assistance Act of 2004 (No 13 of 2004). The Old Age Pensions Act of 1928 made whites and coloureds eligible for state pensions, and was extended to Africans and Indians in 1944 (Neves et al., 2009). According to Neves et al. (2009), moves toward racial parity date back to the 1970s and coincided with a period of a rising demand for black workers, the waning of job reservation and the repeal of the prohibitions against black trade unions. By the 1980s the incremental moves toward racial parity were partially augmented by lowering the benefits for whites, with elderly working class whites constituting a politically insignificant group (Pauw and Mncube, 2007).

The OAG has been central to post-apartheid efforts to universalise welfare as according to cited by Lekezwa (2011) and is a means-tested grant which is payable to people over the age of sixty years who have South African citizenship or permanent residence in South Africa. In addition, to be eligible for the OAG, an individual must comply with a means test, must not be maintained or cared for in a state institution, must not be a recipient of other social grants and is required to submit a thirteen-digit bar-coded Identity Document (SASSA, 2013a) In 2014 the amount paid for the OAG is R1260.00 per month. As of 31 December, 2013 the Eastern Cape had the highest number of recipients of the OAG, with a total of five hundred and fourteen thousand two hundred and ninety, followed by Gauteng with

four hundred and forty-one thousand seven hundred and fifteen; across South Africa there are two million nine hundred and thirty-eight thousand two hundred and fourteen recipients of the OAG (SASSA, 2013a).

3.3.2.2.2. Social grants paid to children.

The social grants which pertain to children under the South African social security system include the Foster Care Grant or FCG, the Care Dependency Grant and the Child Support Grant or CSG, with the last named being the most commonly received child support grant.

The Care Dependency Grant (CDG) is available for disabled children below the age of 18 years and it can be received by both adult and children who suffer from HIV and AIDS who require full-time care at home owing to their condition. Infected people who have full-blown AIDS and whose CD4 count falls below 200 may receive this grant on the condition that their situation is classified as "in need" by a medical doctor To receive it they are required to apply to the Social Development Office (Frohlich, 2005:365, cited by Gutura, 2011). According to SASSA (2013a), the amount payable to recipients is R1260 00 per month.

The Foster Care Grant, or FCG, is paid to foster parents in terms of Section 8 of the Social Assistance Act of 2004 (Act No. 13 of 2004). It provides financial assistance to families who care for children other than their own who have been deemed to be in need of financial assistance by the court. The amount paid to recipients in 2014 is R800.00 per month (SASSA, 2013a).

The Child Support Grant, or CSG, is paid to primary caregivers of children who satisfy the criteria laid down in Section 6 of the Social Assistance Act of 2004 (Act No. 13 of 2004). It is an important instrument of social protection in South Africa, reaching over 10 million South African children each month (DSD, SASSA and UNICEF, 2012). Of all the types of grants provided by the South African social security system, the CSG has the highest number of recipients, and in December, 2013 the national total was ten million eight hundred and ninety-eight thousand and nine hundred and twenty-three. This was echoed by Tanga and Gutura (2013), who pointed out that the Child Support Grant is South Africa's largest social cash transfer programme in terms of the number of beneficiaries, and one of the government's most successful social protection interventions.

The CSG plays a key role in the alleviation of poverty and assisting to make up for shortfalls in terms of the material support which impoverished parents are able to give to their children. According to a study of parental involvement in the financial welfare of children receiving the CSG in South Africa conducted by Tanga and Gutura (2013), the CSG has become a substitute for the commitments of fathers to the welfare of their children, as there are relatively few fathers in these circumstances who are present in the lives of their children. The study found that the whereabouts of most of the fathers were unknown and that their contributions to the welfare of their children were absent. The study also identified the prevalence among women who received the CSG of a perception that absent fathers tended to regard the CSG as representing them in their absence, relieving them of the responsibility to play an active role in the lives of their children.

The CSG was introduced in 1998 to assist poor families who have children, and in 2014 the amount of R300.00 per month is paid for each child who qualifies for it (Lekezwa, 2011; SASSA, 2013a). According to the criteria stipulated by SASSA (2013a), in order for a child to be eligible for the CSG, the following requirements must be met:

- The primary caregiver must be a South African citizen, a permanent resident or a refugee; both the applicant and the child must reside in South Africa.
- The applicant must be the primary caregiver of the child or children concerned.
- The applicant and his or her spouse must meet the requirements of the means test.
- An applicant may not apply for the CSG more than 6 non-biological children.
- A child on whose behalf the CSG is received may not be cared for in state institutions.
- Children for whom the CSG is being received aged between the ages of 7 and eighteen years must attend school.

Table 3.3: Amounts paid per grant type as of 01 April, 2014

GRANT TYPE	Amount payable as from 01 April 2012	Amount payable as from 01 April 2013	Amount payable as from 1 October 2013	Amount payable as from 01 April 2014
Older Persons Grant	R 1 200.00	R 1 260.00	R1 270.00	R1 350.00
Older Persons Grant: (Beneficiary older than 75 years.	R 1220.00	R 1 280.00	R1 290.00	R1 370.00
Disability Grant	R 1 200.00	R 1 260.00	R1 270	R1 350

War Veterans' Grant	R 1 220.00	R 1 280.00	R1 290	R1 370
Grant-in-Aid	R 280.00	R 290.00	R 300.00	R315
Child Support Grant	R 280.00	R 290.00	R 300.00	R315
Foster Child grant	R 770.00	R 800.00	R810	R830
Care-Dependency Grant	R 1 200.00	R 1 260.00	R1270	R1 350

Source: SASSA (2014a:20)

Table 3.3 shows the amount paid to the various types of grants as from the 1st of April 2012 to the 1st of April 2014. The Old Age Grant for people over seventy-five years of age and the War Veterans' Grant are the highest paying grant types, with Grant-in-Aid and the CSG being the lowest at R315.00 per month as of the 1st of April, 2014. According to Barry (2014), citing Finance Minister Gordhan's 2014 budget speech, government spending on social assistance has risen from R75 billion in the year 2008/2009 to R118 billion in 2014. Gordhan announced that the social assistance budget was expected to rise to R145 billion by the year 2016/2017, with the current expenditure on social grants remaining above 3% of the Gross Domestic Product.

Grants are usually paid either through the use of a SASSA card or alternative methods, through banks such as Post Bank or through local SASSA offices. If grant recipients are unable to collect their grants in person, they may nominate a procurator to collect them on their behalf (SASSA, 2013a).

Table 3.4: Total number of social grants by grant type and region as at 31 August, 2014

REGION	GRANT TYPE							
	OAG	WVG	DG	GIA	CDG	FCG	CSG	TOTAL
EC	522,051	53	181,263	13,949	18,605	122,235	1,828,454	**2,686,610**
FS	179,021	6	77,778	1,666	6,240	42,805	644,503	**952,019**
GP	462,384	93	113,135	2,481	15,810	59,446	1,603,279	**2,256,628**
KZN	620,107	47	294,411	33,530	35,942	134,989	2,731,397	**3,850,423**
LP	424,818	27	92,889	15,261	12,872	63,325	1,669,836	**2,279,028**
MP	220,831	16	78,719	4,190	9,174	36,661	1,013,914	**1,363,505**
NC	77,875	10	49,329	5,827	4,707	15,229	283,448	**436,425**
NW	228,057	12	85,795	6,097	8,741	43,053	778,784	**1,150,539**
WC	281,983	109	153,966	10,831	11,541	30,678	904,118	**1,393,226**
TOTAL	**3,017,127**	**373**	**1,127,285**	**93,832**	**123,632**	**548,421**	**11,457,733**	**16,368,403**

Adapted from SASSA (2014:19)

Table 3.4 provides an analysis of the total number of social grants by grant type as of the 31st of August 2014. The CSG has the highest number of recipients at eleven million four hundred and fifty-seven thousand seven hundred and thirty-three, with KZN having the highest figure per province of two million seven hundred and thirty-one thousand three hundred and ninety-seven. The total number of recipients of the War Veterans' Grant constitutes the lowest among the grant types, with a mere three hundred and seventy-three recipients spread across South Africa. In total there were sixteen million three hundred and sixty-eight thousand four hundred and three recipients of grants in South Africa as of the 31st of August, 2014, which is slightly more than the sixteen million and eighteen thousand nine hundred and sixty-seven

for the 31st of December 2013 (SASSA, 2013), as is shown Table 3.4. According to Finance Minister Pravin Gordhan's 2014 budget speech, one million invalid social grant recipients were removed from the government's social assistance programme during the re-registration process conducted by SASSA in 2012 and 2013 (Barry, 2014). This initiative was undertaken in order to clean up the data base of beneficiaries and to reduce corruption on the part of fraudulent or undeserving recipients to ensure that social grants go to those who need them most.

Table 3.5: Numbers of beneficiaries of social grants by region for the years between 2006 and August, 2014

Region	Total number of beneficiaries							
	2006/07	**2007/08**	**2008/09**	**2009/10**	**2010/11**	**2011/12**	**2012/13**	**2013/14**
EC	2,244,303	2.228,201	2,325,456	2,516,001	2,585,593	2,678,405	2,575,631	**2,686,610**
FS	723,698	752,763	752,694	844,052	890, 886	933,542	925,153	**952,019**
GP	1,406,445	1,450,009	1,530,018	1,735,415	1,825,491	2,173,772	2,139,551	**2,256,628**
KZN	2,931,722	3,119,502	3,302,953	3,584,885	3,710,581	3,869,922	3,693,027	**3,850,423**
LIM	1,751,512	1,802,325	1,905,435	2,071,881	2,162,624	2,125,964	2,181,728	**2,279,028**
MPU	901,386	924,958	974,645	1,053,990	1,090,087	1,401,196	1,303,552	**1,363,505**
NW	1,001,629	982,904	1,020,906	367,613	387,820	1,100,661	416,891	**436,425**
NC	232,102	303,974	329,367	1,104,138	1,120,774	419,965	1,098,299	**1,150,539**

WC	790,344	821,760	884,630	1,065,135	1,155,483	1,315,540	1,310,441	**1,393,226**
Total	11,983,141	12,386,396	13,026,104	14,343,10	14,935,832	16,018,97	15,644,273	**16,368,403**

Source: SASSA Annual Statistical Report 31 August (2014:5)

Table 3.5 shows the numbers of beneficiaries of social grants per province between 2006 and August, 2014, with KZN having the highest in 2006 with two million nine hundred and thirty-one thousand seven hundred and twenty-two, which had increased to three million six hundred and ninety-three thousand and twenty-seven by 2014, followed by the province of the Eastern Cape. The province of the Northern Cape had the lowest figures in 2006, while the Free State had the lowest in 2003.

3.1.3. The socio-economic impact of social grants

The fundamental purpose of conferring the right to social assistance is to ensure that people living in poverty are able to have access to a minimum income which is sufficient to meet their basic needs for subsistence (Gutura, 2011). Academic perceptions of the socio-economic impact of social grants on poverty alleviation vary considerably. For Lekezwa (2011), social grants play a pivotal role in the alleviation of poverty as a component of the government's strategy, alongside its public works programmes. According to Williams (2007), despite the fact that the introduction of social grants has been shown to play a significant role in the reduction of poverty, the public, policymakers, and academics often view the social protection system with a degree of scepticism. Their concerns generally centre on the question of "grant

dependency", leading them to ask whether the providing of social grants might not have the effect of removing any incentive for the recipients trying to become autonomous and self-sufficient by taking steps on their own to help them to escape from poverty.

The impact of the social protection system in South Africa can be traced from the year 2000, with a great many different findings being submitted by a number of researchers. According to Williams (2007), Duflo (2000) has demonstrated the health and nutrition benefits of social grants for children, noting a substantial improvement in the weight-for-height and height-for-age status of female children living with female pensioners, but little effect on male children, and none on male pensioners. A research study conducted by Case (2001), cited by Williams (2007), found evidence that pension income is often used to upgrade household sanitation facilities, and that in 84% of the households which pooled pension income, the individuals living in these households were likely to be in better health, less likely to experience hunger and less likely to experience depression than individuals living in houses which did not pool pension income. Williams (2007) goes on to point out that these effects are greater when more than 1 pensioner is present in a household. Aguëro, Carter, and Woolard (2006: 26) found that the CSG has a significant positive effect on the height-for-age ratio of children and estimate that the improved nutrition reflected in these height gains will yield a discounted rate of return of between 160% and 230% in terms of the size of CSG payments which will be necessary in the future.

A study conducted by Lekezwa (2011), using the sources of data analysis from the IES (2005) and the GHS (2002-2007) to measure the impact of social grants, showed that the relative impact of social grants on the depth of poverty was 23% and on the severity of poverty 27%. Even though wages still constituted a relatively higher proportion of incomes than other forms of income, social grants had made a substantial contribution to reducing the severity and depth of poverty.

According to Tanga (2007) and Siebrits et al. (2008), cited by Gutura (2011), South Africa's system of social security successfully reduces poverty, regardless of the methodology which is used to quantify the impact of social grants or to identify the poverty line. Tanga and Gutura (2013) maintain that the studies conducted by the Department of Social Development, SASSA and UNICEF (2012) have all found that the impact of means-tested social security measures have exceeded expectations. This was also further confirmed by President Jacob Zuma in his speech at the launch of the National Older Persons Week in Pretoria in 2013, in which he maintained that the country had achieved a significant reduction of chronic poverty, particularly among the elderly, accompanied by a significant increase in life expectancy. He contended that these achievements could be ascribed to the government's comprehensive social protection programme, which provides for millions of beneficiaries from poor backgrounds who depend on the social grants for a livelihood.

The policy has also been applauded for its role in poverty alleviation and the pivotal role which it plays to develop capacity in communities, thereby empowering them. According to Kraai (undated), while the state's social grant policies provide

immediate relief for poor people, they have also been found to provide a developmental stimulus by empowering people who live in households in which members such as children, disabled people or old age pensioners, receive social grants to seek employment or start their own small businesses, in order to ensure that their children are able to receive sufficient nutrition and to grow up healthier than might have been possible before.

However, the impact of social grants has not been without criticism from the academic quarter. According to Frans Cronje, the Chief Executive Officer of the South African Institute of Race Relations (SAIRR), cited by Goko (2013), the risk which the country faces now is that the country's budget deficit precludes real increases in the value of social grants, which may imply that the living standards of poor people can be expected to slip in the years ahead. While the country's expenditure on social grants in 2014 may exceed 3% of the GDP, which represents a huge expense by middle income country standards, considering that expenditure in the region as a whole is between 1 and 2% of the country's GDP (Barry, 2014; Neves, et al., 2009). This may directly imply that South Africa is one of the largest welfare states in the developing world, with the people living on welfare outnumbering those who are employed. Goko (2013) maintains that in 1994 those who were working were 3 times as numerous as those who derived their livelihoods from the welfare system. In the SAIRR's survey of South Africa for 2012, it is recorded that in 2001, 8% of the population benefited from social grants, while and in the year 2012-2013, the figure stood at 31%. The report estimates that approximately 5 million South Africans pay income tax and that 10% of these taxpayers account for more than 50% of the country's total tax revenue, as against a

total of fifteen million six hundred and forty-four thousand two hundred and seventy-three recipients of social grants in 2014 (Goko, 2013; SASSA, 2013a).

As has already been noted, while the social protection system may have demonstrated the significant role which it plays in reducing poverty (Samson et al., 2004; Woolard, 2003; Taylor Committee, 2002, cited by Williams, 2007:3), the public, policymakers and academics often view it with a degree of scepticism, with concerns generally centring on the question of "grant dependency" and the possible tendency for social grants to act as a disincentive, discouraging recipients from taking steps of their own to help them escape from poverty. Midgley and Tang (2001), cited by Gedze (2012), suggest that social grants constitute a channel through which resources are transferred out of the productive economic system into unproductive social expenditures, which rob the country of its potential for growth and development. In order to maximise the facilitating of poverty alleviation, the social security system needs to ensure sustainability and the promotion of independence and self-reliance, rather than continually expanding its expenditure base, resulting in recipients becoming increasingly dependent on the system. According to Tanga and Gutura (2013), the grant dependency syndrome which has become prevalent in South Africa is unequivocally exhibited by women intentionally becoming pregnant in order to receive state funding in the form of the CSG.

In view of the multifaceted nature of the impact made on poverty alleviation by the South African social protection system, it could be concluded that the country needs to formulate well-informed and balanced policy interventions which diverge from populist approaches but which are, nevertheless, still responsive to the demands of

the market forces. Cronje, cited by Goko (2013), maintains that the country needs to create more employment as an alternative to the current welfare system and that this is the model commonly used to improve living standards in most emerging markets, rather than the unique redistributive model adopted by the country at present.

3.2. Food security in the South African context

This section of the study provides a detailed and comprehensive assessment of food security in the context of South Africa. It examines the various different government programmes which focus on ensuring food security and it provides a critical analysis of the relationship between food security and the eradication of poverty. According to Food Security Initiatives for Southern Africa (FSISA) (2013), the South African parliament has declared that every South African citizen has the right to safe and nutritious food at all times and that in order to attain this goal, all South Africans need to work together to ensure that it is made a reality and that the achievement is sustainable. It has also been emphasised that achieving food security for all has recently moved to the forefront of the policy agenda internationally, with many role players entering the arena. In the Bill of Rights in the Constitution of the Republic of South Africa, Act 108 of 1996 states that everyone has the right to have access to sufficient food and water, and that the state must take measurable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights (Mthembu, 2013).

3.2.1. Food security

For practical purposes food security may be defined as the ability of individuals to obtain sufficient food on a day to day basis. From an international perspective it is usually viewed as the ability of people to secure adequate food (Du Toit: 2011). The Human Science Research Centre (HSRC) defines it as access to food by all members of a household at all times, and access to sufficient food to ensure an active and healthy life (news24: 2013). According to the United Nations Food and Agriculture Organisation (FAO) (1996) cited by Wenhold, Faber, van Averbeke, Oelofse, van Jaarsveld, van Rensburg, van Heerden and Slabbert (2007), food security is achieved when all people, at all times, have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and satisfy their food preferences, to lead an active and healthy life. For Earl (2012), food security is a twofold concept, referring first to the availability of food and the ability to be self-sufficient in food production through one's own production, and, secondly, having access to markets and the ability to purchase items of food. It is a universally held value that having access to food is a basic right to be accorded to each and every human being.

The status of food security in South Africa is evaluated in several diverging ways, despite the fact that adequate nutrition is vital to human existence and the right to adequate nutrition is universally accepted. When seeking to evaluate the status of food security in South Africa it is important to appreciate the country's position in the African socio-economic and political landscape, as it has one of the strongest economies in the African continent. According to Labadarios, Davids, Mchiza and Weir-Smith (2009), the status of food security at the national level is determined

using two major indicators. The first of these is the measure of projected food supplies, which is calculated as a domestic production of the Gross Domestic Product and farming, plus commercial imports, minus non-food uses. The second is the measure of the supply of nutritious food, which is measured using the difference between projected food supplies and the amount of food needed to support those individuals in the population who earn the least amount of money. They go on to explain that at the community level, food security is defined as a situation in which the inhabitants of a community are able to obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system which maximises both self-reliance and social justice in the community.

According to the Human Science and Research Council (2011), the issue of food security has reached the proportions of a global crisis as a result of the global economic meltdown, and most of the affected or undernourished populations are to be found in Sub-Saharan Africa, including South Africa (FAO, 2010). According to Gutura and Tanga (2014), citing the FAO (2012), there is a general recognition by the international community of the importance of the need to manage food security as one of the measures to be taken in order to attain Goal Number One of the Millennium Development Goals, which is committed to the eradication of extreme poverty and hunger.

According to Siyakhana (2013), although access to sufficient food is the right of all South Africans, today many South Africans are vulnerable to food insecurity, resulting in severe physiological problems such as stunted growth, low body weight, and malnutrition. According to the HSRC, although problems may be encountered

while attempting to measure food security, more than half of South Africans do not have regular access to enough food. This may easily be translated to the ratio of 2 out of every 4 households in the country being food secure, or, more precisely, 45.6%, according to the South African National Health and Nutrition Examination survey (SANHANES-1) (news24: 2013). This finding stands in direct contrast to those of previous research conducted by the FAO in 2008, which assessed South Africa as a food secure nation, producing sufficient staple foods. However, Hart cited by Du Toit, maintains that while South Africa may seem to be food secure at the national level, the same cannot be said about households in rural areas (Du Toit, 2011; Earl, 2012).

The Action Aid Hunger Free Scorecard cited by Earl (2012) indicates that South Africa has increasing levels of hunger, with up to 18% of children living in households where hunger is reported. It also found that insecurity is lowest in the rural areas, which are characterised by high levels of unemployment, increasing poverty, few social services and inadequate social security safety nets. One of the common problems associated with food security is a lack of accessibility to food for many in the rural areas. People in the rural areas often cannot afford to buy food or do not have access to food because supply points are far away or there is a lack of delivery services.

According to the Department of Agriculture, cited by Earl (2012), South Africa is food secure at the national level. It produces the main staple foods and exports surplus food. It is also able to import what is required to meet its food requirements. Earl (2012) maintains that national food security indicators reveal that South Africa has

been meeting the food needs of the population from domestic sources for the last twenty years.

According to a research study conducted by Dodson, Chiweza and Riley (2012), where food insecurity was measured using 4 composite indicators, namely the Household Food Insecurity Access Scale (HFIAS), the Household Food Insecurity Access Prevalence Indicator (HFIAP), the Household Dietary Diversity Scale (HDDS) and the Months of Adequate Household Provisioning Indicator (MAHFP), the results revealed widespread food insecurity in the overall sample. It is also of relevance to note that of the areas in the research sample, areas such as Cape Town and Msunduzi showed higher than average levels of food insecurity, with 80% and 87% of households respectively (Dodson *et.al*, 2012). Research conducted in the Cape Town areas of Khayelitsha, Philippi and Ocean View found that 4 out of 10 households in Cape Town's poor areas go without food at least once a week because they cannot afford to buy it, according to the City of Cape Town (2013).

There are several factors which may contribute towards food insecurity in a country, and these may range from environmental factors to matters pertaining to the formulation of policy. According to the institute for Food Security Initiatives for Southern Africa or FSISA (2013), a research institute of the University of Stellenbosch tasked to inform policy and practice in the field, the South African Department of Agriculture in 2002 published an integrated food security strategy for the country, which cited 5 key areas of concern regarding food security in South Africa. Among these are inadequate safety nets, weak support networks and disaster

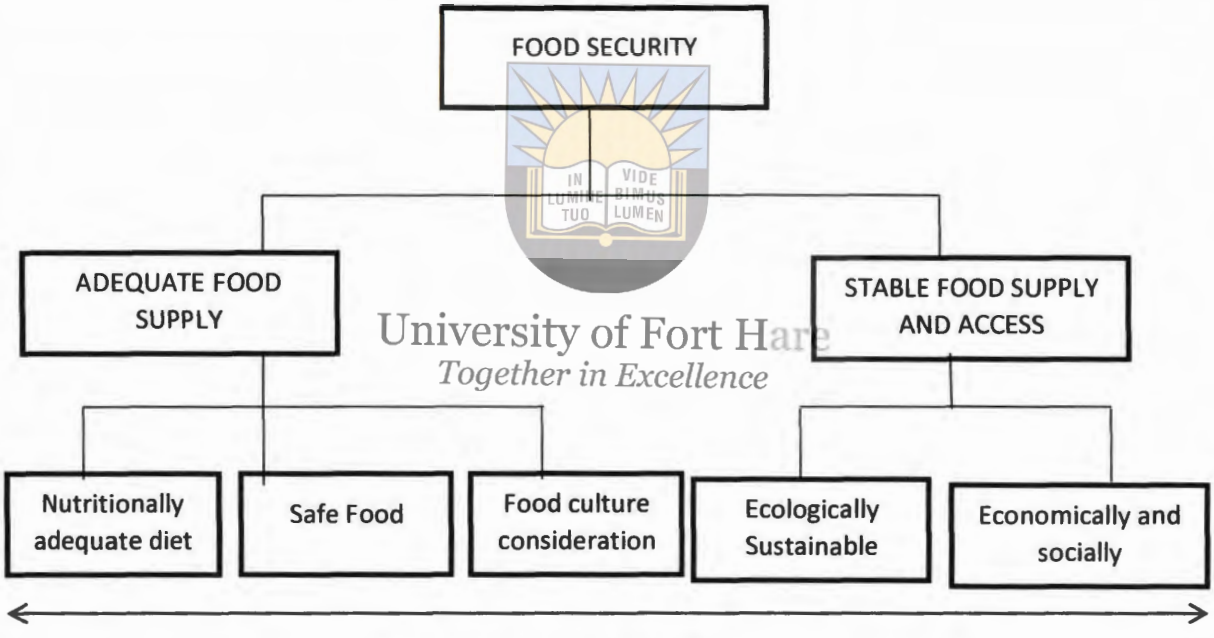
management systems, inadequate and unstable household food production, lack of purchasing power and poor nutritional status.

FSISA points out that South Africa has inadequate safety nets for the effective prevention of food insecurity; this is made manifest in the way in which poor households are characterised by having few income-earners and many dependents. Many households faced with these circumstances are often obliged to be primarily dependent on migrant remittances and social security grants, making them vulnerable to food insecurity (FSISA, 2013). As has been noted, according Goko (2013), a research study conducted by the SAIRR estimates that approximately 5 million South Africans pay income tax and that 10% of these taxpayers account for more than 50% of total tax revenue. This proportion of income earners as opposed to the number dependents receiving a livelihood from the social security system, fifteen million six hundred and forty-four thousand two hundred and seventy-three in 2014, points to the lopsided nature of the ratio of income-earners to dependents (Goko, 2013; SASSA, 2013a).

According to FSISA (2013), South Africa is also characterised by weak support networks and disaster management systems, and the country does not have a structured system of dealing with food security disasters, such as droughts or floods. These disasters can threaten the food security position of agriculturally-based households, as they are apt to occur regularly.

FSISA (2013) also contends that inadequate and unstable household food production and lack of purchasing power may also threaten a country's food security

status, as hunger and malnutrition will inevitably result from unstable food supplies in households, particularly in the rural areas. The country also carries the burden of the majority of food producers in the former homelands being unable to feed their families from their narrow production bases, making them increasingly dependent on government assistance as a source of income. According to FSISA (2013), 1 child in 4 under the age of 6 years, which translates to approximately 1.5 million children, is stunted as a result of chronic malnutrition.



Source: Wenhold et.al. (2007:328)

Figure 3.1: The adequacy and stability dimensions of food security

3.2.2. Government programmes focusing on food security

The South African government is striving to ensure food security in the country by crafting policies which promote increased agricultural production and an even marketing environment, the best practices in food production and food production projects which are aimed at increasing the level of production at the household level, such as food gardens, in order to ensure food security for households, communities and the nation as a whole. According to Wenhold et al. (2007), for food security to prevail, food must be consistently available and accessible, and it must be properly used to ensure adequate nutrition and health. Citing the Department of Agriculture (2002), they also maintain that the key to food security lies in empowering citizens to be able make optimal choices for nutritious and safe food, requiring an intensified, dedicated collaboration among the agencies which advocate proper nutrition.

Initiatives to develop community food gardens have been identified by the post-apartheid government as an important means of improving food security in South Africa. According to Earl (2012), the initiative was introduced after the change of government in 1994, with the express aim of improving household food security, together with feeding schemes, social grants and a provincial public works programme. Food gardens are considered to provide the best supplementary food production system for households and to have the potential to reduce vulnerability and to enhance food security for the poor (Adekunle, 2013).

According to WECF (2013), in referring to the Blikkiesdorp and Lavender Hill food gardening projects, food gardens play an important role in the alleviation of poverty, as they empower people both economically and politically, particularly women,

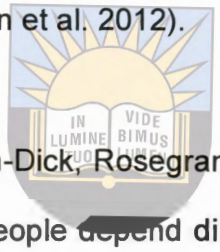
whose roles have traditionally been confined to household tasks, such as the preparation of food in South Africa. The food garden projects have increased both the economic independence and the active participation of women in society by enabling them to provide resources to ensure basic sustainable livelihoods. According to Tanga, Ncube and Bumhira (2014), they contribute towards reducing pressure on women whose husbands are unavailable to provide support to their children.

3.2.3. Food security and poverty eradication

Against the background of the definition of food security, provided earlier by du Toit (2011), as the ability of individuals to obtain sufficient food on a day-to-day basis and the internationally-held working definition as the ability of people to secure adequate food and the additional dimensions to the concept, provided by the assertion of Earl (2012), that it refers to the availability of food, the ability to achieve self-sufficiency in food production, having access to markets and being able to purchase items of food, it has been suggested by Adekunle (2013) that food security at the household level is achieved when food is available and households have access to it. According to Kraai (undated), the main aim of poverty alleviation is to reduce the negative impact of poverty on the lives of poor people, but in a more sustained and permanent way than is normally possible through poverty relief programmes. This section will focus on the role played by food security in the alleviation of poverty.

The direct link between food insecurity and poverty seems to be quite apparent in most research studies, and for practical purposes it may be assumed that the level of food security is a function of poverty (City of Cape Town, 2013). According to a

survey by Dodson et al. (2012), there is a statistically significant relationship between food insecurity and poverty. The correlation of food security with income across all household types which were surveyed was particularly strong, demonstrating the importance of a reliable cash income to enable households to purchase food in order to alleviate poverty. A correlation with employment status was also found, although this was less strong. Casual work in particular was associated with food insecure households, but even work for regular wages was no guarantee of food security. Education too was correlated with food security, being linked to higher employment status and higher incomes (Dodson et al. 2012).



According to Braun, Fan, Meinzen-Dick, Rosegrant and Pratt (2008), the livelihoods of many smallholders and rural people depend directly upon their ability to produce and market agricultural products, suggesting that there is a real need for greater investment in promoting effective agricultural production in order to alleviate poverty. Low agricultural production has been found to increase the probability of failing to reduce the impact of poverty among smallholders and rural people, and it is in this light that FANRPAN, cited by Adekunle (2013), has concluded that hunger and malnutrition in South Africa are not caused by a shortage of food, but rather by an inadequate access to food on the part of certain categories of individuals and households within the population.

In order to ensure the alleviation of poverty, there is a need for the government to develop policies which will promote the attainment of sufficient levels of food security for all citizens of the country, apart from producing sufficient amounts of food through commercial farming (Van der Merwe, 2011). The food secure status of the country

as a whole, achieved by commercial farming, belies the fact that the country remains heavily burdened by absolute poverty at the household level, and from this it follows that food security at the household level needs to be ensured by food becoming available and accessible by households producing food for subsistence purposes.

The correlation between poverty and food insecurity points quite unequivocally to the importance of the role played by food security in the alleviation of poverty. Although levels of poverty may range from relative to absolute poverty, food security achieved through subsistence agricultural production reduces the negative impact of poverty by ensuring that people have sufficient food on their tables and are able to earn an income through the selling of surplus produce, either to the local community or at the national level.

3.3. Support given to the initiatives of the War on Poverty Programme

The commitment of the CDWP to poverty alleviation includes giving support to the War on Poverty Programme, and it endeavours to support its initiatives through household profiling and monitoring interventions. This section of the study will present a discussion of the historical background, the aims and objectives, the initiatives and the impact of its initiatives on poverty alleviation of the War on Poverty Programme.

3.3.1. Background to the initiatives of the War on Poverty (WOP) programme

The War on Poverty Programme was launched under the auspices of the National War on Poverty in 2009 as a Presidential Special Programme and an Apex Priority of the government's endeavour to achieve the transversal coordination of its

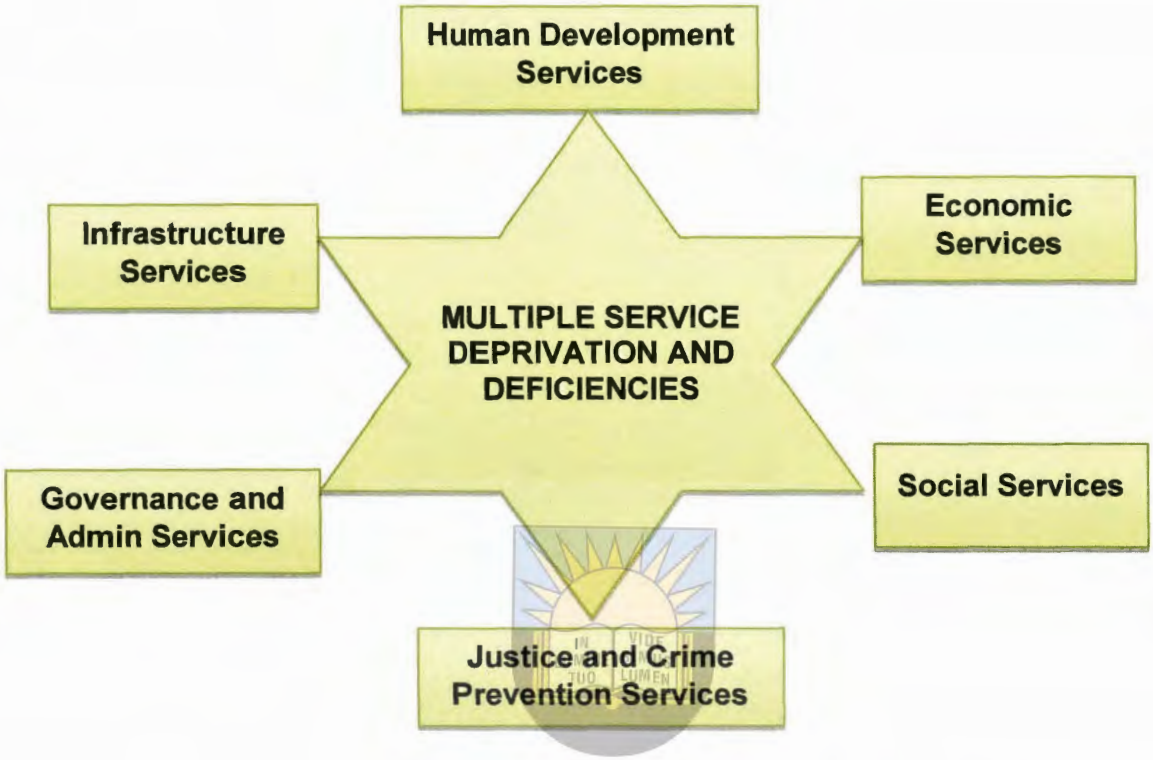
Comprehensive Anti-Poverty Strategy, which seeks to coordinate all the anti-poverty initiatives in all spheres of government in order to obtain a clear definition of the country's poverty matrix, to develop a proper data base of households living in poverty and to identify and implement specific interventions relevant to these households (National War on Poverty, 2009). The programme was developed on the basis of the conclusions of a study conducted by the Department of Social Development of nodal areas of poverty, which showed that between 2006 and 2008 urban poverty had risen, the decline in rural poverty had slowed down and the level of rural poverty had become over twice that of the urban areas.

The main objective of the programme from its inception in 2009 to 2014 has been to improve the living conditions of all South Africans and to contribute towards building a better Africa and, ultimately, a better world. Among its specific objectives are the placing of the country on a more rapid but sustainable growth trajectory by 2014, developing an expanded and more diversified economic base, halving the rates of poverty and unemployment of 2004 and achieving greater equity and social cohesion (National War on Poverty, 2009). The programme seeks to attain its objectives by capacitating and empowering households and communities to enable them to take themselves out of poverty with the help of the government and its social partners (Department of Social Development (DSD), 2010). This strategy has been adopted in order to minimise the impact of the economic downturn on the country's productive capacity, to protect jobs and poverty-reduction measures, to identify opportunities for new areas of growth and economic participation, to invest in human resources, to promote social inclusion and gradually to set the country on a new growth and development path (War on Poverty, 2009; DSD, 2010).

According to the Policy Coordination and Advisory Services or PCAS (2008), the initiatives of the War on Poverty Programme are politically championed at the national level by the Presidency, through the Office of the Vice President, as the public face of the campaign, whose main responsibility is to coordinate and integrate service delivery across the various spheres of government and its social development partners and to provide the political component in the overseeing of the implementation of the project (War on Poverty, 2009; PCAS, 2008). At the provincial and local levels the War on Poverty campaign is championed by premiers, mayors and councillors, working in a partnership comprised of the state, business, SOEs, civil society and ODA.

3.3.2. Nature and scope of anti-poverty initiatives

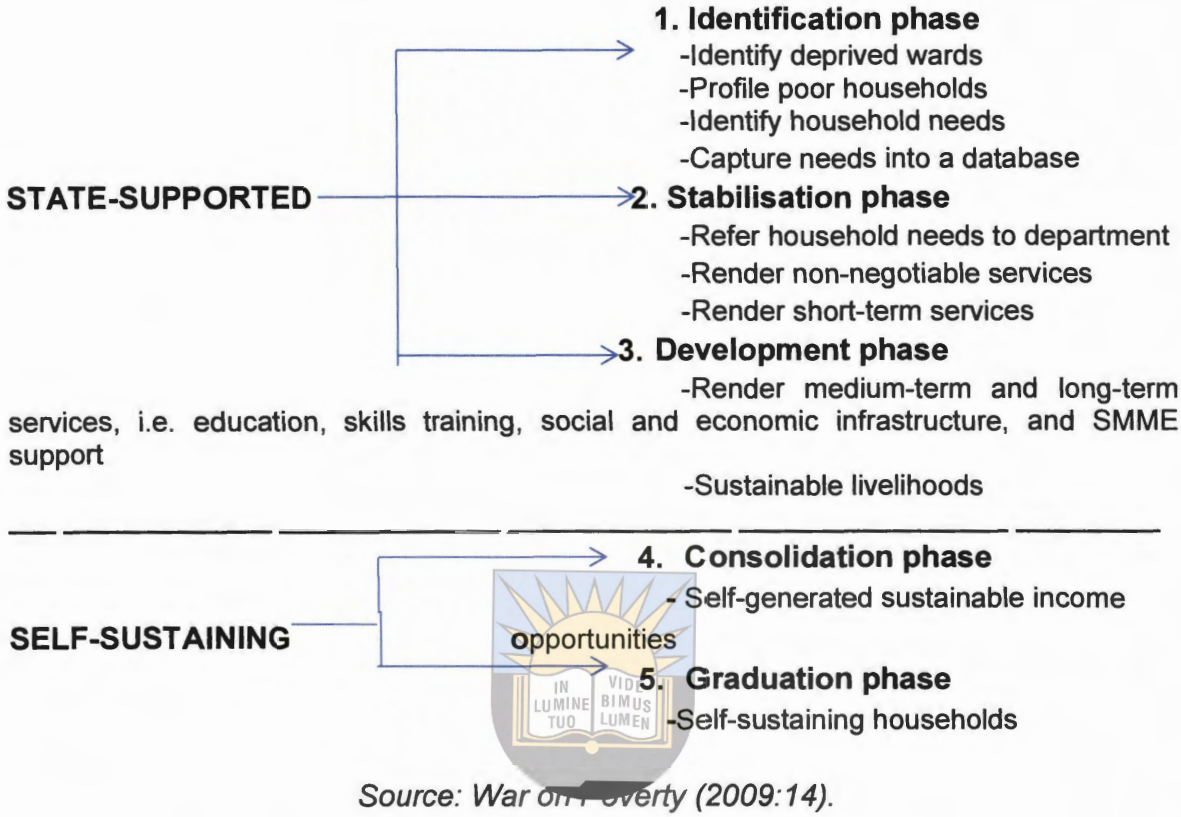
The National War on Poverty or WOP (2009) defines poverty as a "condition of deprivation below a minimum standard of living", a deficiency in the socio-economic capabilities of individuals which becomes chronic as a result of prolonged endurance of worsening conditions of deprivation and declining capabilities. The dimensions of poverty include low or no income earning opportunities, lack of access to basic services, low individual and collective assets, low human development indices, low social development indices and racial and spatial manifestations of poverty. As is shown in Figure 3.2, the scope of the anti-poverty initiatives cuts across various sectors and clusters, including both state and non-state sectors.



Source: War on Poverty (2009:15).

Figure 3.2: Scope of anti-poverty initiatives

The National War on Poverty Programme (2009) envisages households progressing through a continuous process, arriving ultimately at the point at which they become self-sustaining. The household emerges or is identified at the identification phase, moves on to stabilization phase, development phase, and consolidation phase up to graduation phase, with no state sustenance but being self-sustaining.



Source: War on Poverty (2009:14).

Figure 3.3: Household graduation phase

Figure 3.3 shows an individual progressing from being-state supported to becoming self-sustaining. The first step involves the identification of deprived wards, household profiling, assessing their needs and capturing the information in a database. The stabilisation phase entails the referral of the identified household needs to the relevant government department for the rendering of non-negotiable services on a short-term basis. The third phase is the development phase, in which medium-term and long-term services are rendered through education, skills training and social and infrastructural development. The fourth and fifth phases are the consolidation and graduation phases, at the completion of which an individual becomes self-sustaining,

generating an income and having a self-sustaining household (War on Poverty, 2009).

The WOP serves as an instrument to coordinate, align, support and supervise anti-poverty initiatives in order to make as much as possible impact on poor households and communities in the short-term, to halve poverty by 2014, and to eradicate poverty in the long term. (War on Poverty, 2009). It aims to ensure that the development services provided by the programme are made available to all vulnerable groups, with no individual or group being denied access owing to either a lack of resources or else a lack of knowledge of how to gain access to services.

Table 3.8: National roll-out plan, 2009-2014

NUMBER OF	YEAR 1 2009/10	YEAR 2 2010/11	YEAR 3 2011/12	YEAR 4 2012/13	YEAR 5 2014/15	TOTAL
Districts	12	15	15	25	-	**53**
Municipalities	36	48	48	48	-	**180**
Wards	152	356	345	275	-	**1,128**
Households	303,000	765,609	1,071,240	685,693	-	**2,825,542**
Estimated Household Members	1,515,000	3,828,045	5,356,200	3,428,465	-	**14,127,710**

Source: War on Poverty (2009:16)

As shown in Table 3.7 depicting the 4 year roll-out plan of the WOP, the programme has identified fifty-three districts, one hundred and eighty municipalities and one thousand one hundred and twenty-eight municipal wards in South Africa for inclusion in the programme from the year of its inception in 2009 until 2014. It is estimated that

a total of fourteen million one hundred and twenty-seven thousand seven hundred and ten households from the selected municipalities and districts will have been covered by 2014.

In the light of these projections it would appear to be vital to have an accurate assessment of the extent of the support given by the CDWP to the initiatives of the War on Poverty Programme. According to Bond (2010), winning the war on poverty does seem utterly impossible for South Africa, given the balance of forces, the leadership, the chosen weaponry and the economic terrain upon which the campaign is being conducted. This grim assessment does seem to be being borne out by the numerous service delivery demonstrations which have raged in all the country's provinces.

The above reviewed literature from different sources, give credence to the need for a comprehensive assessment of CDWP in order to realise the positive contribution towards poverty alleviation. This research will therefore contribute a lot in building up on the available literature for future studies of the same nature. From the researcher's findings, this is one of the few comprehensive researches on the impact of the CDWP towards poverty. The previous literature was concentrating more on community development and the generalised focus of the CDWP.

3.3. Conclusion

To recapitulate, this chapter has focused on the CDWP, giving special attention to its endeavours in the domain of poverty alleviation against the background of the social protection systems which are being implemented in South Africa, food security and

the support given by the CDWP to the initiatives of the War on Poverty Programme. The chapter has also provided a comprehensive overview of the CDWP, the South African social protection system as a whole, the concept of food security and the roles which food security and the initiatives of the War on Poverty Programme play in the alleviation of poverty. The following chapter will present a discussion of the research methodology and the research design adopted for the research study.

CHAPTER FOUR

RESEARCH METHODOLOGY

4.1. Introduction

This chapter will provide an outline of the research design and the methodology which were employed in the research, detailing the research population, the research sample and the sampling techniques and the methods which were used to gather and to analyse the data in order to assess the impact of the Community Development Worker Programme (CDWP) on poverty alleviation. This part of the research also included a pilot study which was conducted in order to test the ability of the research tools selected to yield valid and reliable data.

4.2. Research design and methodology

It is a prerequisite for any scientific research endeavour to develop a plan which takes into account all the various procedures which will be used in order to answer the research questions which have been formulated. Wassenaar (2006) defines research methodology as the methods which are used by researchers in order to conduct specific types of research. Neuman (2012) maintains that these methods can be qualitative, quantitative or mixed, making use of both qualitative and quantitative research methods. This study has adopted a mixed methods approach, and both quantitative and qualitative methods have been used to obtain the research data.

According to Fouche and Schurink (2011), research, making use of a mixed methods approach, builds on both quantitative and qualitative approaches. They define a quantitative approach as an inquiry into a social or human problem, based on testing a theory composed of variables measured with numbers and analysed with statistical procedures. According to Golafshani (2003), quantitative methods make use of charts and graphs in order to illustrate the results of the research, and commentators employ words such as 'variables', 'populations' and 'results' as part of their vocabulary. Quantitative methods allow researchers to obtain a statistically-based understanding of the problem or concept to be studied, and perhaps to generate hypotheses to be tested. In this case these methods were used in order to be able to generalise the impact of the CDWP on poverty alleviation.

A qualitative study is concerned with non-statistical methods and small research samples, which in most cases are often purposively selected. According to Babbie and Mouton (2001) cited by Fouche and Schurink (2011), qualitative research is concerned with describing and understanding, rather than explaining or predicting human behaviour, with naturalistic observation rather than controlled measurements.

According to Fouche and Delport (2011), citing Creswell (1994), a quantitative study may be defined as an inquiry into a social or a human problem, based on the testing of a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of the theory hold true. This implies that quantitative research is independent of the researcher, and that a given research study should yield similar results, regardless of who carries out the research (Ford and Gonzales, 2010).

The effectiveness of a mixed methods approach rests on the premise that the weaknesses of each individual method will be compensated by the counter-balancing strength of the other, allowing a more complete and in-depth understanding and analysis of a complex research problem (Jick, 1979; Fouche and Schurink, 2011). Quantitative and qualitative methods are also used together in order to obtain a balanced qualitative and quantitative impression of the research findings. In this study the quantitative method data was gathered from the beneficiaries of the programme and the qualitative data from key informants who were composed of community members, CDWs and government officials from SASSA and the Department of Agriculture.

A research design is defined by Babbie and Mouton (2010) as a plan or a blueprint of how one intends to conduct the research; it involves the process of focusing one's perspective for the purpose of a particular study. Its main focus is the end-product, the kind of study planned and the kind of results which the study aims to produce. The research design adopted for the purposes of this research study took the form of a case study. According to Creswell (2007), cited by Fouche and Schurink (2011:321), a case study involves an exploration of a "bounded system", which is bounded by time, context and/or place. They go on to explain that the case being studied may refer to a process, an activity, an event, a programme or an individual; the case study in this research refers to the Community Development Workers' Programme or the CDWP.

4.2.1. Justification of the research methods

The mixed methods approach adopted in the study is compatible with constructionist epistemology, which usually involves the use of multiple methods and multiple sources of data to support the interpretations of the data and the conclusions drawn from them (Yee, 2009). For Yee (2009), in this epistemology truth or meaning are derived from engaging with the realities of a particular context or situation, which sets it apart from the epistemologies of both objectivism and subjectivism. The fact that the mixed methods approach has, as its basis, a specific set of realities, in this case those pertaining to the implementation of the CDWP, makes it an optimal one to adopt for the purposes of this research study.

4.2.2. Research site

This research study seeks to make an assessment of the impact of the CDWs programme on poverty alleviation in the Western Cape province of South Africa. The province of the Western Cape is composed of the City of Cape Town metropolitan area, the West Coast District Municipality, the Cape Winelands District Municipality, the Overberg District Municipality, the Eden District Municipality and the Central Karoo District Municipality. This study focuses on the Eden District Municipality, which comprises 7 local municipalities, which are Kannaland, Langeberg, Mossel Bay, George, Oudtshoorn, Bitou (Plettenberg Bay) and Knysna, as is shown in Figure 4.1. According to Statistics South Africa (2014), the Eden District Municipality is ranked second in the province of the Western Cape in terms of being affected by poverty. It should be noted, at this point, that this research focuses specifically on historically disadvantaged communities which are not yet able to enjoy their

constitutionally guaranteed rights concerning basic service delivery and which are most commonly composed of black and coloured inhabitants.

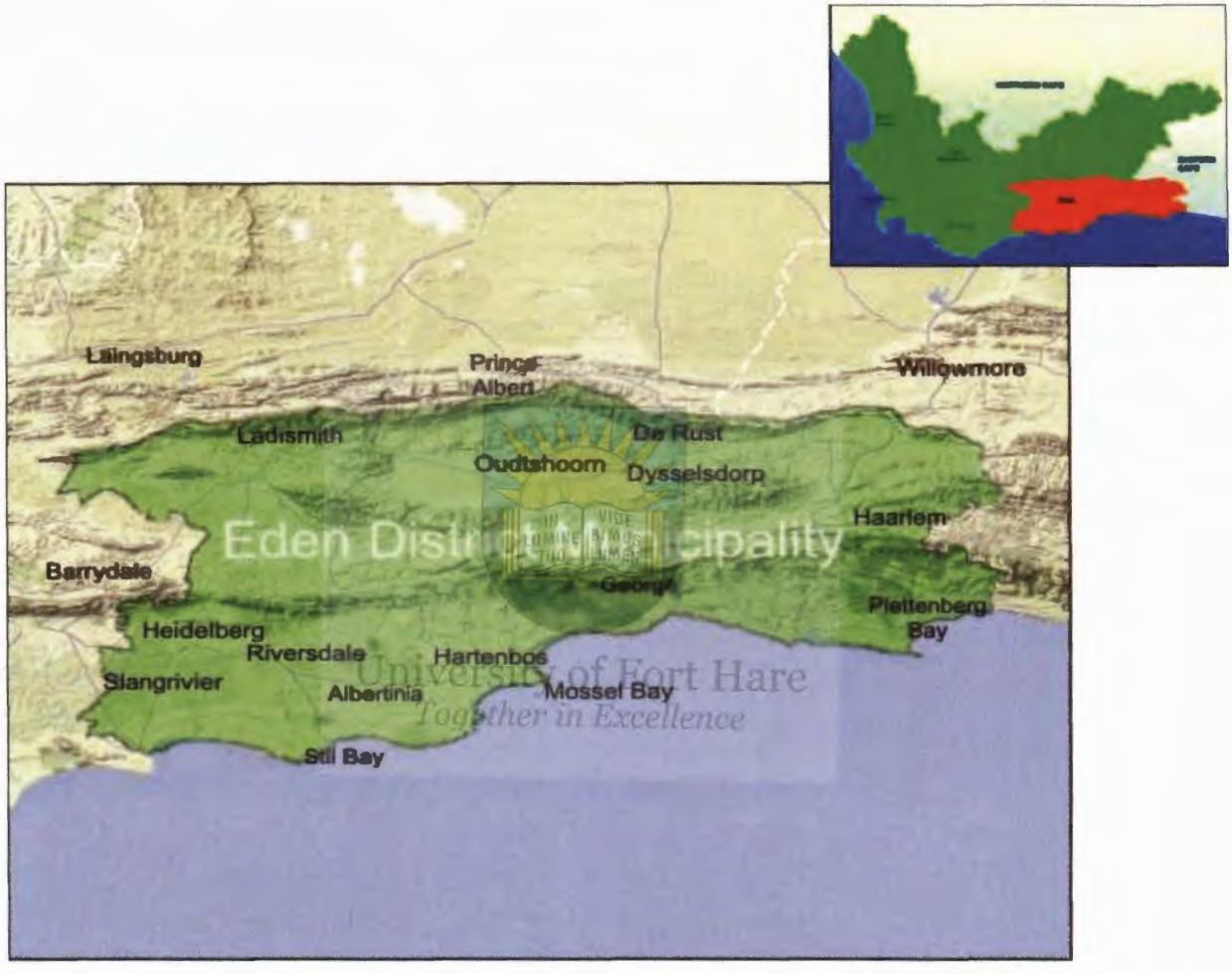


Figure 4.1: Eden District Municipality map.

Source: Western Cape Government

4.3. Research population.

Babbie and Mouton (2010) describe a research population as a group of people about whom a research study draws conclusions. The population in this study comprised all of the beneficiaries of the CDWP, all of the SASSA and Department of Agriculture officers and all of the CDWs, community leaders and CDWP co-ordinators in the Eden District Municipality.

4.4. Sampling

A population sample is defined by Strydom (2005:319), citing Arkava and Lane (1983), as comprising the elements of the population to be considered for inclusion in a study or a subset of elements drawn from a population in which we are interested. The sample for the study was drawn from the beneficiaries in 5 municipalities of the Eden District, with fifty respondents being randomly selected for the purposes of the study, making up a total of two hundred and fifty respondents. A total of one hundred and sixty CDWs worked for the CDWP in 2012 (Western Cape government, 2012), with an average of twenty-six per district. The study sample included fourteen non-randomly selected CDWs from the Eden District Municipality's 5 municipalities, one supervisor of the CDWs, randomly selected, from each and one coordinator.

4.4.1. Sampling procedure

Figure 4.2 presents a diagrammatic illustration of the sampling process, from the first step of the targeted population to the last, in which the sample estimates were converted into a population sample.

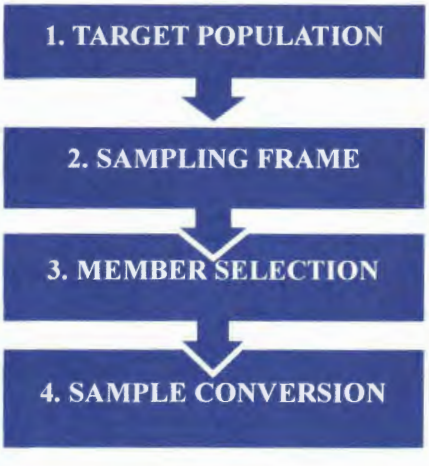


Figure 4.2: The sampling procedure

The first step of the sampling procedure entailed making a decision concerning the population of interest or the target population, this being the overall population from which the findings concerning the assessment of the CDWP's impact on poverty alleviation emerged. As has been noted, this overall population comprised the individual total populations of the CDWP, SASSA and Department of Agriculture officials, community leaders and the beneficiaries of the CDWP in its endeavour to provide assistance towards improving social security, linking people to food security programmes and supporting the initiatives of the War on Poverty Programme, all of which are geared towards poverty alleviation.

The second stage comprises the establishment of a sampling frame, which entails the listing of all the units in a specific domain, such as a geographic frame. A sample is selected from this frame using a probability algorithm, with every element within the frame of beneficiaries of the CDWP having an equal chance of being selected to participate in the study.

The third stage of the sampling procedure, as is shown in figure 4.2, is the determination of how to select members of the sample, in this case among the beneficiaries of the CDWP and the key informants from among the CDWP officials and those government departments which are involved in the implementation of the CDWP.

The final component of the sampling procedure is the conversion of the sample estimates into a population. This entails determining the exact figures for the beneficiaries of the programme, the CDWP officials and the officials in the various

relevant government departments who are to be involved in the research process. This final stage of the sampling procedure involved the selection of two hundred and fifty beneficiaries and key informants from the five districts in the Eden District municipality.

4.4.2. Sampling methods

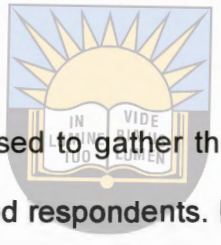
As a mixed methods approach had been adopted, the study made use of both probability and non-probability sampling. The probability sampling employed to select the beneficiaries of the CDWP made use of random sampling. Babbie and Mouton (2010) define a random sampling technique as a method of drawing a sample from a population in such a way that all possible samples of the fixed size *n* have the same probability of being selected. This method was chosen because it gave each individual in the population, theoretically, an equal chance of being selected for the sample (Strydom, 2005). The non-probability sampling made use of non-randomisation to obtain the qualitative data from the key informants in in-depth interviews, while the CDWP beneficiaries were required to respond to a structured questionnaire.

4.4.3. Sample selection

The feasibility of studying an entire population is usually close to impossible, and for this reason selected portions of the various targeted populations were selected to participate in the study as representative samples of their respective populations. As there are many beneficiaries of the CDWP in the Eden District Municipality and not all them could be asked to participate in the study, a probability sample, comprising two hundred and fifty respondents, was randomly selected from all of the local

municipalities in the Eden District municipality for the purpose of gathering the quantitative data.

The qualitative data was obtained from a sample whose selection made use of non-probability non-random sampling of key informants, who comprised 10 Community Development Workers (CDWs), 5 CDWP supervisors per local municipality, 1 CDWP coordinator, 5 SASSA officers, 5 Department of Agriculture officers and 10 community leaders from the various local municipalities in the district.



4.4.4. Sample size

As has been noted, the sample used to gather the quantitative data comprised two hundred and fifty randomly selected respondents. From the total of one hundred and sixty CDWs working for the CDWP in 2012 (Western Cape government, 2012), with an average of twenty-six per district, the sample from which the qualitative data was gathered included 10 randomly selected CDWs from the Eden District Municipality's five municipalities, with an additional CDW supervisor being randomly selected from each of the 5 local municipalities. Samples of 5 SASSA officials, 10 community leaders and 5 officials from the Department of Agriculture were also drawn from the 5 local municipalities. The margin of error considered for the sample is a proportion of two hundred beneficiaries of the CDWP and the following formula was adopted:

$$z * \sqrt{\frac{p(1-p)}{n}},$$

The symbol z in the formula represents the appropriate value for the desired level of confidence, p the proportion of the sample and n the sample size.

Table 4.1: Research questions, methods and justifications

Research question	Method used to collect or source of data	Justification
What is the impact of the CDWP in the facilitating of social grants?	Survey questionnaire: Administered to a total of 250 beneficiaries from each municipality. In-depth interviews: Conducted with CDWs, local community leaders, CDWP supervisors and coordinator, and SASSA officials.	To examine the extent of the impact of social grants on poverty alleviation under the auspices of the CDWP.
How has the CDWP linked citizens with government programmes focusing on food security projects at the household level?	In-depth interview: CDWs, supervisors, coordinators and Department of Agriculture officials. Survey questionnaire survey to 250 beneficiaries.	To examine the extent to which CDWP has linked citizens to food security at the household level.
What is the extent and impact of the CDWP's support of the initiatives of the War on Poverty Programme?	Survey questionnaire: to beneficiaries of the CDWP, complemented with in-depth interviews for CDWs, supervisors and coordinator.	To examine the extent of the CDWP's support of the initiatives of the War on Poverty Programme.

4.5. Methods of collecting data

The instruments which were used to collect the data were a semi- structured interview schedule and a structured questionnaire. The semi-structured interview guide was the research instrument used to collect the qualitative data from the CDWs, supervisors and community leaders, and the structured survey was used to collect the quantitative data from the beneficiaries of the CDWP from the various local municipalities. Cournoyer and Klein (2000) maintain that survey instruments are

intended to gather general information from a sample for the purpose of developing a profile of a population.

4.5.1. Questionnaire

This study made use of a structured questionnaire composed of Likert scale questions designed to provide an assessment of the impact of the CDWP on poverty alleviation based on the perceptions of the beneficiaries of the CDWP. According to Delport (2011), a questionnaire is a set of questions presented on a form which is completed by the respondents in a research study, with the objective of obtaining facts and opinions about a phenomenon and people who are informed concerning a particular issue. These questions can be either open or close-ended: in the case of open-ended questions the respondents are asked to provide their own answers to the questions and in that of close-ended questions they are asked to select an answer from among a list provided by the researcher. The questionnaire used to gather the quantitative data for this study was a structured one comprising close-ended questions.

According to Delport (2011), structured questionnaires, as opposed to semi-structured or unstructured ones, have been popular in research owing to their capacity to provide a greater uniformity of responses and to be easily processed for computer analysis. They are suitable for research which takes the form of a survey, as they require either minimal or none of the competency needed to conduct structured, semi-structured or unstructured interviews. They are easy for even relatively inexperienced researchers to administer, and, as the responses are structured, the data may be collected quickly (Mundau, 2013).

The structured questionnaire was composed of four sections, namely:

1. Section A: Biographic information concerning the respondents.
2. Section B: Questions focusing on social security and its impact on the livelihoods of the respondents.
3. Section C: Questions concerning the effectiveness of the CDWP as a means of linking citizens with food security programmes.
4. Section D: Questions concerning the support given by the CDWP to the initiatives of the War on Poverty programme through household profiling.

The first section of the research tool focuses on the background and biographical information of the respondents and includes questions about their age, gender, marital status, level of education achieved and their local municipalities of origin. The second section of the questionnaire concerns social security and its impact on the livelihoods of the respondents, while the third focuses on the linking of the respondents with food security projects and the support given by the CDWP to the initiatives of the War on Poverty Programme.

4.5.2. Semi-structured interview guide

Semi-structured interviews are defined by Rubin and Rubin (1995:6), cited by Wildschut (2012), as the type of interview in which the interviewer is interested in the perceptions, knowledge and insights of the respondents, making it necessary to adjust the content, flow and choice of topics according to what a particular respondent knows and feels. The interviews employed in the study were partially structured by a written guide to ensure that they remained focused on the key issues which the study

sought to investigate, while at the same time remaining sufficiently conversational to allow the participants to introduce and discuss aspects which they considered to be relevant. In this type of interview it is the responsibility of the interviewer to introduce the topic and then move on to guide the discussion in accordance with a specific set of questions.

The semi-structured interview guide was employed as a tool for collecting data from a group of key informants which was made up of CDWs, CDWP supervisors and coordinators, SASSA officials, Department of Agriculture officials and local community leaders, which made it essential to structure the interview guide in such a way that the questions were relevant for all of the key informants interviewed for the study. All the interviews were administered on a face-to-face basis, with the interviewer recording the proceedings after having obtained the consent of the participants to do so.

Semi-structured interviews have the advantage over structured surveys of not restricting the mixture of close and open-ended questions and also allowing room for probing for additional information concerning particular issues. The interview schedule was structured with questions pertaining to biographical information in Section A, while Section B and C comprised questions which were relevant to specific classes of respondents, by the CDWP personnel, SASSA or Department of Agriculture officials or community leaders.

4.5.3. Administration

The questionnaire employed to collect quantitative data from the beneficiaries of the CDWP was administered to the respondents in a face-to-face situation. The reason for doing so stemmed from a consideration of the literacy levels of the respondents. The sample of the population was drawn from previously disadvantaged rural communities, where the chances of encountering people who cannot read or write unassisted are very high. When a questionnaire is administered in this way the interviewer asks questions orally and records the replies of the respondents to the questions. According to Babbie and Mouton (2010), it is of great importance to ensure that interviewers are able to speak the local language and, preferably, they should be from the same area, but not necessarily from the same community. For the purposes of this study the assistant researchers spoke Xhosa for the most part, and in some cases Afrikaans, as they are the languages used by most of the respondents from the communities in which the research was conducted.

The semi-structured interviews were conducted face-to-face by the researcher with the key informants: the researcher introduced the topic and then moved on to guide the discussion with a specific set of questions from the interview guide, in order to be able to probe for the responses which would provide a detailed understanding of the information supplied by the key informants.

Table 4.2: Population samples and tools used to gather data

No.	Population sample	Total Sample	Data collection tool
1.	50 CDWP beneficiaries from 5 municipalities	250	Structured questionnaire
2.	2 community leaders from 5 municipalities.	10	Interview guide
3.	2 CDWs from 5 municipalities	10	Interview guide
4.	1 Supervisor from 5 municipalities	5	Interview guide
5.	1 Coordinator	1	Interview guide
6.	1 SASSA official from 5 municipalities	5	Interview guide
7.	1 Department of Agriculture official from 5 municipalities	5	Interview guide
Total Number		**286**	Interview guide and structured questionnaire

4.6. Analysis and presentation of the data

De Vos, Fouché and Venter, (2011) define the analysis of data as the categorising, ordering, manipulating and summarising of it in order to obtain answers to the research questions, and in quantitative research designs these answers are found by interpreting the data and the results. The analysis of the data gathered from the CDWs, their supervisors and coordinator, the officials from SASSA and the Department of Agriculture and the community leaders during the semi-structured interviews was premised on descriptive analysis, which is methodologically ideal for qualitative research informed by the paradigm of critical theory. The quantitative data collected from the programme beneficiaries was analysed using the Statistical Package for the Social Sciences (SPSS). The data was also presented in the form of graphs, tables and pie charts, in order to provide a clear and precise presentation

which made it easy to demonstrate a meaningful interpretation of the impact of the CDWP on poverty alleviation.

4.7. Delimitation of the study

In any research study there is a need to delimit its scope in order to avoid any possible confusion concerning its conceptual basis, its significance and the applicability of its findings and conclusions. This study confined itself to an assessment of the implementation of community development in the province of the Western Cape within the national framework, with a specific focus on providing an assessment of the impact of the Community Development Workers' Programme on poverty alleviation in the Eden District Municipality.

4.8. Reliability and validity

A great deal of attention is given to ensuring the reliability and validity of all research methods in order to guarantee the rigour and the worthiness of any research venture (Morse, Barrett, Mayan, Olson & Spiers, 2002). Reliability is defined by Joppe (2000) cited by Golafshani (2003), as the extent to which results are consistent over time and constitute an accurate representation of the total population under study. Reliability is also achieved when the results of a study can be reproduced using a similar methodology: in such a case the research instrument, such as a structured questionnaire, may be considered to be reliable. The need for reliability in research may be directly compared with that of a thermometer to give consistent readings, regardless of the identity of the person using the instrument, with replicable or repeatable results or observations being the essential index of reliability. Accordingly, this research study strove to present research findings which were valid

and reliable, as the entire enterprise would lack both meaning and purpose if these criteria were not fulfilled.

The validity of research findings is determined by establishing whether the research truly measures that which it was intended to measure or how truthful the research results are (Golafshani, 2003). Validity is defined by Babbie (2007) as referring to the extent to which an empirical measurement adequately reflects the real meaning of the concept under investigation. In this study, this criterion implied the extent to which the structured questionnaire was able to provide the data needed to make an assessment of the impact of the CDWP on poverty alleviation. This consideration can also refer to the correct use of the instrument, as in an analogous sense, a thermometer may not be used to measure blood pressure.

In an endeavour to ensure that research findings were valid and reliable, certain measures were taken in this study. According to Muller (undated:6), these should include the adherence to the protocol for the designing of quantitative questionnaires, to the protocol while administering a questionnaire, taking measures to ensure the integrity of the data and measures to ensure its reliability and validity at the stage of the study when the data is analysed. Adhering strictly to these measures should render the research findings of the research valid and reliable.

4.9. Ethical considerations

Research ethics are defined by Strydom (2005) as a set of moral principles which are held by an individual or a group and widely accepted, which lays down rules and behavioural expectations concerning correct conduct towards experimental subjects

and respondents. The ethical values to be considered for the purposes of this study are defined by a number of factors, ranging from the nature of the study, its context and the age and gender of the participants, among others. Their importance lies in both the role which they play to guide the research by ensuring that it adheres to accepted standards of ethical conduct and that its goals are met within the context of these standards, on one hand, and to ensure that the rights of the research participants are respected, on the other (Orb, Eisenhauer & Wynaden, 2001).This section of the study details the ethical standards which were respected throughout its duration. This included obtaining informed consent, ensuring that participation was entirely voluntary, taking care to ensure the avoidance of harm, the violation of the privacy or confidentiality of the respondents and ensuring that they were not deceived in any way. These six areas of ethical concern are interdependent and overlapping Polonski (2004).

4.9.1. Avoidance of harm

According to Strydom (2005), research subjects can be harmed either physically or emotionally, which implies that the responsibility for the avoidance of harm rests with the researcher, making it his or her responsibility to ensure the maximum possible protection of the respondents from harm throughout the research process. This requirement was fulfilled in this research by adhering strictly to research ethics and respecting the dignity of the respondents.

4.9.2. Voluntary participation

It is of the utmost importance to accord the participants and respondents an opportunity to decide to participate in the research process with no deception or

coercion. Participation needs to be entirely voluntary, and the participants must be invited to participate on the clear understanding that they are under no obligation to do so and that there will be no negative consequences for them if they opt out of the research project. In this research study voluntary participation was ensured by means of a letter of introduction and a consent form, which the participants were required to sign.

4.9.3. Informed consent

For informed consent to be obtained from the participants, they need to be given complete and accurate information concerning the nature of the investigation to enable them to make a voluntary and reasoned decision whether or not to participate (Strydom, 2005). According to Polonski (2004), the most effective way to ensure informed consent is to issue an information sheet on an official university letterhead, which is provided to all those who are invited to participate, in order to inform them that the research study constitutes an official university activity. In this study the information sheet served as a letter of introduction, informing potential participants of the identity of the researcher, the nature of the research study, what it intended to achieve in terms of desired outcomes and the role which they would play in the research process by responding to the questions which they would be asked.

4.9.4. Deception of subjects

The deception of subjects violates the rights of participants to give their informed consent to participate in the research process. Babbie and Mouton (2010) describes deception as the deliberate misrepresentation of facts in order to make another person believe what is not true. To preclude any possibility of even unwittingly

deceiving the participants, the researcher ensured transparency in this study by providing an explanation of the entire research process and a letter of consent to be signed by all of the subjects.

4.9.5. Violation of privacy, anonymity or confidentiality

Privacy is defined by Babbie and Mouton (2010) in terms of information pertaining to an individual which is not normally intended for others to observe or analyse, with personal privacy being a key concern. Confidentiality refers to the handling of such information in a confidential manner, while anonymity refers to the privacy of an individual subject. According to Polonski (2004), anonymity may require that the researcher should not know the identities of the participants, and this could be achieved through random telephone surveys or having an organisation distribute a survey on behalf of a student conducting a research study. Confidentiality entails the researcher knowing the identities of the participants, but providing an undertaking that they will not be revealed in any way in the resulting report. For the purposes of this study the information provided by the respondents was kept private and away from public viewing or observation. The researcher also engaged the services of paid assistant researchers to ensure anonymity, as researcher did not meet the participants personally.

4.9.6. Release or publication of findings

Strydom (2005) emphasises that the findings of a research study must be introduced to the reading public in written form; if this is not done, even a highly scientific investigation will mean very little and will not be viewed as research. This

requirement made it necessary for the researcher to compile a report in an accurate and objective manner for the benefit of the public and other interested parties.

4.10. Conclusion

This chapter has provided an overview of the research design and methodology employed in this study, detailing the research population, the research sample and sampling techniques and the methods used to collect and analyse the data. It was of great importance to develop methods to obtain the information which was crucial to the study and to analyse and interpret it meaningfully, in order to provide adequate answers to the research questions. The following chapter will be devoted to a discussion of the impact of social grants on poverty alleviation, which will take the form of a presentation, an analysis and a discussion of the findings concerning the impact of the social grants provided under the auspices of the CDWP on poverty alleviation.

CHAPTER FIVE

BIOGRAPHICAL INFORMATION PROVIDED BY RESPONDENTS

5.1. Introduction

This section presents the biographical information provided by the respondents in the questionnaires and in the interviews. The mixed methods approach adopted for the study resulted in a questionnaire being administered to two hundred and fifty beneficiaries of the CDWP in order to obtain the data for the quantitative study and an interview guide being used to obtain the qualitative data from the thirty-six individual interviewees. The biographical information serves to provide an appropriate context for the information provided by the respondents with respect to the objectives of the research study, and characterised the respondents in terms of gender, marital status, local municipality of origin and level of education.

5.2. Biographical information provided by the respondents to the questionnaire

The sample of two hundred and fifty respondents to the questionnaire was made up of beneficiaries of the initiatives of the CDWP for the alleviation of poverty as a result of being linked to social security grants and food security projects and of the support given by the CDWP in the Eden District Municipality to the initiatives of the War on Poverty Programme.

5.2.1. Gender of respondents

As is shown in Figure 5.1, which depicts the gender distribution of respondents, the research sample comprised more females than males. There are one hundred and sixty-three females, making up 65 % of the total sample, and eighty-seven males, making up the remaining 35 %.

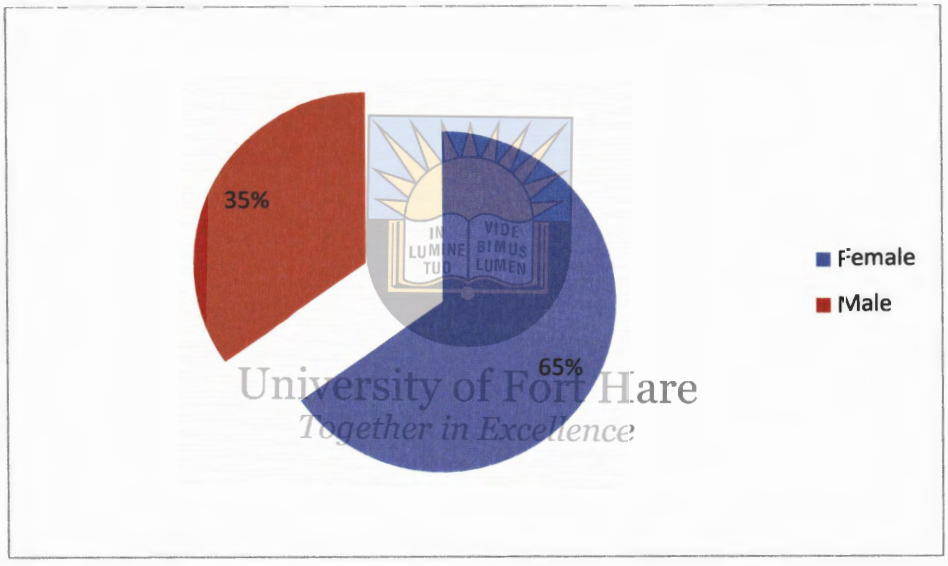


Figure 5.1: Gender distribution of respondents (N = 250)

5.2.2. Ages of respondents

It was found that the category between the ages of twenty-one and thirty years constituted the greatest number of respondents in the sample, with a total of seventy-one or 28 % falling into it, followed by the thirty-one to forty years of age category, which constituted 24 %. The smallest age range category was that which comprised those respondents who were sixty-one years of age or older, who made up 11% of the sample with twenty-seven respondents. Table 5.1 shows a comparative analysis of the age ranges and the gender distribution; it shows that the

number of females exceeded that of males in all age ranges, apart from the range between thirty-one and forty years, in which males predominated.

Table 5.1: Age and gender distribution of respondents

	Female		Male		Total	
Age Range	**Freq.**	**%**	**Freq.**	**%**	**Freq.**	**%**
21-30 years	37	15	34	14	**71**	**28**
31-40 years	23	09	36	14	**59**	**24**
41-50 years	42	17	05	02	**47**	**19**
51-60 years	42	17	04	02	**46**	**18**
61+ years	19	07	08	03	**27**	**11**
Grand Total	**163**	**65**	**87**	**35**	**250**	**100**

The group ranging between the ages of twenty-one and thirty years was found to constitute the greatest portion of the sample which had been linked to social grants at 28%, followed up by the group ranging between thirty-one to forty years of age at 24%. The category comprising respondents sixty-one years of age and older constituted the smallest number of recipients, twenty-seven in total or 11% of the total sample. Table 5.2 shows the correlation between the frequency distribution of the ages of the respondents and being linked to social grants. This analysis could be extended further to show the type of grant received by each age range category among the respondents.

Table 5.2: Age range and linkage to grants

Age range	No		Yes		Grand Total	
	Freq.	%	Freq.	%	Freq.	%
21-30 years	11	4	60	24	71	28
31-40 years	15	6	44	18	59	24
41-50 years	02	1	45	18	47	19
51-60 years	03	1	43	17	46	18
61+	-	0	27	11	27	11
Grand Total	**31**	**12**	**219**	**88**	**250**	**100**

Table 5.3 below shows that the category comprising respondents between the ages of twenty-one and thirty years has the highest number of respondents, fourteen of a total of fifty-four, who indicated having been linked to food security projects, followed by the category ranging between forty-one and fifty years of age with twelve respondents. The category made up of respondents who were sixty-one years of age and older constituted the smallest group, with only 2% of the overall sample indicating that they had been linked to food security projects.

Table 5.3: Age range and linkage to food security projects

Age	No		Yes		Grand Total	
	Freq.	%	Freq.	%	Freq.	%
21-30 years	57	23	14	06	**71**	**28**
31-40 years	49	20	10	04	**59**	**24**
41-50 years	35	14	12	05	**47**	**19**
51-60 years	35	14	11	4	**46**	**18**
61+	20	08	07	02	**27**	**11**
Grand Total	**196**	**78**	**54**	**22**	**250**	**100**

5.2.3. Marital status

It was found that single respondents constituted the greatest group, making up 34 % of the total sample, followed by widowed respondents, who comprised 30%, as is shown in Figure 5.2, with divorced respondents making up an almost negligible 0.004% of the sample.

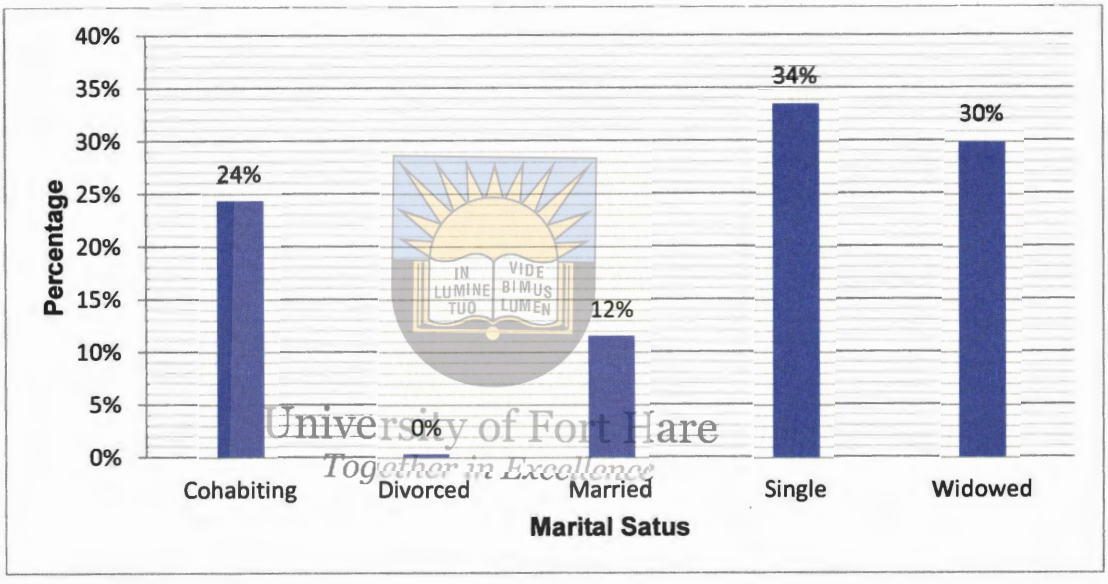


Figure 5.2: Marital Status of the respondents.

5.2.4. Level of education

The levels of education of the respondents were classified into the categories of 'Not educated', 'Primary', 'Matriculated' and 'Graduated from a FET college'. The demographic representation in Figure 5.3 below shows that the highest number of the respondents, 45% of the sample, had received education at the primary level, with the second largest group, 29% of the sample, having matriculated after passing Grade 12, followed by a further 24% who had received no education at all. The smallest category comprised those respondents who had a Further Education and Training or FET college qualification, who made up 2% of the sample.

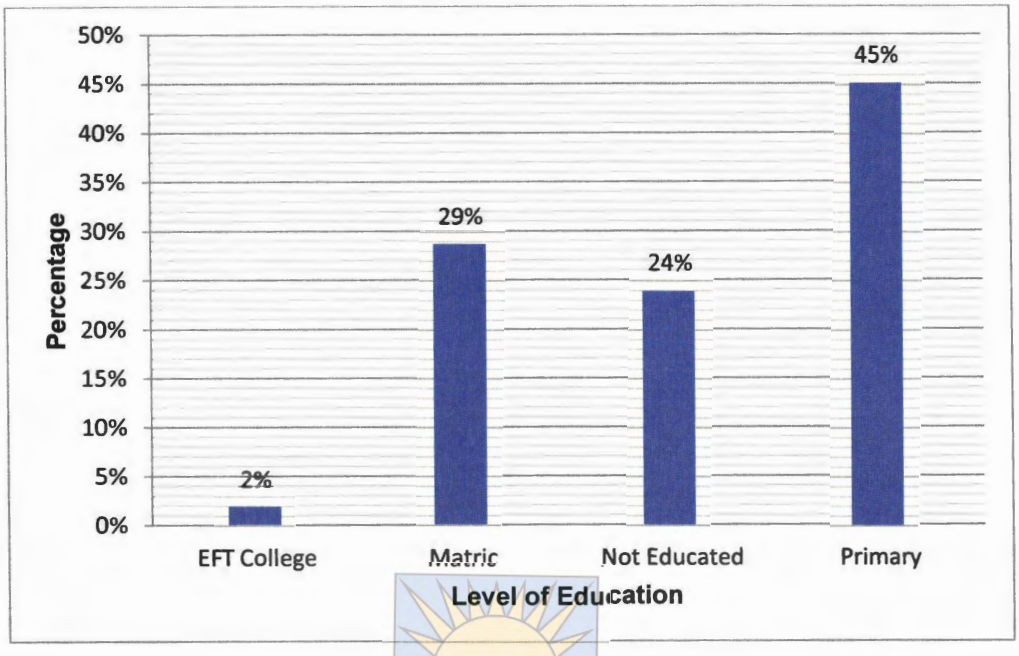


Figure 5.3: Levels of education achieved by respondents

5.3. Biographical information provided by respondents who participated in the interviews

The sample for the qualitative study comprised 10 CDWs, 5 CDW supervisors, 1 CDW Coordinator, 5 Department of Agriculture officials, 5 SASSA officials and 10 Community leaders, and the interviews were conducted with the aim of gathering the information needed in order to make an assessment of the impact of the CDWP on poverty alleviation by linking citizens to social grants and food security programmes and the impact of the support which it gives by surveying households to the initiatives of the War on Poverty Programme.

It was found that the ages of the largest group of seventeen of the thirty-six respondents in this sample fell within the range of between thirty-one and forty years, followed by eleven in the range of between fifty-one and sixty years. Table 5.4 below

shows the breakdown of the ages of the interviewees according to age range categories.

Table 5.4: Age distribution of interviewees

Age	PARTICIPANT'S POSITION						Number of Participants
	CDW	CDWP Coord.	CDWP Sup.	DoA Official	Comm. Leader.	SASSA Official	
21-30 years	01	-	-	-	-	-	**01**
31-40 years	04	01	04	03	03	02	**17**
41-50 years	03	-	01	02	04	01	**11**
51-60 years	02	-	-	-	03	02	**07**
61+ years	-	-	-	-	-	-	**-**
Total	**10**	**01**	**05**	**05**	**10**	**05**	**36**

The comparative analysis of age and the positions held by the participants shows that most of the CDWP supervisors fell within the range of thirty-one and forty years. Only one participant in the entire sample, a CDW, fell within the range between twenty-one and thirty years.

In Table 5.5 below it can be seen that although the sample comprised twenty-one female and fifteen male respondents, the gender distribution was fairly even for most categories, with 2 notable exceptions, namely the CDW category, which comprised 8 females and 2 males, and the CDWP coordinator category, which comprised a single male respondent.

Table 5.5: Gender distribution of interviewees

Gender	PARTICIPANT'S POSITION						Number of Participants
	CDW	CDWP Coord.	CDWP Sup.	DoA Official	Comm. Leader.	SASSA Official	
Female	08	-	03	02	06	02	**21**
Males	02	01	02	03	04	03	**15**
Total	**10**	**01**	**05**	**05**	**10**	**05**	**36**

Where marital status was concerned, it was found that eighteen of the thirty-six respondents were married. A further 4 reported that they were cohabiting, 10 that they were single, 2 that they had been widowed and another 2 that they were divorced. The largest proportions of married respondents were found among the community leaders, with 8 out 10 being married, followed by the CDWs with 6 of a total of 10.

The same categories as were used for the respondents to the questionnaire were used to classify the levels of education of the interviewees, namely 'Not educated', 'Primary', 'Matriculated' and 'Graduated from a FET college'. It was found that thirty of the thirty-six respondents in the sample had a FET qualification. Most of the CDWP staff members had graduated from the University of Western Cape in 2005 with a specialisation in community development, while the DoA staff held FET qualifications in agriculture. Some of the respondents held university degrees, and those employed by SASSA held degrees in Social Work. A total of 6 of the sample had not furthered their education after matriculating, and these comprised mainly community leaders.

The working experience of the interviewees was represented by 3 categories, namely the ranges between 0 and 5 five years of experience, 5 and 10 years and 10 years or more in the same field of work. It was found that all of the CDWP staff members had worked for an average of 8 years in the programme. All of them were from the first batch of CDWs to be deployed in the various communities under the auspices of the CDWP. Many of the respondents in the sample had been in their specific lines of work for more than 10 years, particularly in the case of the SASSA officials, most of whom had been working for more than 10 years. The least experienced respondents in the sample were the community leaders, all of whom had less than 5 years' experience in their positions.

5.4. Conclusion

The chapter has been devoted to presenting a comprehensive background of the lives and careers of the various respondents in order to provide an appropriate context for their perceptions of the impact of the CDWP on poverty alleviation in the Eden District Municipality, which forms the focus of this research study.

CHAPTER SIX

PRESENTATION OF FINDINGS AND DISCUSSION OF THE IMPACT OF SOCIAL GRANTS ON POVERTY ALLEVIATION

6.1. Introduction

This chapter will present the findings of the research study and an analysis of the data which was collected, followed by a discussion of the findings concerning the impact of social grants on poverty alleviation, in order to establish whether or not the facilitating of applications for social grants through the CDWP has had a positive impact on the alleviation of poverty in the 5 local municipalities of the Eden District Municipality in which the study was conducted.

6.2. Presentation of the data obtained from beneficiaries of the CDWP

The beneficiaries of the CDWP who made up the research sample comprised members of the communities who had received the assistance provided by the CDWP, either directly or indirectly. The ways in which they might have benefited included referrals to other organisations, being given information concerning the services provided by the government which they needed by the CDWs and or being given advice concerning the types of assistance which are available. In this study the assistance provided took the form of social grants, food security projects and the support given by the CDWP to the initiatives of the War on Poverty Programme through the surveying and profiling of households.

6.2.1. Impact of social grants experienced by the recipients

This section of the study presents the findings concerning how effective the CDWP has been in ensuring the linking of citizens to social grants and the impact which doing so has had on poverty alleviation. The impact was assessed by gathering data from the beneficiaries, noting the types of services which they received, their rating of how well the services were being rendered, the value which they placed on the services and how effective they felt that the services were in empowering them as individuals. The study also sought to determine how the engaging with the CDWP might have contributed towards increasing the amount of income which households were able to secure.

6.2.1.1. Knowledge of the CDWP

It was necessary to assess the respondents' knowledge and perceptions of the CDWP in order to be able to assess the impact on poverty alleviation achieved by the programme, and it was found that 91 % of the respondents to the questionnaire had some knowledge of the CDWP, while 9 % appeared to be ignorant concerning the programme, which is presented graphically Figure 6.1. This finding should contribute towards validating the overall findings of the study, as it indicates that the data was gathered from people who were knowledgeable concerning the programme.

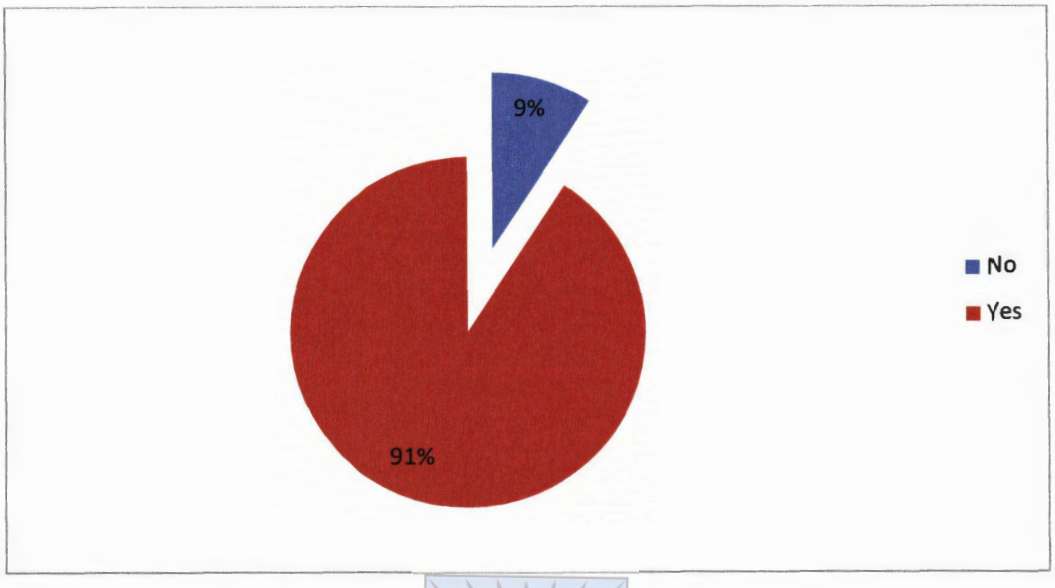


Figure 6.1: Knowledge of respondents concerning the CDWP.

6.2.1.2. Receipt of grants

A comparative analysis of gender and the receipt of grants, which is summarised in Table 6.1 below, shows that in the research sample more women than men receive grants, as it was found that recipients of grants among women constituted 60% of the study sample, as opposed to 28% in the case of men.

Table 6.1: Receipt of grants and gender

Gender	No		Yes		Grand Total	
	Freq.	%	Freq.	%	Freq.	%
Female	13	05	150	60	163	65
Male	18	07	69	28	87	35
Grand Total	**31**	**12**	**219**	**88**	**250**	**100**

The total number of recipients constituted the greater proportion of the respondents, making up 88% of the total sample, with those who did not receive grants making up

the remaining 12%. Figure 6.2 presents a diagrammatic representation of the total number of recipients of grants from the total of the population sampled.

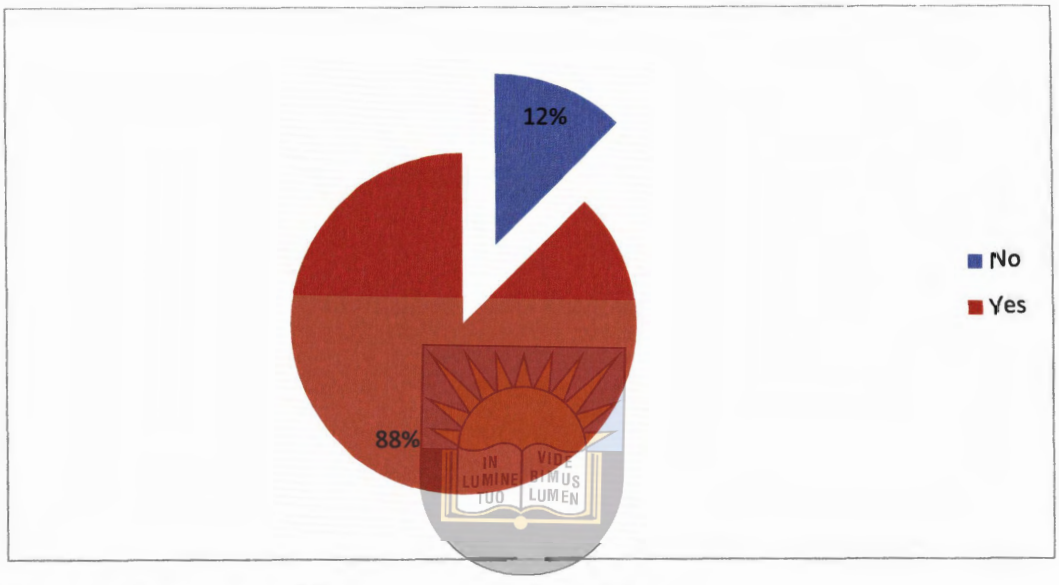


Figure 6.2: Total number of recipients of grants

6.2.1.3. Types of assistance provided by the CDWP

The findings concerning the nature of the assistance provided to beneficiaries by the CDWP show that most had been given assistance in the form of receiving information which they needed, these comprising 36% of the sample, while a further 16% had approached representatives of the CDWP for advice. The category of respondents who had requested both information and referrals constituted 10% of the sample, while 16% reported not having received assistance of any sort. These findings are reflected in Figure 6.3 below.

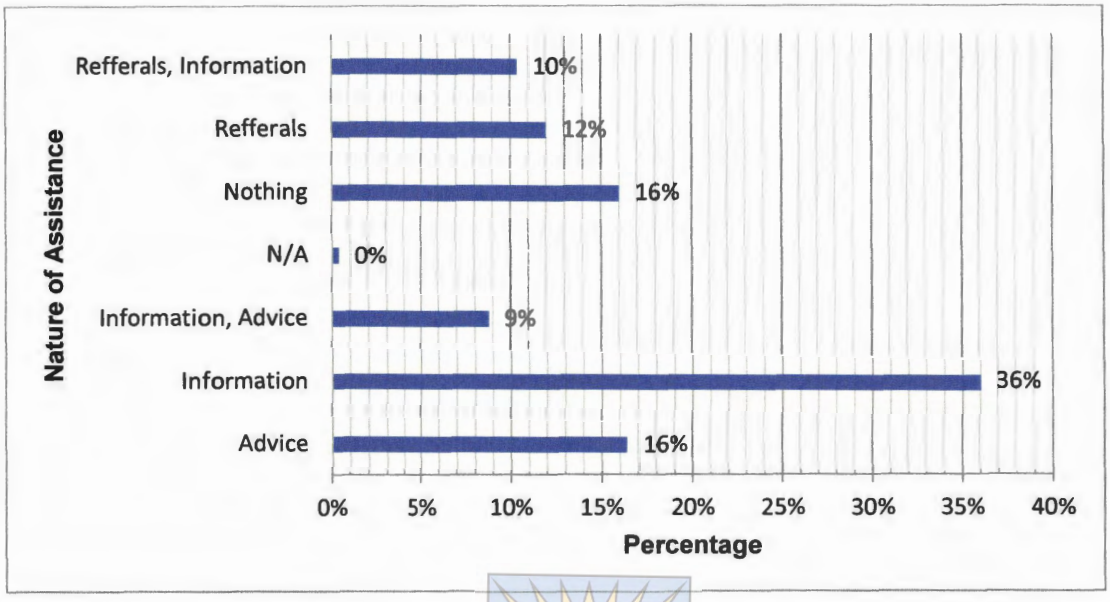


Figure 6.3: Types of assistance provided by the CDWP

6.2.1.4. Uses to which social grants are put by recipients

How grants are spent constitutes a key question when endeavouring to assess the impact which they have on poverty alleviation, and it was found that most of the recipients had been using the money from their grants to buy food for consumption in their households. All two hundred and nineteen of the recipients, 88% of the overall sample, reported that buying food was the key priority when they spent the money which they received from their social grants. Clothing and healthcare needs were also cited as important items consuming money from grants, with 12% of the recipients citing expenditures on transport and a small group comprising 7% of the recipients citing school fees.

The type of grant received tended to be reflected by the age category of the respondents, and it was found that most of the recipients in the sample, a total of one hundred and forty-five of two hundred and nineteen or 66%, received the CSG. While the CSG tends to be received by a broad spread of age categories, as it may

be received on behalf of both children and grandchildren, it was found in this sample that all the respondents falling into the sixty-one years and older age category who received grants received the Old Age Grant. A total of thirty-seven of the two hundred and nineteen recipients in the sample received the Old Age Grant, but some of these also receive the CSG, and, in a very few cases, Grant-in-Aid.

6.2.1.5. Rating of the services provided by the CDWP in the form of social grants

The majority of the beneficiaries, or 46%, rated the handling of social grants through the CDWP as being good, followed by a 21 % who rated it as average and 17 % as poor. Figure 6.4 below shows that 10 % rated it as 'best'.

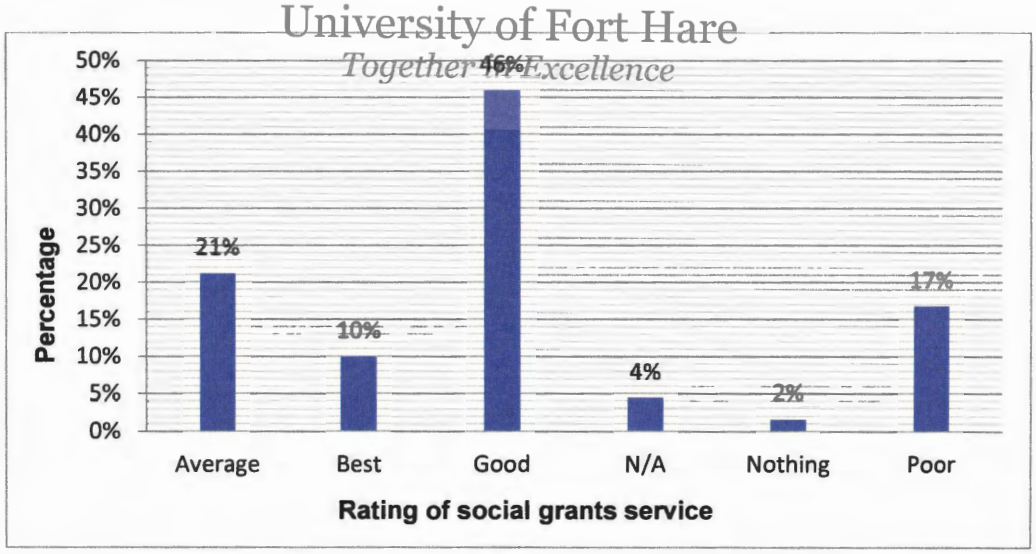


Figure 6.4: Rating of the services provided by the CDWP service in the form of social grants.

Figure 6.5 below provides a graphic depiction of the perceptions of the recipients of how helpful or effective the CDWP had been in linking them to social security grants

as a means of alleviating poverty. The findings show that 42% of the respondents rated the CDWP as having been very helpful in linking them to social grants, followed by a 24% who rated the role played by the CDWP as average, 20% who rated the services as not being of much help to them and only 2% who rated the linking to social grants by the CDWP as poor.

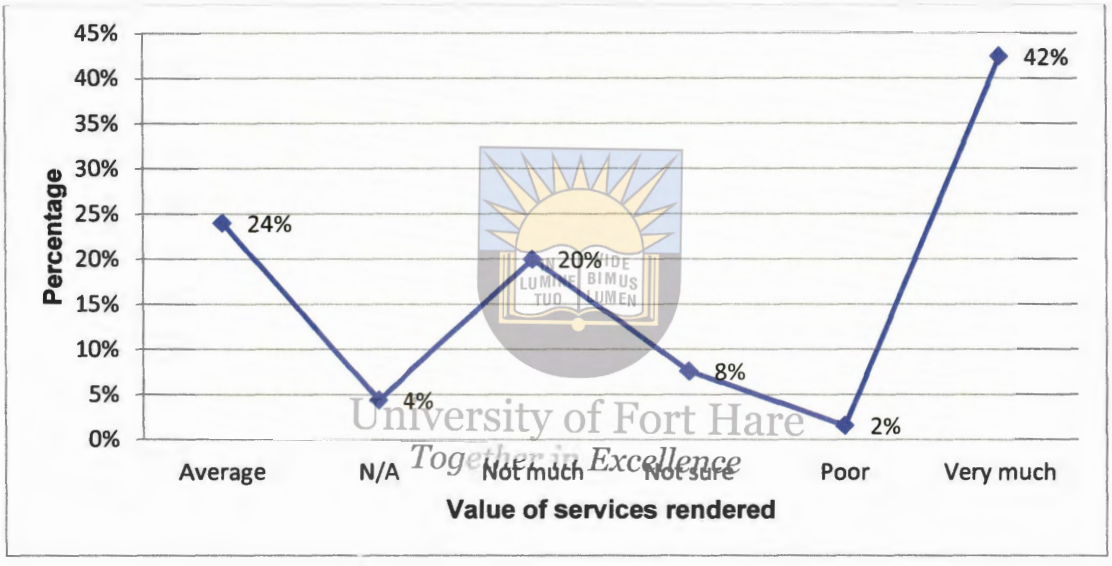


Figure 6.5: Perceptions of respondents of the value of the services provided by the CDWP to link people to social grants

6.3. Presentation of findings obtained from CDWs, CDW Supervisors, the CDW Coordinator, SASSA Officials and Community leaders

This section presents the findings obtained from the CDWs, the CDW Supervisors, the CDW Coordinator, the SASSA officials, the Department of Agriculture officials and the community leaders concerning their perceptions of the performance of the CDWP in the facilitating of social grants and the impact which work done by the CDWP has on poverty alleviation in the Eden district municipality.

6.3.1. Perceptions of CDWs of the facilitating of social grants under the auspices of the CDWP

The CDWs felt that they had been effective in the facilitating of applications for social grants as a result of their rapid handling of cases which had been reported to government officials by community members, by ensuring that these matters were always followed up with the relevant officials concerned. In the words of 1 of the CDWs: "I have handled grant cases were a social worker was playing hide and seek with the client without attending to the grant issue for some time, but after my intervention through following up, the case took a short period of time to be resolved". In cases such as this, and in accordance with the objectives of the CDWP, they play an intermediary role between the service providers and the beneficiaries.

The facilitating of social grants by CDWs can also take the form of referrals made to SASSA. All the CDWs reported having made referrals to SASSA for the processing of social grants. One of the CDWs based in George said: "We are foot soldiers and the programme is helping government departments a lot through referrals. I am working closely with SASSA". The CDWs also work on marketing strategies by designing posters and using loudhailers in order to raise awareness of the services which SASSA provides to communities. Thulani (a fictitious name given to the CDW for the purposes of this study), 1 of the CDWs in the Knysna Municipality said:

> "We are doing a great job as far as linking people with social grants is concerned; we have helped a lot of people through door-to-door visits. They had little knowledge about services concerning grants, for example, some did not know that they can apply for children who are not theirs."

The effectiveness of the CDWS may also be seen in the facilitating of social grants by creating strong relationships with stakeholders in the areas in which they operate. One of the CDWs from Mossel Bay reported: "We are doing a great job through inviting SASSA, Home Affairs and all stakeholders for information sessions with the community members". Government departments which are invited to participate become able to interact directly with the communities to which they provide services. CDWs also play a part in Integrated Development Planning or IDP meetings with government departments in order to be able to know the functions of the various departments and to determine the areas in which they may be of assistance to them.

All the CDWs from the 5 selected municipalities acknowledged the need for more CDWs to be employed in order to meet the growing need for their services, as at present they are obliged to operate under conditions of serious shortages of manpower, thereby compromising their mandate as foot soldiers. One of the CDWs from George municipality said "The government should improve on the number of CDWs in each community ward; we must be like Cubans, where each and every hospital ward has a medical doctor, rather than to depend on a few of us".

One of the problems encountered in the facilitating of social grants by CDWs centres on the difficulties associated with SASSA's new bank card system, which replaces the previous cash payment system. The system is reported to be plagued by technical problems, which have adverse consequences for the incomes of beneficiaries. Pheliswa (not her real name) said:

> "The new card system for grants seems not to be working well. It is problematic in the sense that people end up not receiving their

> money for the month because of waiting for the letter of confirmation from SASSA and the delays caused by Post Office and there are a lot of deductions. It takes time to receive the letters and the money ends up being returned to SASSA. This will then lead to making calls to the Cash Payment System (CPS), which is responsible for SASSA cards, in order to track records for transfers to be done."

The assessment was also confirmed by one of the SASSA officials in the sample, who explained that they are not in charge of the card system, as it was administered by an outside service provider. He also explained that they encouraged beneficiaries not to share their secret pin code with anyone, including their children, as they are likely to use the card to buy air time and make other expenditures.

6.3.2. Perceptions of the supervisor and the coordinator of the CDWs of the performance of the CDWP in linking citizens to social grants

The management of the CDWP is composed of supervisors and a coordinator at the helm. The data gathered from the project coordinator indicates that the programme has done a great deal to uplift the living standards of people who had been languishing in the doldrums of poverty:

> "It is one of the programme's key issues (the facilitating of grants) and a lot of people have been assisted, especially where SASSA could not reach out to them, door-to-door campaigns have been done and a lot of information has been given to people."

This has been made possible by the availability of the CDWs in communities on a daily basis, compared with SASSA officials, who visit communities only occasionally, in the course of their door-to-door visits.

The programme coordinator also identified problems which stood to hinder the programme in its endeavour to fulfil its mandate. Among the chief of these is the shortage of CDWs, which has extremely adverse implications for the effectiveness of

the CDWP in the alleviation of poverty, which has resulted in some areas of communities not being reached and people not having sufficient access to the services to which they are entitled.

The failure on the part of other government departments to recognise CDWs as government officials is seen by the programme coordinator as being detrimental to the potential success of the programme. He voiced this concern by saying "Other departments do not want to recognise us as government officials, but would prefer to view us as voluntary workers", before moving on to say:

> "Others view us as a threat because of how we can categorically handle any problem that is presented to us. People will go back smiling, so they feel threatened, especially the municipal councillors and ward committees."

6.3.4. Perceptions of SASSA officials of the programme's performance in linking citizens to social grants

South African Social Security or SASSA officials play an important role in ensuring that socially disadvantaged citizens benefit from the support provided by government-sponsored grants. However, their efforts may not be fruitful if they are not supported by other initiatives, such as the CDWP, which aims to facilitate the allocation of social grants as a component of an overall strategy aimed at alleviating poverty.

One of the SASSA officials said of the CDWs: "They are doing a good job, because we consult them when we are doing our door-to-door visits". In their door-to-door campaigns the SASSA officials visit people in their homes in order to raise

awareness of the services which they provide to communities, and the statement made by the SASSA official confirms the positive contribution made by the CDWS.

The role played by the CDWs in the mobilisation of communities for information sessions was also acknowledged by the SASSA officials. The CDWs bring community members together, providing the various government departments with an opportunity to make presentations. One SASSA official from the George Municipality said:

> "They are doing their job very well. Today they invited me to a meeting where I was doing a presentation on the services rendered by SASSA to the community members. People must know what to apply for and what they are entitled to."

6.3.5. Perceptions of community leaders of the performance of the CDWP in linking citizens to social grants

The data concerning the perceptions of community leaders of the CDWP was obtained from community leaders from various socio-political backgrounds, who held various positions of responsibility within the communities which had been selected for the study. These leaders included local municipality councillors, church leaders, community forum leaders, street committee leaders and local community development practitioners, and their views were regarded as being of great importance for the assessment of the functions of the CDWP and its relevance to the local communities through the linking the members of these communities to social security grants in accordance with its official mandate.

It was found that the CDWP is generally viewed as a relevant and helpful programme in this regard. One of the community leaders from the George Municipality said:

> "They are very useful with assistance in matters pertaining to grants; one old woman had a problem with her grant and they helped her. They are very helpful in referring people to SASSA or Home Affairs and giving advice if there is a shortage of documents. I have seen them advertising for community events, calling the municipality to address the community at the Zone 9 community hall."

The community leaders also emphasised the need for greater awareness of the services provided by the CDWP if the communities are to derive the maximum benefit from their services, as they felt that many people had little or no knowledge of the programme; they suggested that community outreach programmes would provide the best remedy in cases of this sort. One of the community leaders said:

> "More awareness through the media is needed so that people will know more about their services. Their information is very useful, especially when it comes to job opportunities. They must reach out to schools, design newsletters and make field visits. They also need to work more with crèches and soup kitchens within the community."

Greater awareness of the services which it provides would almost certainly increase the level of service delivery on the part of the CDWP.

6.4. Discussion of the findings

From the findings concerning the perceptions of the beneficiaries of the facilitating of linking citizens to social grants, it could be concluded that the CDWP has been successful, to a large extent, in the delivery of services in accordance with its mandate. Most of the respondents in the sample made up of beneficiaries were receiving social grants, and in most cases they were receiving the CSG. As Tanga and Gutura (2013) have pointed out, the CSG is South Africa's largest social cash

transfer programme in terms of the number of beneficiaries who receive it, and it is one of South Africa's most successful social protection interventions. In total, 66% of the sample acknowledged the help provided by the CDWP, with 42% rating the programme as having been very helpful and 24% rating it as average. Barrientos and Nino-Zarazua (2010), cited by Tanga, Ncube and Bumhira (2014), maintain that while the impact of social protection programmes varies according to their objectives, their design and level of institutionalisation, and the level of development of the countries in which they are implemented, there is strong evidence to support the contention that social protection initiatives can significantly contribute to reducing the prevalence and severity of poverty. The dissatisfied portion of the sample who rated the services as poor constituted 17% could indicate either that the service delivery of grant-related services could be improved in certain instances, or that, in the case of the minority of dissatisfied beneficiaries, the problems which they had experienced had been the result of factors which had been beyond the control of the CDWs, particularly in those cases where referrals had been made or relevant information had been provided. The role played by the CDWP to link citizens to social security grants has resulted in most of the respondents in the sample of potential beneficiaries receiving social grants compared with those who did not, which would suggest that the CDWP has managed to have a positive impact in its endeavour to alleviate poverty.

The biographical information provided by the respondents who worked for the CDWP demonstrated that the programme is being staffed by experienced people who have worked in it for more than 8 years, whose ages generally range from between forty and fifty years, and all of whom have been trained in the field of community

development at the University of the Western Cape. This, in itself, is a valuable asset and bodes well for the success of the CDWP in its commitment to poverty alleviation, as without competent and experienced staff any initiative of this sort would be doomed to failure.

The general feeling among the respondents from all 5 of the local municipalities selected is that the programme has been very effective in ensuring the facilitating of social grants to the beneficiaries for whom they are intended. The facilitating procedures have ranged from assisting clients with relevant information regarding grants, the management of grants, the cancellation of air time deductions from grants and working closely with SASSA officials in order to ensure the effective referral of clients to them and other relevant stakeholders. Most of the beneficiaries have a positive perception of being linked to social grants by the CDWP, and the information sessions could have contributed a great deal to these positive outcomes. This work performed under the auspices of the CDWP accords with the first level of the participatory developmental framework, in which communities are informed about the services which are available to them, through community meetings or the distribution of information pamphlets, brochures and posters, in order to inform them of the development projects which are being planned for their communities and to explain the benefits which the projects will bring to individuals, families and the community as a whole.

The ready acknowledgement on the part of the SASSA officials of the role played by the CDWs in their door-to-door campaigns cannot be discounted. They confirmed that the CDWP was playing a vital role, and that SASSA officials would always

consult them when making their door-to-door visits in order to make them joint visits, if at all possible. As the CDWs are always in the communities which they serve, they provide an ideal point of entry for SASSA officials into the communities in their door-to-door campaigns.

The ability of CDWs to bring communities together for information sessions plays a vital role in making information accessible, which is one of the cornerstones of the CDWP and accords well with the aim of the participatory community developmental theoretical framework to promote the involvement of communities in matters pertaining to community development which concern them. Increased involvement on the part of communities plays an important role in the achieving of equal opportunities, having access to and participating in democratic processes and sustainable economic development (SCCD, 2001). The CDWs invite government departments to information sessions with community members, which clearly and directly accords with their mandate to take information to the people rather than oblige the people to seek it of their own accord. This proactive approach on the part of CDWs keeps communities updated with current information concerning new plans for development which are being developed by the government departments and also fulfils the purpose of the CDWP to work with government departments and other stakeholders in a bid to link the government with communities, strengthen integration and coordination between the services provided by the government and improve the access which communities have to these services (DPSA, 2013). One of the SASSA officials said:

> "We do have a lot of services that will be promoted and the community must know that. For example, we are now promoting the Grant-in-Aid social grant and the community must know that and benefit from what the government is giving, if they are deserving."

The location of the offices of the CDWs constitutes a strategic advantage, as most of the offices are located in Thusong Centres which are managed by local municipalities and which house a number of government departments. These centres are located mainly in the communities themselves in the cases of George, Mossel Bay, Bitou, and Oudtshoorn, with the exception of Knysna, where the offices are located away from the communities which they are intended to serve. Referrals are made easy when the offices are located in the communities, which places Knysna at a disadvantage, owing to the fact that the CDWP staff members are placed at a distance away from the communities which they serve.

Concern about the shortage of CDWs was expressed by all the CDWs, their supervisors and their coordinator, and there was strong feeling that the programme could perform much better if there were an equal representation of CDWs in all of the municipal wards in which they are working. It was found that there were many CDWs who had received training who could not be placed in employment. It was learned that the Bitou Municipality at one time had fourteen CDWs, but was now left with only one, and that the Hassequa Municipality did not have even one CDW at present. These findings paint a gloomy picture for the programme's potential performance, particularly in the light of the great need for these services to transform the lives of people and release them from the bonds of poverty. The lack of CDWs to a great extent precludes the implementation of the participatory community developmental approach, which accords to each and every individual an equal opportunity to share their views and participate in development.

At present the allocation of grants is being carried out, in some cases, with a lack of understanding of the other types of grant which could be received in conjunction with them, such as the Care Dependency Grant. The study found that while there were many respondents in the sample who received the Disability Grant, they did so without the support of grants such as the Care Dependency Grant. This could either be owing to the type of disability not being regarded as requiring the support provided by an additional grant, or a lack of understanding of the support in the form of social grants for which people are entitled to apply. However, this point was covered well by the information obtained from the SASSA officials, in which it was learned that there are specific programmes which deal with matters of this sort which they intend to launch in the communities.

The study found that political interference in the implementation of the CDWP gave cause for great concern, as it was reported that in many cases, local municipal councillors did not give the CDWs their full cooperation, as they felt threatened by their presence in the communities in which they were working. This finding makes it imperative for there to be a clear and proper working relationship between the local municipality councillors and the CDWP staff members, in order to minimise any negative effects which may be felt by the communities whose interests are ostensibly being served by both institutions.

The study's findings, concerning the uses to which the money obtained in the form of social grants are put, concurred with those by Tanga and Gutura (2013) in a study conducted in the Nkonkobe Municipality in the Eastern Cape, which found that most of the participants reported that they used their grants to buy food for their entire

households, to pay school fees, to buy clothes and to attend to healthcare needs. These findings confirm that recipients of social grants spend the money to support the members of their households, which in turn confirms the value of the services pertaining to social grants provided by the CDWP to households which are disadvantaged socially, economically and politically. A study conducted by Marisa Coetzee from the Department of Economics at Stellenbosch University also bears testimony to the fact that social grants, particularly the CSG, are extremely beneficial, because children do in fact benefit, in terms of both nutrition and education, from the CSG (SASSA, 2014).

6.5. Conclusion

It can therefore be concluded that social security grants are of great value for most disadvantaged households as a means of relief from poverty. The CDWP has played an important role by linking people to social grants and, as was found from the responses of the beneficiaries, it has increased the people's means of surviving against the adverse effects of poverty. However, the programme does need to be implemented more comprehensively, with CDWs working actively in all municipal wards, to ensure the effective delivery of services to all. This contention is ably supported by the data gathered from the beneficiaries, community leaders, CDWP staff and SASSA officials. The following chapter will present the relevant findings and an analysis and a discussion of the initiatives of the CDWP to link people to food security programmes at the household level.

CHAPTER SEVEN

PRESENTATION OF FINDINGS AND DISCUSSION OF THE LINKING OF CITIZENS TO FOOD SECURITY PROJECTS AT THE HOUSEHOLD LEVEL

7.1. Introduction

The linking of citizens with food security projects is one of the areas of primary focus for the CDWP in its endeavour to make a significant and substantial contribution towards the alleviation of poverty. While the previous chapter focused on presenting the findings and an analysis and discussion of them with respect to the effectiveness of the CDWP in linking citizens to social security grants, this chapter will focus on how the CDWP has managed to link citizens with government programmes which promote food security at the household level.

7.2. Presentation of data obtained from beneficiaries of food security projects

This section of the study presents the findings obtained from the beneficiaries of food security projects in order to determine whether or not the CDWP has played a pivotal role in linking them to food security projects as a component of its commitment to alleviate poverty. The assessment will be made against the background of biographical information provided by the beneficiaries of the projects and in terms of their involvement in the projects, the nature of help given, the positive changes resulting from their involvement in the projects and the effectiveness of the programme in linking citizens to food security projects.

Figure 7.1 below shows that there are more beneficiaries who have not been linked to food security projects than those who have, constituting 78% for males and females who have not been linked, compared with 22% in the case of those who have. Most of the respondents who indicated having been linked to food security projects were women, who constituted 14% of the total sample, as opposed to men, who constituted 8 %.

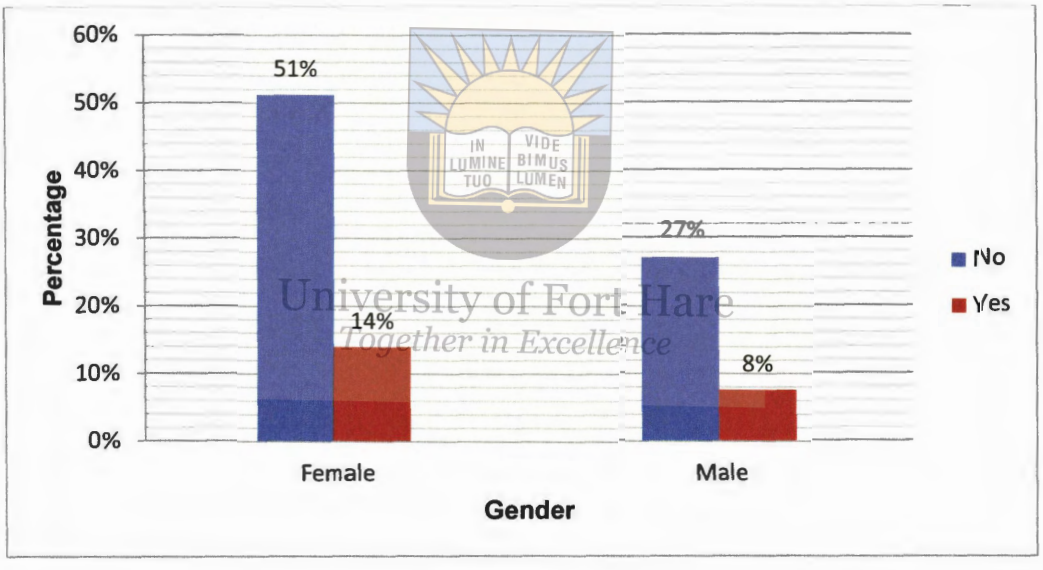


Figure 7.1: Percentage of respondents linked to food security projects in terms of gender

7.2.1. Linking to food security projects

Table 7.1 shows that 22% of the respondents had been linked to food security projects, with the remaining 78% reporting that they had not. It was also found that most of the beneficiaries who had been linked to the food security projects were

those who fell within the economically active age group of between twenty-one and thirty years.

The study found that in all cases the food security projects to which beneficiaries had been linked by the CDWP took the form of food gardens. Figure 7.2 below shows that all 22 % of the respondents who had reported that they had been linked to food security projects had been linked to food garden projects.

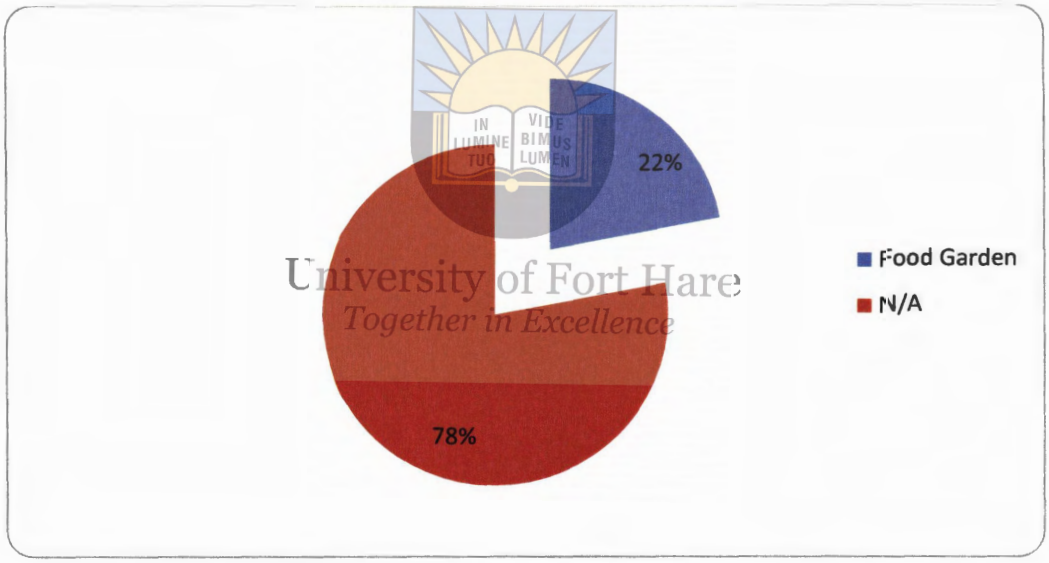


Figure 7.2: Types of food security projects to which beneficiaries have been linked

A comparative analysis of the ways in which people have been linked to food security projects and how positive changes, either economic or social, have been brought to their lives, shows that most of the beneficiaries who had been linked to the projects as a result of information and advice rated the impact which the projects had on their lives as average and comprised twenty-six of the respondents or 10% of

the total sample. It was also found that 8% of the sample as a result of advice rated the link as having been very helpful.

Table 7.2: Ways in which beneficiaries were linked to projects and perceptions of their ability to bring change to their lives

Nature of link	Average	N/A	Not at all	Not much	Very much	Grand Total
Advice	0	0	0	0	18	18
Information	0	0	1	11	1	13
Information, advice	26	0	0	0	0	26
N/A	0	165	0	0	0	165
Nothing	0	3	22	1	0	26
Referrals	0	0	0	0	2	2
Grand Total	**26**	**168**	**23**	**12**	**21**	**250**

An analysis has also been made of the perceived value of the linking to food security projects in the respective local municipalities. It was found that more beneficiaries in the Bitou Municipality have rated the linking to the projects as being valuable than in any other local municipality, while Oudtshoorn had the highest number of respondents who rated it as having no value at all. It is also noteworthy that in all the local municipalities the number of people rating the value as average was greater than that for any other rating category, with Oudsthoorn having the highest number of average ratings, as is shown in Table 7.3.

Table 7.3: The perceived value of the linking to food security projects in each local municipality

Municipality	Average	N/A	Not at all	Not much	Very much	Grand Total
Bitou	3	36	4	2	5	50
George	5	34	5	2	4	50
Knysna	6	33	4	4	3	50
Mosselbay	4	34	4	2	6	50
Oudtshoorn	8	31	6	2	3	50
Grand Total	**28**	**168**	**23**	**12**	**21**	**250**

Another relevant consideration from the findings concerns the nature of the change which has been brought by the linking to food security projects. As is shown in Figure 7.3 below, 16% of the respondents reported an increase in the amount of food in their households. A further category of respondents reported a change which came in the form of knowledge of gardening as a result of being linked to a project which had been initiated by the CDWP, while others reported that they had not experienced much in the way of change as a result of having been linked to the gardening projects.

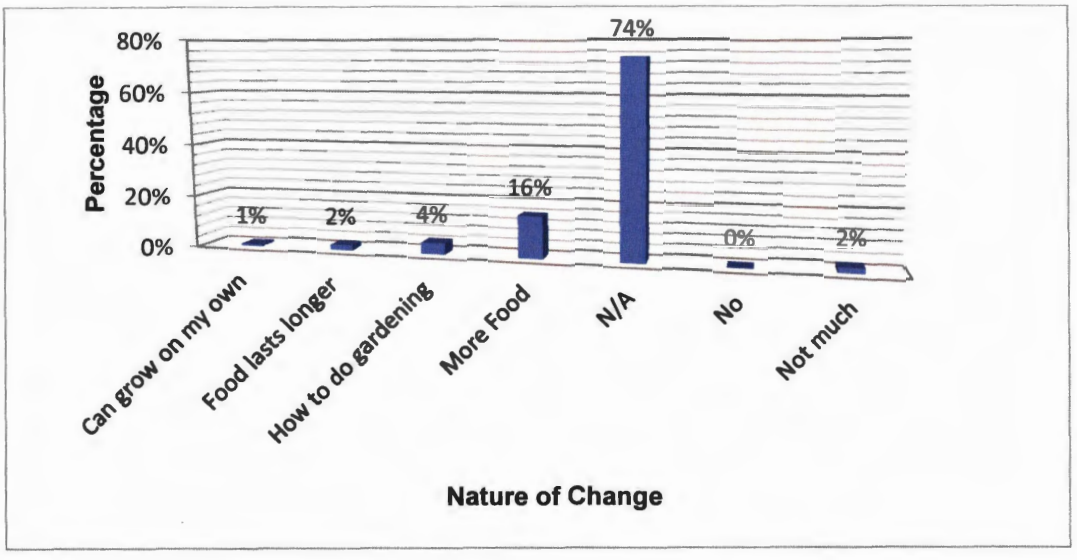


Figure 7.3: Nature of the change brought by being linked to gardening projects (N = 250)

The impact of the linking of people to food security projects in an endeavour to alleviate poverty was also assessed by determining how the beneficiaries rated the services provided by the CDWP to link them to the projects. As is shown in Figure 7.4 below, it was found that 20% rated the services as being 'good' while 14% rated them as being 'poor', with only 1% rating them as being 'best'. The Non Applicable or N/A score refers to the portion of the total sample which had not been linked to the projects.

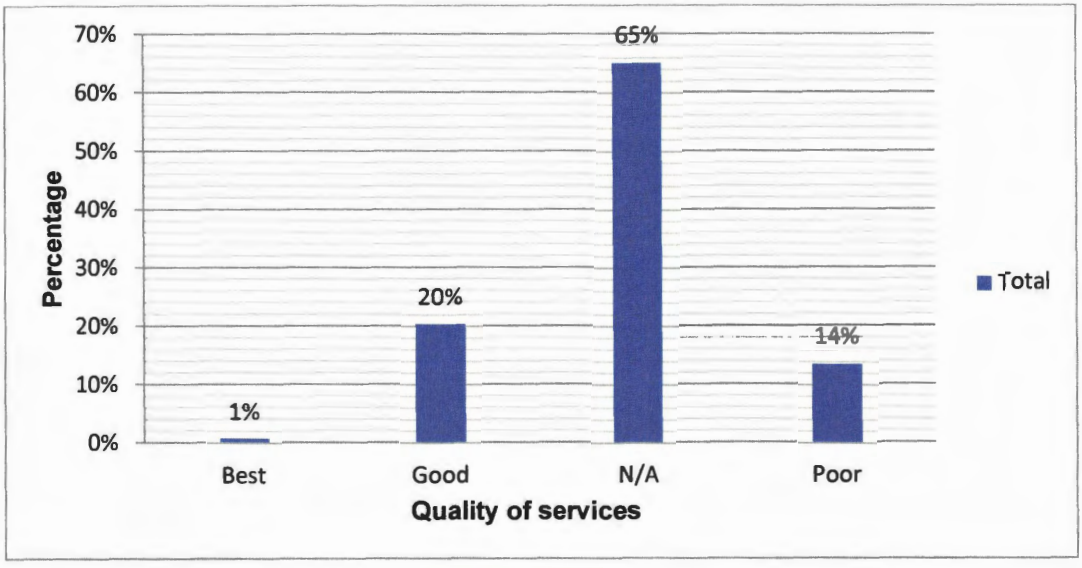


Figure 7.4: Ratings by beneficiaries of the services provided by the CDWP to link them to food security projects

It was also found that most of the respondents who had been linked to food garden projects, 25% of the total research sample, reported no increases in their household income as a result of having been linked to the projects, while 10% of those who had been linked to them reported increases in their levels of household income. Table 7.4 presents a comparative analysis of the rating of the services provided by the CDWP to link people to food security projects and the increased levels of household income which were reported. It is significant to note that most of the respondents who rated the linking to food security projects by the CDWP as 'good' reported no increases in their household incomes.

Table 7.4: Rating of services provided to link people to food security projects and increased incomes

Service rating	N/A		No		Yes		Grand Total	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Best	0	0	01	0	01	0	**2**	**01**
Good	0	0	33	13	18	7	**51**	**20**
N/A	163	65	0	0	0	0	**163**	**65**
Poor	0	0	29	12	05	2	**34**	**14**
Grand Total	**163**	**65**	**63**	**25**	**24**	**10**	**250**	**100**

As has been noted, of 35 % of the total sample who were linked to food garden projects, only 10% reported an increase in their levels of household income, while 25% of the respondents sampled had not seen any increase in their household incomes as a result of having participated in the project. Figure 7.5 below shows the proportion of those who responded 'Yes' to question of whether they had increased their household incomes. The larger portion of the pie chart denotes those who gave a 'No' answer, while the 'Non Applicable' portion refers to those in the sample who had not been involved in the projects.

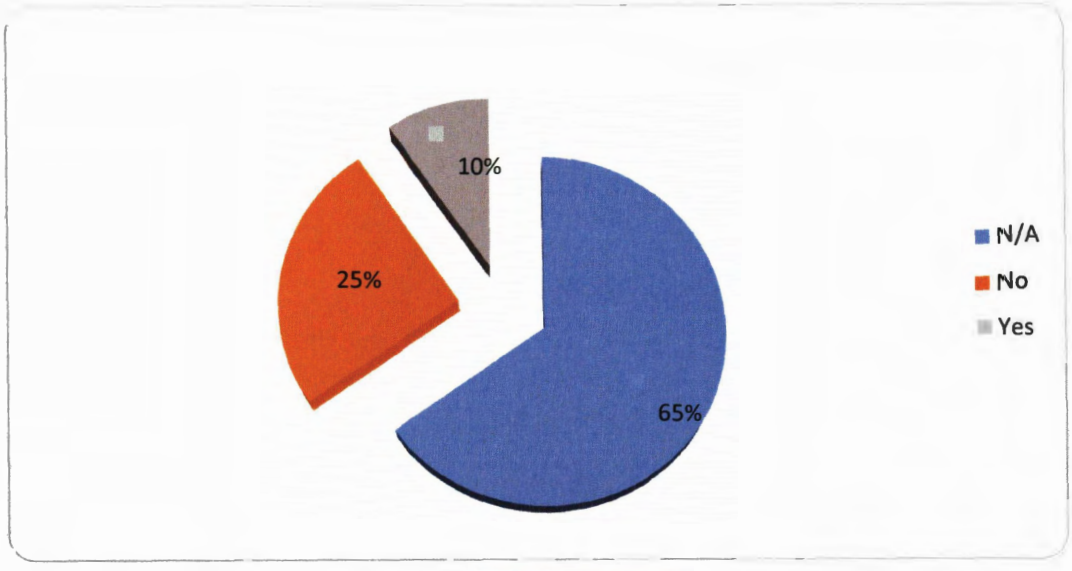


Figure 7.5: Increases in the level of household income resulting from involvement in food garden projects (N = 250)

The nature of the improvements which are brought by the food garden projects is an important consideration when linking citizens to food security projects. The food garden projects have been an effective means of assisting beneficiaries to obtain more food, with 63% of the total number of respondents in the sample who are involved in food security projects being linked to food garden projects. Among these respondents 17% reported that the projects had taught them to garden, while others spoke of their food lasting longer and being able to grow food on their own. A minority of 9% reported not much improvement in their incomes or in their lives as a result of participating in the food garden projects.

Table 7.5: Nature of help brought by food garden projects (N = 64)

Nature of improvement	Freq	%
Can grow food on my own	2	3
Food lasts longer	5	8
How to do gardening	11	17
More Food	40	63
Nothing much	6	9
Grand Total	**64**	**100**

How the availability of food has been increased is a crucial concern when an assessment of the benefits to be derived from the linking of citizens by the CDWP to food security projects is made. The study found that 11% of the sample reported having more food in their households, while 22% reported no increased availability of food as a result of the food gardens being employed as an intervention strategy to increase food security. Table 7.5 presents the findings concerning the link between the availability of food availability and food security, showing that only 4% of the sample among those who had comprised the 11% who reported having more food in their households felt secure from food shortages, while the remaining 7% felt food insecure.

Table 7.6: Increased availability of food and food security

	Food security rating			
Availability of food	**N/A**	**No**	**Yes**	**Grand Total**
N/A	67%	0%	0%	67%
No	18%	4%	0%	22%
Yes	0%	7%	4%	11%
Grand Total	**86%**	**10%**	**4%**	**100%**

7.3. Presentation of the data obtained from CDWs, CDW supervisors, the CDW coordinator, DoA officials and community leaders.

This section of the study will present and analyse the data obtained from the CDWs, CDW supervisors, the CDW Coordinator, the SASSA Officials, the DoA officials and the community leaders concerning their perceptions of the performance of the CDWP in the linking of citizens to food garden projects in an endeavour to make a significant contribution to poverty alleviation.

7.3.1. The performance of the CDWP in linking citizens to food security projects

The study found that the work of the CDWs in the domain of food security projects had, to a large extent, been hampered by requests for gardening materials from the Department of Agriculture not being effectively processed. One of the CDWs from the George Municipality said: "We have asked for material from the Department of Agriculture; we have submitted proposals but we haven't received feedback as yet".

It was also found that the CDWS had created a data base of community members who are interested in participating in food garden projects. Their procedure includes identifying community members who are committed to gardening and those who

have space to create gardens around their homes as potential beneficiaries of the projects and identifying unused community gardens and land in communities. One of the CDWs from the Knysna Municipality said:

> "I have initiated food gardens in each and every formal settlement with a piece of land; we encourage them to have food gardens in all wards. We also use land at the clinic, schools and encourage the community to participate in gardening. People are now harvesting their produce for soup kitchens in the community to support the people."

One CDW reported that in order to motivate gardeners in Mossel Bay, a gardening competition had been introduced as a means of acknowledging the best performers in the gardening projects:

> "I have done very well in ensuring that food gardens are operational, and as of now, every Saturday they are selling vegetables from three big gardens. I would sometimes arrange gardening competitions for the best garden to win a prize."

The local crèches have been assisted by the success of the food gardens, from which donations of vegetables have been made, and this trend has been noticed in the Mossel Bay, Knysna and Bitou municipalities. This was borne out by one the CDWs, who said: "People are now harvesting their produce for soup kitchens in the community to provide support". One CDW from the Bitou Municipality CDW said:

> "I have received tools from the department and I am engaging in gardening with an HIV/AIDS support group with the support of the Bitou Municipality, which gave us land and we are growing vegetables in that land and donating to the local crèches."

The CDWs felt that in order to improve the services provided by the Department of Agriculture, the department needed to be visible to the people of the local communities. They highlighted the need for the Department of Agriculture to come up with innovative means to save the scarce resources of the local municipalities by

introducing measures such as water harvesting, rather than supplying piped water from the local municipalities. One CDW said: "The Department of Agriculture must be visible, it must show people how to use resources; for example, instead of using the municipality's piped water they could use water harvesting with Jojo water tanks for gardening purposes".

7.3.2. Perceptions of CDW supervisors and the CDW coordinator of the performance of the CDWP in linking citizens to food security projects

In the opinions of the project coordinator and the CDW supervisors, the performance of the CDWP in linking citizens to food security projects has produced a positive impact on the livelihoods of the members of the communities, despite the many problems which had been encountered. The coordinator said: "We have a good working relationship with the Department of Agriculture, they support us whenever we need their help and we are always in touch with each other." The Department of Agriculture sponsors the CDWP with gardening equipment for the food gardens and that has provided a great deal of assistance to economically disadvantaged communities.

The data base of the potential beneficiaries for food security projects is one of the methods which are used by the CDWP in order to maintain contact with those who are interested in food gardening projects. The CDWP management reported that although they have encountered problems with obtaining the immediate delivery of resources required for the projects, they maintain contact with the various relevant departments in order to provide progress updates to the beneficiaries on their data

base in order to ensure that contact with the various groups of beneficiaries is not lost and they are kept up to date in terms of the progress of projects.

There was a general perception among the CDWP staff members that much of the budget for the food security projects was not being put to its intended use; they felt that the problems encountered as a result of limited funding could, at least in part, be the result of local municipalities using the money for other purposes and allocating little to the food security projects. One supervisor said: "There is a serious shortage of resources for the programme; we are not receiving much support from the municipality" and added: "the usage of operational grants is not clear; it seems as if they are used anywhere and anyhow, as it suits the municipality."

7.3.3. Perceptions of community leaders of the performance of the CDWP in linking citizens to food security projects

The community leaders in the sample included ward councillors from the local municipalities, church leaders, community forum leaders, street committee leaders and local community development practitioners.

The initiatives of the CDWP in the food garden projects are perceived as being of help to the communities. One community leader in the Thembalethu community, which falls under the George local municipality, said: "They do have a garden in Zone 9 of Thembalethu for the old people and it is very helpful in creating jobs and providing food to the people." It was learned that elderly people were managing these gardens in order to supplement their diets and to earn a living from selling the produce. As has been noted, it was reported that in the Bitou Municipality members

of an HIV/AIDS support group members were managing a garden in order to provide supplementary food and to donate vegetables to local crèches.

7.4. Discussion of findings

The study found that there had been delays in both the distribution of the agricultural materials to be supplied by the DoA and in the funding of gardening projects by the local municipalities in many instances, which affected the progress of the food gardens adversely in most of the areas investigated by the study. So self-evident is the importance of increasing agricultural productivity for reduction and alleviation of poverty that it should hardly need to be mentioned. According to Tanga and Gutura (2013), household expenditure on food typically constitutes the highest category of expenditure for many economically disadvantaged households, which might imply that the achievements of the CDWP in the alleviation of poverty by linking citizens to food security projects may have been badly compromised by the problems surrounding resources discussed above.

However, despite these problems, the role played by the CDWP to help the vulnerable groups constituted by the HIV/AIDS patients and the elderly in the food garden projects is extremely laudable and deserving of appreciation. The fact that the CDWP has identified and extended assistance to groups who very often slip through the safety nets provided by the social security system surely underlines the importance of the role to be played by the CDWP in the long and arduous redressing of the economic injustices and inequalities of South Africa's past. According to both community leaders and CDWs, the management of food gardens by vulnerable

groups has been particularly noticeable in the Bitou and George local municipalities, an assertion which was borne out by the beneficiaries themselves.

The importance of food gardens as a means of improving the levels of food security in economically disadvantaged communities cannot be overemphasised, as they have the ability to put food onto the tables of these households. However, their overall potential to free people completely from the trap of poverty and their ability to bring about a complete economic turnaround were viewed with some ambivalence by some CDWs, with one saying: "The food gardens are quite effective because they are providing food for the households, however they are doing so little to alleviate poverty, because you cannot buy a house or invest in properties out of that". Their main value surely lies in the fact that they are able to contribute to providing a balanced diet for households.

The findings also underline the need for integrated food security programmes which will have far reaching effects in the alleviation of poverty for disadvantaged families. According to the Department of Social Development or DSD (2014), a more comprehensive and integrated food programme needs to be implemented in order to deal adequately with the country's current shortages of food and nutrition. Focusing solely on food gardens may not provide the much-needed panacea for the rampant poverty, both absolute and relative, that afflicts the socio-economically disadvantaged communities.

In this study the role of the CDWP in linking disadvantaged communities and individuals to food security programmes has been under the spotlight. However, the

responsibility for the alleviation of poverty does not lie solely with the CDWP, but rather with the various arms of the government which has clearly and unequivocally committed itself to the alleviation of poverty. For this reason the active participation of government departments, such as the Department of Agriculture, play a defining role in whether or not the initiatives of the CDWP are to succeed, and, as it has already been noted with regret, despite the efforts made by the CDWP to involve people in the food security projects, in many cases they were unable to begin work on the gardens as a result of a shortage of gardening materials which had not been delivered in time by the DoA.

Accordingly, it may be unequivocally concluded that the CDWP has played an important role in linking citizens to food security projects such as food gardens, but this role has been undermined and compromised by the delays encountered in its dealings with the various government departments, which have served to undermine the interest in the projects created by the CDWP in the communities and, undoubtedly, to demoralise many of those whose interest had been aroused. From this finding it could be suggested that if the CDWP were to be provided with a sufficiently large budget to manage the projects autonomously, the evaluation of the success of the projects could quite conceivably have been very different from the one which this study has been obliged to make.

The consideration given by the CDWP to frequently neglected vulnerable groups, such as HIV/AIDS patients and the elderly, by engaging them in the food gardening projects also serves to confirm its commitment to the participatory community developmental approach, which accommodates the participation of all stakeholders

at all levels, from passive to active empowerment (Louw, undated). This has the effect of creating a shift from common practice by endeavouring to close the gap between rhetoric, which frequently surrounds participation and the actual practice of engaging individuals and communities, which, according to Nelson and Wright (1995), cited by Holmes (2001), has been at odds in most cases.

7.5. Conclusion

It may be concluded from the data obtained from the CDWP staff members, the DoA and SASSA officials, community leaders and beneficiaries of the food security projects that the CDWP has played a meaningful role by linking people in the Eden District Municipality to food security projects. Although the results in terms of the beneficiaries of the food garden projects having more food in their households as a result of having participated in the projects were, in many cases, disappointing, it was found that in a great many cases these disappointing results could be attributed to factors beyond the control of the CDWP, such as the shortage of gardening materials for the gardens owing to budgetary constraints. The following chapter of the study will focus mainly on a presentation, an analysis and a discussion of the findings concerning the support given by the CDWP to the initiatives of the War on Poverty Programme.

CHAPTER EIGHT

PRESENTATION OF FINDINGS AND DISCUSSION OF THE SUPPORT GIVEN BY THE COMMUNITY DEVELOPMENT WORKERS' PROGRAMME TO THE INITIATIVES OF THE WAR ON POVERTY PROGRAMME

8.1. Introduction

While the previous chapter focused on the impact, at the household level, on poverty alleviation made by the CDWP by linking citizens to food security programmes, this chapter will present an analysis of the data collected concerning the extent of the support given by the CDWP to the initiatives of the War on Poverty Programme through household profiling, in an endeavour to offer a comprehensive assessment of the impact made by the CDWP on poverty alleviation in the Eden District Municipality.

8.2. Presentation of data obtained from the beneficiaries of the initiatives of the War on Poverty Programme implemented through the CDWP

This section of the study presents the findings and an analysis of the data which was gathered from the beneficiaries concerning the support given by the CDWP to the initiatives of the War on Poverty Programme. This data was gathered using a structured questionnaire, and the section will then proceed to present the findings of the study with respect to whether the CDWP has managed to give effective support to the initiatives of the War on Poverty Programme as one of the focal areas of its commitment to poverty alleviation.

8.2.1. Biographical information

The biographical information provided by the beneficiaries included their gender, marital status, level of education and their municipalities of origin. As was noted earlier in the study, this biographical data was collected because it was considered that it may have a direct bearing on the nature of responses given by the respondents.

8.2.1.1. Gender and knowledge of the support given by the CDWP to the initiatives of the War on Poverty Programme

The study that found that a total of eighty-four of the sample of two hundred and fifty respondents, or 34% of the sample, reported that they knew about the support given by the CDWP to the initiatives of the War on Poverty Programme. Table 8.1 below shows a comparative analysis of the respondents' knowledge with respect to gender, where it may be seen that more females, 24% of the sample, are knowledgeable, as opposed to 10% in the cases of males.

Table 8.1: Knowledge of the support given by the CDWP to the initiatives of the War on Poverty Programme

Knowledge of CDWP	Female		Male		Grand Total	
	Freq.	%	Freq.	%	Freq.	%
No	103	41	63	25	166	66
Yes	60	24	24	10	84	34
Grand Total	**163**	**65**	**87**	**35**	**250**	**100**

8.2.2. Support given to the War on Poverty Programme initiatives

The data concerning the support given by the CDWP to the War on Poverty Programme initiatives was gathered by establishing the number of profiled households and the involvement of the respondents in the programme. The data gathered from the profiled households shows that 22% of the households of the eighty-four respondents who had reported having knowledge of the initiatives of the War on Poverty Programme had been profiled. It was also found that 13% had not been profiled but still had knowledge of the support given by the CDWP to the initiatives. Figure 8.1 below shows the number of profiled households, that of households not profiled and the non-applicable or N/A component, comprising those without knowledge of the support being given to the initiatives.

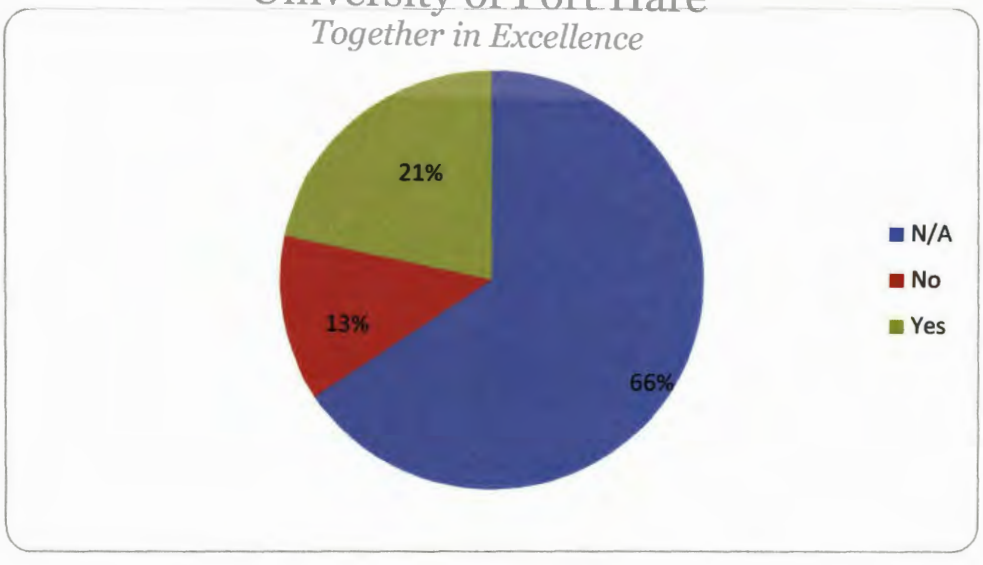


Figure 8.1: Profiled Households (N = 250)

Table 8.2 below shows the distribution of surveyed respondents in terms of their local municipalities in the Eden District Municipality, with the Oudsthoorn local municipality having the most respondents who had been surveyed in the District with

fourteen out of the total of fifty-four and the Bitou local municipality having the least with 8.

Table 8.2: Numbers of surveyed households per local municipality

	LOCAL MUNICIPLAITY					
Survey	**Bitou**	**George**	**Knysna**	**Mosselbay**	**Oudtshoorn**	**Grand Total**
N/A	34	32	35	33	30	164
No	8	6	4	8	6	32
Yes	8	12	11	9	14	54
Grand Total	**50**	**50**	**50**	**50**	**50**	**250**

8.2.3. Impact on poverty alleviation

In its endeavour to establish the types of support being given to the respondents surveyed under the umbrella of the support given by the CDWP to the initiatives of the War on Poverty Programme, the study sought to establish whether any of them had progressed from depending on support from the state to becoming self-supporting or living on a combination of the proceeds from being self-supporting and support received from the state. It was found that out of the total of the fifty-four respondents surveyed and shown in Table 8.2, only one had become partially self-supporting while continuing to receive support from the state, the remaining fifty-three still depended on support from the state through social grants.

It was also found that 33% of the respondents felt that an overall awareness of the services which are made available to the people under the auspices of the initiatives of the War on Poverty Programme and the CDWP constituted the best means of improving the performance of the CDWP in order to generate positive results

towards the alleviation of poverty. Increasing the visibility of the programme was the second most favoured option, attracting 28 % of the respondents. The least favoured among the ways to increase the performance of the CDWP suggested was coming up with activities for the youth, as is shown in Figure 8.2 below.

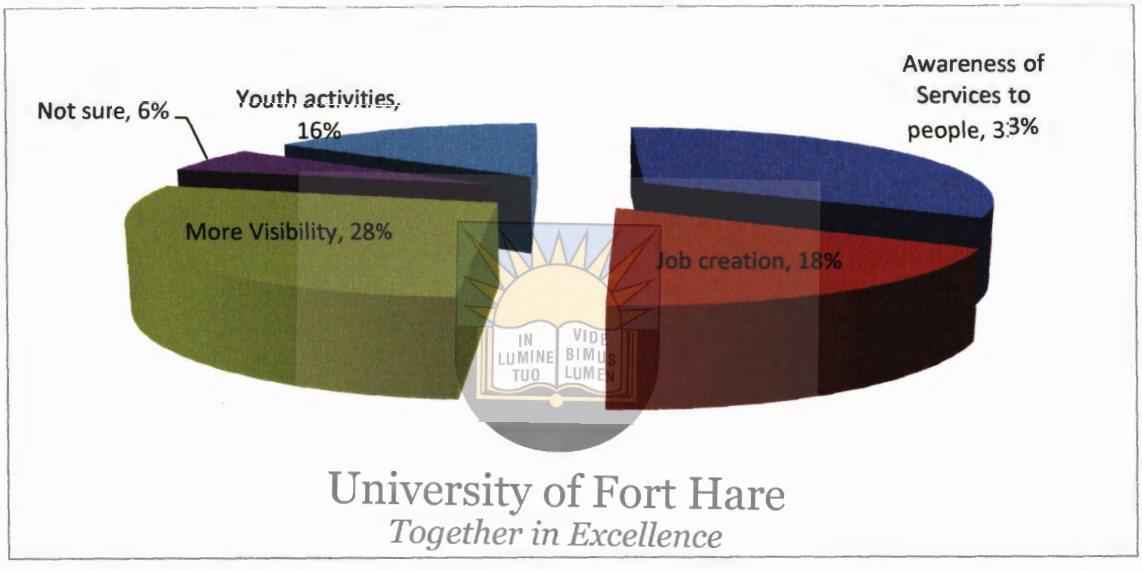


Figure 8.2: Suggestions for improving the services provided by the CDWP (N = 250)

8.3. Presentation of data obtained from CDWs, CDW supervisors, the CDW coordinator and community leaders

The findings presented in this section were drawn from the guided interviews, which were administered using an interview guide to gather data from key informants consisting of Community Development Workers or CDWs, CDW supervisors, the CDW coordinator and community leaders. The purpose of the questions asked in this section of the interviews was to provide a qualitative component in order to ensure a comprehensive picture of the support given by the CDWP to the initiatives of the War on Poverty Programme.

8.3.1. The performance of the CDWP in terms of support given to the initiatives of the War on Poverty Programme

The data gathered from the CDWs provided the information that the household surveys had been conducted by a joint team made up of personnel from the Department of Social Development, local government and the CDWP. This, in itself, marked the first step in the implementation of providing support to the initiatives of the War on Poverty Programme on the part of the CDWP. CDWs from the George, Oudsthoorn, Mossel Bay and Knysna local municipalities all reported having conducted surveys in their respective communities. One of the CDWs from George said: "We conducted the surveys with the Department of Social Development and local government under the IDP". The Bitou local municipality was an exception, as one CDW said: "No surveys were done; we do only ward profiling twice a year in order to identify the common problems in the ward".

It is, however, important to stress that the CDWs reported that in all of the municipalities in which it was reported that surveys had been conducted in the various communities nothing had, to date, resulted from those surveys, and no feedback had been forthcoming from either the municipalities or any of all the government departments which had been involved in the process.

The study also found that the data from the surveys had not been captured for analysis as had been intended and that, instead, they were stacked up in the municipal offices and eventually sent for recycling, in one case. One of the CDWs said:

> "Surveys were made of the status of households and then after that nothing was done after we submitted them to the local municipalities, they piled them up and ended up sending them for paper recycling. The government wasted a lot of money for nothing with these surveys."

The continued surveying of community members with no action being taken has adverse consequences, both for community members and for CDWs. From the findings of the study it appears that the more people are surveyed, the more their expectations are raised, and the CDWs are expected by their communities to deliver, despite the fact that it is being made beyond their capacity to do so. One of the CDWs said: "People are tired of our visits; they want something to be done for them, they would say 'here they come again', because we always visit them without delivering on our promises to them, because they will be beyond what we can do, for example when waiting for farming resources."

One of the problems facing the support given by the CDWP to War on Poverty initiatives is the shortage of CDWs. As has been noted, the study found that there are few CDWs compared with the number of municipal wards which they are intended to serve. This problem seriously compromises the ability of the CDWP to make a significant contribution to poverty alleviation, as far fewer people than intended will end up benefiting from the programme owing to the inaccessibility of CDWs, for many. It was also established from the CDWs that there are unemployed CDWs who have been trained and who are willing to work. Their successful deployment could contribute significantly to reaching more people and monitoring the processes of the War on Poverty initiatives in which people are helped and encouraged to progress from depending on support from the state to becoming self-sufficient.

8.3.2. Perceptions of CDW supervisors and the project coordinator of the programme's performance in giving support to War on Poverty initiatives.

The CDWP has been engaged in War on Poverty initiatives through household profiling as one of its mandates from the time of its inception. The findings from the project coordinator and the supervisors indicate that although household profiling was done, no strategy of intervention had emerged from the profiling exercise. The household profiling had been conducted by a joint team from various different government departments with the local municipalities taking charge, in collaboration with the Department of Social Development or DSD.

The coordinator and one of the CDWs from the Bitou local municipality both explained that household surveys are conducted twice per year in order to ascertain the level of needs in the communities. Although these surveys differ slightly from the household profiling performed under the auspices of the War on Poverty initiatives, they do serve to explain the nature of the intervention strategies which are needed by the various different communities and which inform the approach taken by the CDWP in its referrals and planning for interventions.

8.3.3. Perceptions of community leaders of the performance of the CDWP in the support which it gives to War on Poverty initiatives

The community leaders are always in touch with most of the activities in the communities, be they social, economic or political in nature. Accordingly, their perceptions of the CDWP are of great importance when seeking to establish its

impact on poverty alleviation through the support which it gives to War on Poverty initiatives.

The findings gathered from the community leaders indicated that most of them had a general understanding of the nature of the CDWP. One community leader who was dedicated to community care work explained that although the CDWP had been doing some interviews in her community, she had not seen any evidence of their coming back to the people as a result of the surveys. She said: "I think they were mentoring youth who would go to houses asking questions, they did the surveys, but I have never heard of any help being given to them out of that."

The data gathered also suggested that while the community leaders were familiar with the CDWP, they were not always fully aware of the services which were provided under its auspices. They suggested that there was a need for more awareness of the services which are available through the CDWP in order to clear up confusion in their communities. One community leader said: "People need to be aware of them (the CDWs) and what they are doing; it will be easy to work with them if we clearly know them." On the other hand, some community leaders expressed no knowledge of the support given by the CDWP to War on Poverty initiatives.

8.4. Discussion of findings

The envisaged first step in giving support to the War on Poverty initiatives was the conducting of household surveys by a team from various different government departments; according to the findings, this phase of the endeavour was executed well and the CDWs gave their full support to the initiative. According to SCCD

(2001), a vital attribute of the participatory community developmental theoretical framework is its ability to play an important role in achieving equal opportunities, accessibility, participation of individuals and communities in democratic processes and sustainable economic, social and environmental change. The process starts with people in communities coming together to tackle the problems affecting them which they have identified. In an endeavour to achieve equal opportunities for all citizens and full participation in the democratic process, the CDWP has embarked on giving citizens the opportunity to decide which are the challenges and problems which affect them and to suggest possible options for interventions through the survey process. This initiative accords well with the assertion made by Kelly and Vlaenderen (1995) that there is a widespread recognition and acknowledgement that the process of the transformation of existing services in the sphere of the South African public service requires "community participation" in the planning and implementation of new services. In this case, surveys served as the means to collect the views and perceptions of the citizens in order to plan the relevant interventions.

In the light of this, it is disturbing to note that an analysis of the surveys to determine the interventions to be made concerning the households surveyed has not yet been conducted. This, in itself, seriously compromises the implementation of War on Poverty Initiatives as one of the CDWP's focal areas of concern in the alleviation of poverty. The study found that while the surveys had been conducted by the joint team comprising personnel from the Department of Social Development, local government departments and the CDWP, to date no feedback had resulted and no progress had been noted. This, however, does not implicate or bring into disrepute the CDWP or its aims and objectives, but it does imply a serious lack of coordination

at an interdepartmental level on the part of the government and it does constitute an infringement of the basic rights of citizens to food, shelter and human dignity, among the other rights enshrined in the Constitution of the Republic of South Africa's Bill of Rights.

The fact that almost all of the households surveyed still depended on support from the state is a clear indication that the initiatives of the War on Poverty Programme are still far from setting people free from the bonds of poverty. The heavy dependence on social grants reflected by the number of respondents in the study receiving social grants is indicative of the need for robust policies and initiatives to combat the deeply ingrained dependency on receiving support from the state among many citizens, as this state of affairs does not promote empowerment among individuals or in communities and can only prolong the battle against poverty.

It may therefore be concluded that the failure on the part of the government departments responsible to follow through the household survey process to the point of being able to suggest intervention strategies for poverty alleviation under the auspices of the War on Poverty initiatives should not come as a surprise. According to Bond (2010), Noxolo Kievit, the former Premier of the Eastern Cape, once confessed that "lack of coordination and integration of government services" meant that "only 30% of the households surveyed received all the services needed". This would suggest that none of the envisaged progress from dependence on support from the state to becoming self-sufficient will be achieved and that all of the disadvantaged will be obliged to continue to depend on the state for support, condemning them to being trapped in poverty forever.

The study's overall findings in terms of the suggestions which were made for improving the programme's ability to have a positive impact on the lives of the beneficiaries of its various activities and projects indicated a perceived need for more awareness of the services provided through the CDWP. Although it was found that the CDWs have been conducting information sessions concerning the services which are provided by the various government departments, the CDWP may need to hold information sessions to explain these services to the communities and to promote interactions among stakeholders. This would contribute greatly towards fulfilling the mandate of the CDWP to assist communities to identify, articulate and understand their needs (DPSA, 2013), and it would empower citizens and enable them to develop their own ways of dealing with the problems and obstacles which accompany development, with a full knowledge and understanding of which government departments or service providers to consult for support.

It can justifiably be asserted that the CDWP has played a role in providing support to the War on Poverty initiatives, although their support suffered a stillbirth as a result of a lack of a clear collaboration strategy among the stakeholders involved in order to ensure the success of the programme. According to the DPSA (2013), the CDWP is mandated to link citizens to resources, hence its commitment to participating in the outreach programmes for household surveying with other government departments committed to providing resources for the alleviation of poverty. The report made during the qualitative study that some of the completed surveys had been sent for recycling in one local municipality, without being analysed, stands as a master stroke in the implementation of the initiatives of the War on Poverty Programme. Outcomes of this sort impede the work of the CDWP, with its focus on and commitment to

poverty alleviation, as the initiatives, in this case, have totally failed to yield any positive result in terms of reaching out to the disadvantaged communities with desperately needed interventions.

However, the role played by the CDWP in ward profiling in other local municipalities is noteworthy, which was made clear by the ward profiling which was conducted in the Bitou and George local municipalities. This is of great importance and significance, in that profiling is being used as a tool to assist in monitoring the progress which is being made towards the achievement of the MDGs and other service delivery targets (DPSA, 2013). It is also a vital means of providing information concerning progress which has been made and making available information concerning levels of employment and unemployment and the availability of resources such as educational facilities and social services in communities. Profiling can provide a highly effective tool in the alleviating of absolute poverty, as it enables communities to be profiled in terms of basic services such as the availability of water, sanitation, electricity, housing structures, transport, security and recreational facilities at the local ward level. These are some of the main indicators of poverty in most of the socio-economically and politically disadvantaged communities and overcoming the problems created by a lack of them constitutes one of the principal challenges facing the post-apartheid South African government. Ward profiling accords with the key principles of the participatory community developmental theoretical framework, in that various different stakeholders are involved, and although they may all have different aims and objectives, the end result entails determining the intervention to be undertaken in the best interests of the community as a whole.

8.5. Conclusion

This chapter has provided an extensive presentation, analysis and discussion of findings with respect to making an assessment of the support given by the CDWP to the War on Poverty initiatives as a component of its commitment to poverty alleviation. A fair assessment would be that despite the best dedicated efforts of the CDWP staff members, it has not been able to achieve the full implementation of the initiatives through household profiling in order to make interventions aimed at poverty alleviation. The next chapter will be the final chapter of the study, and it will provide a summary of the findings, the conclusions to be drawn from them and make appropriate recommendations on the basis of these conclusions.

CHAPTER NINE

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

9.1. Introduction

The previous chapters presented the background to the study, a review of the relevant literature, the research methodology, the findings of the research study, an analysis of the data and a discussion of the findings, which concluded with a discussion of the extent of the support given by the CDWP to the initiatives of the War on Poverty Programme and the impact which this support has had on poverty alleviation. This chapter concludes the study by summarising its findings, presenting a discussion of the conclusions drawn from them, making recommendations on the basis of these conclusions which could have positive consequences for the practice of implementing developmental interventions and specific programme management strategies, before closing with suggestions for future studies.

9.2. Summary of findings

The study sought to establish the impact of the Community Development Workers' Programme or CDWP on poverty alleviation in the Eden District Municipality. Its specific objectives were to examine the impact of social grants on poverty alleviation under the auspices of the CDWP, to examine the extent to which the CDWP has linked citizens to food security at the household level and to examine the extent of the support given by the CDWP to the initiatives of the War on Poverty Programme.

This section of the study presents a summarisation of the research findings in the light of these objectives.

9.2.1. Examining the impact of social grants facilitated under the auspices of the CDWP on poverty alleviation

According to the Social Assistance Act (2004), as it appears in the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996), everyone in South Africa has the right to have access to social security. This right includes all cases in which people are unable to support themselves and their dependants, and it obliges the state to take reasonable legislative and other measures within its available resources to achieve the progressive realisation of each of the rights pertaining to social security. The focus of the CDWP has therefore been on acting as a conduit for linking citizens to social grants which are to be used for the alleviation of poverty.

The research findings presented clearly show how effective the CDWP has been in ensuring the linking of citizens to social grants. It was found that many respondents had knowledge of the CDWP and had received assistance in the form of social grants, with assistance in most cases being given in the form of information and referrals to government departments. Of the research sample 88% of the respondents were receiving grants either for themselves or else on behalf of members of their households, and most of them rated the services provided by the CDWP as being good and very valuable. The money provided by the social grants has enabled them to afford to buy food, clothing, items related to healthcare needs and other basic necessities.

From this it may be concluded that the CDWP has made a positive impact on linking citizens to social security grants in the interests of poverty alleviation, which was confirmed by the government officials from SASSA. However, there remains a need to investigate the overall effectiveness of social grants as a means of sustainably liberating people from either relative or absolute poverty, particularly in the light of the fact that the amounts received, for the most part, keep people at the level of basic subsistence only. Also of significance was the generally held perception that the CDWP needs to improve on its visibility in communities by creating greater awareness of the services which it provides to communities, as greater awareness would ensure that all the people who need the services provided by the CDWP are able to benefit from them. In this regard, it was found that in some cases the locations of the offices make them not easily accessible to members of communities; locating the offices where they are within reach of the people whom the programme is intended to help could only improve accessibility, but in one case it was found that the offices were located in the offices of the municipality in the town, a great distance from the community served by the CDWP.

9.2.2. The extent to which CDWP has linked citizens to food security at the household level.

The objective of the study to determine the extent to which CDWP has linked citizens to food security at the household level resonates well with those of the Department of Agriculture's Integrated Food Security Strategy for South Africa (2002). The objectives of this strategy included increasing household food production and trading, improving the generating of income and employment opportunities and improving nutrition and safe eating.

The CDWP has managed to create employment for the elderly and also for people who are receiving medication for chronic illnesses. It has contributed to increased food production at the household level through its food garden projects, to the extent that support has been given to local crèches and children's homes by donating vegetables in the case of 2 out of 5 local food garden projects. However, the general prognosis for achieving permanent economic freedom for disadvantaged households is not an optimistic one, owing to the low productivity of gardening projects, which at best has the potential to ensure only a hand-to-mouth level of subsistence.

There is a great need for sustainable food production programmes which will generate secure incomes if there is to be an economic turnaround for the families who are afflicted by the dire levels of poverty which prevail in much of South Africa. Without comprehensive planning and strong commitment on the part of the government, genuine emancipation from absolute poverty will remain an unfulfilled dream, as the projects at present depend almost entirely on state support, whereas people need to be empowered and to be able to function independently, with only minimal support from the state, if true growth is to be achieved.

The other major obstacle encountered while linking of citizens to food security programmes has been the shortage of resources for the gardening projects or late delivery of gardening materials, with beneficiaries being kept in the data base for long periods of time with no assistance materialising. This phenomenon was reported in 3 out of the 5 local municipalities in the Eden District sampled for the study. This standard of assistance from the relevant government departments

severely hinders the work done for the alleviation of poverty by the CDWP through linking citizens to food security projects, causing its objectives to become far from achievable, thereby making a significant contribution to keeping a large portion of the country's population mired in poverty.

9.2.3. The extent of the support given by the CDWP to the initiatives of the War on Poverty Programme

As has been noted, one of the mandates for the CDWP is to support the War on Poverty initiatives through household profiling in order to alleviate the poverty experienced by disadvantaged households.

A fair assessment of the support given by the CDWP to these initiatives would be that the programme has played a constructive role in participating in the surveying of poverty-stricken households, in collaboration with government departments such as the Department of Social Development, local government and other stakeholders, which would confirm that the CDWP has given support to the initiatives, even though the exercise itself did not fall strictly within the overall mandate.

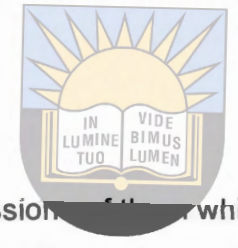
However, it is of great concern to note that nothing was done with the data collected from households during the course of the survey. The study found that no feedback had come from the survey and the data had not been analysed in order to identify the challenges which the households faced in order to develop relevant and appropriate strategic interventions for the benefit of those households afflicted by poverty. This state of affairs precluded the household survey from yielding any

positive results, ultimately effectively sabotaging the support given by the CDWP to the initiatives.

The CDWP deserves credit for the part which it played in the household surveys, only to have the completed surveys handed to the municipalities which did nothing with them. The initiatives had been a joint enterprise with other government departments, including those local municipalities under whose auspices the CDWP was being implemented. In this case the failure, in terms of both a lack of feedback and a lack of analysis in order to determine appropriate interventions in the interests of alleviating poverty, must be considered to have fallen outside of the mandate of CDWP.

The failure on the part of the initiative of the War on Poverty Programme to make any progress towards implementing interventions aimed at poverty alleviation, in this case has resulted in continued dependence on the state for survival for the households whose interests were neglected by the lack of carrying through the initiative of the War on Poverty Programme. The study found that of the fifty-four respondents surveyed; only one had achieved partial self-sufficiency while continuing to receive assistance from the state, while the rest remained solely dependent on support provided by the state. The initiatives of the programme envisage people progressing from relying on support from the state to becoming self-sufficient, as a result of the interventions implemented on the basis of the surveys. The study's finding, in this regard, resonates painfully well with the assertion made by Bond (2010) that South Africa is losing its war on poverty, which is ably confirmed by the rampant demonstrations for better service delivery in most of the cities.

Unemployment rates have been soaring, with many people losing their employment, a phenomenon which promises only increased levels of poverty. According to Bond (2010), "the war on poverty is one of the most clandestine operations in South African history, with status reports kept confidential by a floundering army in rapid retreat from the poor, who are estimated at half the society". Many answers concerning what has really transpired with the much-touted national project since its inception are needed, as there seems to be little or no feedback, or progress, where the lives of its intended beneficiaries are concerned.



9.3. Conclusions

From the findings and the discussion of the [illegible] which have been presented, it may be asserted that the CDWP has fairly performed well in the linking of beneficiaries to social grants by providing information and advice and making referrals to government departments.

However, the performance of the CDWP in terms of the linking of citizens to food security projects and the support which it has given to the initiatives of the War on Poverty Programme, despite its best efforts and intentions, is a veritable curate's egg. The programme has played a fairly important part in the initiation of food gardens in some of the local municipalities and positive results have been achieved in terms of the donation of agricultural produce to charities. However, the study found that in most cases very little was achieved in terms of increased incomes for households as a concrete gain in the overall alleviation of poverty.

The efforts made under the auspices of the CDWP to support the initiatives of the War on Poverty Programme have borne little or no fruit. As has been noted, this has been the result of household surveys being conducted without any strategies for interventions being implemented. In this, regardless of which agencies may ultimately be to blame, the CDWP has failed to achieve one of its stated objectives in its overall endeavour to alleviate poverty.

In terms of the overall impact made by the CDWP on poverty alleviation in the Eden District Municipality in the Western Cape province of South Africa, it may be concluded that the programme has made a significant impact by linking citizens to social grants. However, improvements are needed in the linking of citizens to food security projects and in the support given to the initiatives of the War on Poverty Programme, in order to ensure a positive impact on poverty alleviation in the Eden District Municipality and in South Africa as a whole.

9.4. Recommendations

This section of the study offers recommendations for the practice of community development, particularly in the domain of poverty alleviation and then makes recommendations for the best practices in the implementation of the CDWP in order to yield positive results in the alleviation of poverty. It also highlights the possible implications of policy changes in order to ensure the effective implementation of community development initiatives which are aimed at poverty alleviation.

9.4.1. Recommendations made to community development practitioners

i) It may be concluded from the findings that there is a need for the training of municipal councillors concerning the practice of community development; this would be helpful in providing them with an overall understanding of community dynamics and it would help them to appreciate the need for teamwork with other relevant stakeholders.

ii) There is a need for professional standards to be established and maintained in community development practices in the country, especially when making commitments to ensuring the effectiveness of interventions which are made in order to alleviate and, eventually, eradicate poverty, which continues to plague not only South Africa, but the African continent as a whole and the entire globe.

iii) The community development services which are being rendered under the auspices of the CDWP need to be de-politicised. The research study detected a general perception of the CDWP being aligned with one single political establishment, namely the ruling political party. The de-politicising of the CDWP could be achieved through collaborative community outreach programmes with representatives across the political spectrum and the employment of neutral or apolitical CDWP staff, as the programme is not intended to further a single specific political cause.

9.4.2. Recommendations for the CDWP

i) There is a need for the greater implementation of skills development programmes, both within the ambit of the CDWP and in the country as a whole, in order to promote the creation of employment opportunities. This would, in turn, be of great benefit to the CDWP because people would then be given their own

means of surviving and fending for themselves, rather than depending on the subsistence levels of living offered by social grants and food garden projects.

ii) The promoting of stakeholder alliances would help to ensure that government departments become familiar with the CDWP, its services and its personnel. This would also contribute significantly to promoting interdepartmental planning and cohesion among the various different government departments and avoid the problems encountered by dealing with each relevant government department separately. One CDW said: "Government departments ignore us when we engage with them; they want to work in isolation. They do not know that we are well trained". A stakeholders' forum could also include a "Know your CDWs" programme in order to introduce CDWs properly to their respective communities.

iii) From the findings it may be concluded that there is a need for more awareness of the services provided under the auspices of the CDWP and the ways in which they are able to work in tandem with the local municipal councillors in their respective wards. Greater awareness, through frequent joint planning meetings between the CDWs and the councillors, would be of great value. This recommendation was also echoed by one of the CDWs, who said: "There is a need for information sessions focused on 'Know your CDW', which involve ward councillors, ward committees and other stakeholders".

iv) From the findings, it is apparent that there is a very great need for the employment of more CDWs. At present, the ratio of CDWs per ward is very lopsided, with some wards having few CDWs and others, none at all. The

effectiveness of the CDWP in all its areas of focus would be greatly enhanced by a full complement of CDWs to serve all of the municipal wards in the country, particularly in the domain of poverty alleviation.

v) The location of the offices of CDWs is very important to ensuring that CDWs are accessible to all who need the services which they provide. As CDWs are intended to serve specific wards, being located close to the communities which they serve could only increase their effectiveness, reducing the transport requirements of CDWs and also enhancing their visibility in communities. This was borne out by one of the CDWs from the Knysna Municipality, who said:

> "Our location is very important; here in Knysna we are located in town, whereas our clients are in the location. It should be easy for them to see us, it is important to have our offices in our wards for accessibility."

vi) There is a need for more support from the Department of Agriculture and the promoting of integrated planning in order to ensure the early or quick delivery of gardening implements. The findings of the study have revealed that most food security projects are at a standstill, owing to delays in the delivery of the resources needed for the projects. This has resulted in delaying the success of the food garden projects which are intended to alleviate poverty.

vii) The monitoring and evaluation of any project or programme intervention is of great importance for ensuring the attainment of positive results. There is a need for follow-up procedures in the programmes, with monitoring and evaluation systems being introduced, rather than simply

implementing programmes and leaving them without assessing or evaluating their progress.

9.4.3. Possible implications of policy changes

The findings of the study confirm that the CDWP has played an important role in ensuring the dissemination of government information to disadvantaged people and communities in terms of social security, food security, and support for the initiatives of the War on Poverty Programme. However, there is much to be desired concerning the policies which guide the implementation of these programmes, if they are to maximise the benefits which they intend to bring to the disadvantaged sectors of the population. In this section recommendations which have implications for existing policies will be made.

i) There is a need to ensure the alignment of community services with policies which pertain to bringing various sectors of the government together, in order to build strong, active, confident and resilient communities with an enhanced social connectedness among key stakeholder and government departments, in order to improve livelihoods and community life. This would constitute an effective means of overcoming the poor coordination of community development across the various government sectors which is currently being encountered by the CDWP.

ii) There is a great need to adopt a food security policy with far-reaching implications, in order to ensure the alleviation of poverty for the disadvantaged households. This study, therefore, recommends the adoption of the Household Food and Nutrition Security Programme, which emerged from the National Policy

on Food and Nutrition Security, which was approved in 2014. The programme focuses on the establishment of a robust network of food distribution centres comprised of Provincial Food Distribution Centres or PFDCs, Community Food Depots or CFDs and Community Nutrition and Development Centres or CNDCs across South Africa (DSD: 2014). In this respect the new policy is markedly different from its predecessors, in that the previous policies did not promote the integration of food security programmes and encountered numerous obstacles in ensuring that food reached the intended beneficiaries of these policies.

9.4.4. Implications for social work practice

The findings concerning the impact made by the CDWP on poverty alleviation have a direct relevance for the practice of social work. Among the key points to emerge from the study was the applying of professional standards to the practice of community development as a method of social work practice. Professionalisation is defined by Evetts (1999, 120), cited by Hart (2012), as 'the series of diverse and variable, social and historical, processes of development, of how work sometimes becomes an occupation and how some occupations achieve various forms of occupational control of work'. Applying professional standards to the practice of community development would ensure appropriate social protection responses to the socio-political needs of economically disadvantaged citizens. As a profession, community development needs to be guided by a set of values and principles which will influence its operations for the realisation of the best results in practice. This would constitute an effective response to the great need for constructive and effective community development in South Africa, which is recognised as a cornerstone of national development (Hart, 2012). Hart (2012) goes on to suggest a community practice in

South Africa which aims to follow an accreditation process of community development professionalism which would be licensed by government and/or its proxies.

Community development, as a method of practising social work, involves the social worker as a practitioner mandated with the roles of being an enabler, mediator, organiser and empowerment agent, among others (Tanga and Mundau, 2014). Community development implemented from this perspective would promote a citizenry which is active, self-dependant and collaborative through empowerment or capacity development. It would create individuals and communities who are able to determine their own destinies, instead of being dependent on the state support which has become an endemic component of poverty in South Africa. The commitment of the CDWP to poverty alleviation would do well to enshrine these key responsibilities from the practice of social work to ensure the best results for the upliftment of socio-economically disadvantaged communities.

If the CDWP were to embrace the ethics of the practice of social work in its operations in order to achieve the professional standards required for truly effective community development, its implementation would almost certainly be a great deal more effective than it has been, to date. Social work practice advocates no discrimination among human beings despite differences in colour, race or ethnic origin, and equal access to services and resources. Accordingly, the CDWP needs to address the present disparities to be found among various groups of beneficiaries and to re-build their livelihoods through employment opportunities created by

government programmes which have proved themselves, in terms of sustainability and how they contribute towards self-reliance (Gutura, 2014).

9.4.5. Suggestions for future studies

There is a need for more studies to be carried out which focus on:

- The overall impact assessment of the Community Development Workers' Programme in terms of its broader focal areas in the Eden District Municipality, and not only in terms of its impact on poverty alleviation.
- The effectiveness of Integrated Development Planning or IDP among government departments in the Eden District Municipality as a means of promoting effective service delivery. This suggestion is made as a result of the realisation that a lack of collaboration among government departments has contributed a great deal to the failure of the CDWP to achieve effective poverty alleviation through linking citizens to food security programmes and the support which it is mandated to give to the initiatives of the War on Poverty Programme.

9.4.6. Limitations of the study

- The total number of respondents made it impossible for the researcher to conduct all of the research personally, which obliged him to train research assistants to assist with the administration of the survey questionnaires to the two hundred and fifty respondents in the quantitative study, allowing him to focus solely on interviewing the fifty participants in the qualitative study.
- One of the limitations which was encountered concerned the multilingual nature of the province of the Western Cape, which is composed mainly of Afrikaans,

English and Xhosa speakers. In order to accommodate this linguistic diversity, the researcher trained research assistants who spoke the vernacular language of the various local district municipalities and their communities, in the interests of facilitating the administration of the questionnaires.

- The gathering of data was delayed, to a certain extent, by a lack of cooperation on the part of some CDWP officials, who could not make the beneficiaries' data base available in time for the research study. Consultations with the programme management ensued, with the researcher explaining the purpose of the study and the ethical values which are inherent in research of this nature and guaranteeing the safety of the participants and respondents.

- The other obstacle which was encountered concerned the fact that some participants did not feel at liberty to give out information which exposed the CDWP to criticism, for fear of being victimised. To overcome it, the researcher emphasised the research study's strict adherence to the research ethic of confidentiality and provided a clear explanation of the academic purpose of the study.

- Problems were encountered in the identifying of the beneficiaries surveyed under the auspices of the support given by the CDWP to the initiative of the War on Poverty Programme, owing to the fact that these beneficiaries would have relocated and that the survey had been conducted in collaboration with various government departments. To overcome these difficulties, the researcher sought referrals from other households and engaged with administrators of the survey.

Editors' note:

The text of this thesis has been edited by David Masters. Should anyone need to discuss or have clarified any points of grammar, I may be contacted via e-mail at gailfrank@nahoonreef.co.za and my telephone number at home is (043) 726-4829.

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APPENDICES

APPENDIX 1: INTRODUCTION LETTER

University of Fort Hare
Together in Excellence

The impact of Community Development Worker Programme on Poverty Alleviation: A Case Study of Eden District Municipality, Western Cape Province of South Africa

- I am a University of Fort Hare PhD in Social work student who is undertaking a research on the critical assessment of the impact of community development worker programme (CDWP) towards poverty alleviation with a case study of Eden district municipality in the Western Cape Province of South Africa. You have therefore been randomly selected to be one of the participants in this research.
- There are no direct benefits in line with your participation but it might be of help in future implementation of project of the same nature and may also provide a basis for future policy formulation.
- Your participation in this exercise is entirely voluntary and therefore you are at liberty to decline giving responses to any questions that may be sensitive to you in any respect. You are also free to call off the interview session whenever you feel you cannot continue with the exercise. If you agree to participate in this research you need to indicate through signing this informed consent form.

- In this interview you will be asked different questions by a trained interviewer, the questions to be asked will relate to your biographical information, your involvement in the project and how the project impacted on your life. Some of the questions might be sensitive but they are very crucial for assessment. The interviewer will take an average of 30 - 40 minutes to complete the interview. The information to be gathered will be highly confidential and anonymous, not even the name of the project will be mentioned, therefore feel free to ask any questions for clarity.

Should you require any additional information on this study you are welcome to contact Mr.Mulwayini Mundau at 0739859657 or email me at: 200706137@ufh.ac.za

APPENDIX 2: CONSENT FORM

University of Fort Hare
Together in Excellence

The impact of Community Development Worker Programme on Poverty Alleviation: A Case Study of Eden District Municipality, Western Cape Province of South Africa

Respondent ID Number: _____ Area ID Number: _____

RESPONDENT:

I, _____

[FULL NAME OF RESPONDENT IN BLOCK LETTERS]

- have read and understood all the information above;

YES	
NO	

- was given an opportunity to discuss the information and to ask questions;

YES	
NO	

- volunteer to take part in this study;

YES	
NO	

- Confirmed that I have received a copy of this consent form.

YES	
NO	

Signature of respondent: _____ Date: _____
[of parent / guardian, if under 18 years]

Respondent cannot write _____

APPPENDIX 3: QUESTIONNAIRE FOR BENEFICIARIES

University of Fort Hare
Together in Excellence

The impact of Community Development Worker Programme on Poverty Alleviation: A Case Study of Eden District Municipality, Western Cape Province of South Africa

Instructions: Please indicate the correct response(s) by ticking in the relevant box(es) shown in the spaces provided per each question.

SECTION A: BIOGRAPHICAL INFORMATION

1. Age:

21-30 years	
31-40 years	
41-50 years	
51-60 years	
61+ years	

2. Gender:

Male	
Female	

3. Marital Status:

Single	
Married	
Divorced	
Widowed	
Cohabiting	
Separated	

4. Which Local Municipality are you from?

George	
Knysna	
Oudtshoorn	
Mossel Bay	
Langeberg	
Kannaland	
Bitou	

5. What is your highest level of education?

Not educated	
Primary	
Matric Certificate	
EFT College	
University	

SECTION B: IMPACT OF SOCIAL GRANTS

6. Do you know anything about the Community Development Worker Programme (CDWP)?

Yes	
No	

7. Are you a recipient of any of the social grants?

Yes	
No	

8. If your answer is Yes on question 8, which grant type(s) are you receiving?(Tick ALL those that are applicable to you).

Child Support grant	
Grant in aid	
Old Age grant	
Disability grant	
Foster care grant	
Care dependency	

9. What role did the CDW play in assisting you? (Tick ALL those applicable to you)

Referrals	
Information	
Advice	
Nothing	

10. How would you rate the value of their services?

Poor	
Average	
Good	
Best	

11. How has that help contributed in improving your life?

Very much	
Average	
Not much	
Not sure	

12. Has there been an increase in income in the household since you started receiving grants?

Yes	
No	

13. What are the things you have managed to get assistance in from the grant you are receiving? (Tick ALL those are applicable to you).

Pay school fees	
Buy food	
Clothing	
Health needs	
Others	
Nothing	

If others, please specify.....

14. Do you feel capacitated to apply for any grant on your own in the future with limited challenges because of the CDWP assistance you received?

Yes	
No	
Not sure	

15. Would you refer someone to the CDWP for assistance?

Yes	
No	
Sometimes	

SECTION C: LINKING TO FOOD SECURITY PROJECTS

16. Has the CDWP been of help in linking you to any food security project(s)?

Yes	
No	

17. If your answer is 'Yes' to question 13 above what project(s) is it on? Indicate by writing in the space provided .....

18. How did the CDWP link you to this project(s)? (Tick ALL those applicable to you).

Referrals	
Information	
Advice	
Nothing	

19. Has your life been changed with the link to those project(s)?

Very much	
Average	
Not much	
Not at all	

20. How has your life been changed by the project(s) referred to in question number 17? .....

21. How would you rate the services by the CDWP in this linkage?

Good	
Better	
Best	
Poor	

22. Has there been an increase in the level of income from these project(s)?

Yes	
No	

23. Has there been an increase on food availability due to the link?

Yes	
No	

24. If you answer is 'Yes' on question 23 do you feel secure from poverty with the food you are receiving?

Yes	
No	

25. At what level has been this link? (Tick ALL those applicable to you).

Community	
household	
individual	
Not at all	

26. How would you rate the services of CDWP in linking people to food security projects?

Poor	
Good	
Better	
Best	

SECTION D: SUPPORT TO WAR ON POVERTY INITIATIVES THROUGH HOUSEHOLD PROFILING

27. Do you know anything concerning the War on poverty initiatives?

Yes	
No	

28. If 'Yes' on question 24 are you engaged in the programme?

Yes	
No	
Not Applicable	

29. Has there been any profiling of your household?

Yes	
No	
Not Applicable	

30. If your answer is 'Yes' in question 26 at which stage of support are you falling in?

State Supported	
Self-sustained	
State and Self	
Not Applicable	

31. Do you think that the CDWP is doing enough to support War on Poverty initiatives in your areas?

Yes	
No	
Not Applicable	

32. Would you only credit the CDWP for your state of support you are in?

Yes	
No	
Not Applicable	

33. Are you satisfied with services rendered by the CDW programme?

Yes	
No	
Not Applicable	

34. What do you think the CDWP can do to improve on its performance

.....

.....

.....

THANK YOU FOR YOUR PARTICIPATON IN THIS RESEARCH

APPENDIX 4: INTERVIEW GUIDE FOR KEY INFORMANTS

(CDWP Coordinator, CDWP Supervisors, CDWs, SASSA officials, Department of Agriculture (DoA) Officials and Community Leaders).

The impact of Community Development Worker Programme on Poverty Alleviation: A Case Study of Eden District Municipality, Western Cape Province of South Africa

SECTION A: BIOGRAPHICAL INFORMATION *(for all participants)*

1. What is your age range?

21-30 years	
31-40 years	
41-50 years	
51-60 years	
61+ years	

2. Gender .....

3. Which Local Municipality are you from?

George	
Knysna	
Oudtshoorn	
Mossel Bay	
Langeberg	
Kannaland	
Bitou	

4. What is your highest level of education?

Not educated	
Primary	
Matric Certificate	
EFT College	
University	

5. How many years of experience do you have in the programme?

Less than a year	
1 – 5 years	
5 - 10 years	
10 + years	

6. Which area (s) of poverty alleviation are you focusing on? *(Except for Community leaders, SASSA and DoA officials)*

Social security	
Food security	
War on Poverty	
Early Childhood Development	
HIV/AIDS	
All areas	

SECTION B: FOR ANY PARTICIPANT AS APPLICABLE *(CDWP Coordinator, Supervisors, Community Development Workers (CDWs), Community Leaders, SASSA and DoA officials).*

7. What are your specific roles as a community leader in this community? *(For Community leaders only).*
8. What is your understanding of the CDWP and services they commonly render? *(Except for CDWP officials).*
9. How effective has the CDWP been in the facilitation of social grants to the people towards poverty alleviation? *(Except for DoA officials).*

10. What is the CDWP's performance in linking citizens to food security programmes at a household level? *(Except for SASSA officials).*
11. How do you view the role played by the CDWP in supporting war on poverty initiatives through household profiling? *(Except for SASSA and DoA officials).*

SECTION C: TO ALL PARTICIPANTS

12. What is your perception of the overall performance of the CDWP in your area towards poverty alleviation?
13. What are the challenges you are facing when working for or with CDWP?
14. What recommendations would you give for effective service delivery by the CDWP?

APPENDIX 5: ETHICAL CLEARANCE CERTIFICATE

University of Fort Hare
Together in Excellence

ETHICAL CLEARANCE CERTIFICATE
REC-270710-028-RA Level 01

Certificate Reference Number: TAN0131SMUN01

Project title: **An assessment of the impact of Community Development Worker Programme (CDWP) on poverty alleviation: A case study of Eden District Municipality, Western Cape Province of South Africa**

Nature of Project: PhD

Principal Researcher: Mulwayini Mundau

Supervisor: Prof Pius Tangwe Tanga
Co-supervisor:

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby give ethical approval in respect of the undertakings contained in the above-mentioned project and research instrument(s). Should any other instruments be used, these require separate authorization. The Researcher may therefore commence with the research as from the date of this certificate, using the reference number indicated above.

Please note that the UREC must be informed immediately of

- Any material change in the conditions or undertakings mentioned in the document
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research

The Principal Researcher must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

Special conditions: Research that includes children as per the official regulations of the act must take the following into account:

Note: The UREC is aware of the provisions of s71 of the National Health Act 61 of 2003 and that matters pertaining to obtaining the Minister's consent are under discussion and remain unresolved. Nonetheless, as was decided at a meeting between the National Health Research Ethics Committee and stakeholders on 6 June 2013, university ethics committees may continue to grant ethical clearance for research involving children without the Minister's consent, provided that the prescripts of the previous rules have been met. This certificate is granted in terms of this agreement.

The UREC retains the right to

- Withdraw or amend this Ethical Clearance Certificate if
  - Any unethical principal or practices are revealed or suspected
  - Relevant information has been withheld or misrepresented
  - Regulatory changes of whatsoever nature so require
  - The conditions contained in the Certificate have not been adhered to
- Request access to any information or data at any time during the course or after completion of the project.
- In addition to the need to comply with the highest level of ethical conduct principle investigators must report back annually as an evaluation and monitoring mechanism on the progress being made by the research. Such a report must be sent to the Dean of Research's office

The Ethics Committee wished you well in your research.

Yours sincerely

Professor Gideon de Wet
Dean of Research

DATE OF FEEDBACK SESSION:	05 August 2014
ASSESSORS' SIGNATURE:	
LEARNERS' SIGNATURE:	

FEEDBACK OF RESULTS TO LEARNER

KEY:	
C	COMPETENT
NYC	NOT YET COMPETENT
NFT	NEEDS FURTHER TRAINING AND DEVELOPMENT

LEARNER ASSESSMENT GUIDE