INVESTIGATING THE IMPLEMENTATION OF AGRICULTURAL PROJECTS IN NGQU SHWA LOCAL MUNICIPALITY IN THE PROVINCE OF THE EASTERN CAPE

M. SINUKA

Research Project Presented in Partial Fulfilment of the Requirements for Degree of
MASTER IN PUBLIC ADMINISTRATION

In the faculty of Arts in the Department of Political and Governmental Studies

at

Nelson Mandela Metropolitan University

SUPERVISOR
Dr Wela Manona
18 NOVEMBER 2011
DECLARATION

I, MAZIZAYANDA SINUKA hereby declare that, unless otherwise indicated to the contrary, this treatises, is the result of my own work, except to the extent that assistance from others in the research conception or in style, presentation and linguistic expression is acknowledged. Furthermore, I declare that, the contents thereof have not been submitted to this university or any other university in fulfilment or partial fulfilment of the requirements for another degree.

----------------------------------  ----------------------------------
M. SINUKA                          DATE

Student number: 20673190
ABSTRACT

The Department of Social Development, in collaboration with Ngqushwa Local Municipality, administers many community development projects in this local municipality. These projects aim to help local communities alleviate poverty. Scholars of community development advocate for people-centred approach to successful and sustainable community development, thus promoting community participation. Some Department officials have to ensure that community development projects are implemented in needy communities in accordance with development principles.

Despite the advantages of these projects, there are challenges that confront their implementation. These projects are too formalised and too discrete, thus curtailing their chances of success and sustainability. Also, due to the complex nature of some of these projects, they are often poorly run, and do not achieve their intended objectives. Consequently, project membership is constantly decreasing. The aim of this study was to investigate the implementation of agricultural projects in Ngqushwa Local Municipality. In investigating these projects, the objectives of the study were to explore the extent of community participation and challenges in the implementation of these projects. In addition, this study sought to provide an understanding into inherent factors that have an impact on the implementation of these agricultural projects. The ultimate aim was to share with community development agents where outdated paradigm regarding implementation of projects is still prevailing and the lessons learnt about holistic and integrated strategies in order to alleviate poverty and improve the quality of life.

This study used a qualitative approach in gathering data. It combined the survey of literature and administration of questionnaires in gathering of empirical data. The sampling method used to select participants was purposive, which is the most important non-probability sampling. In this type of sampling, researchers rely on their experience, ingenuity, previous research experience and findings to deliberately obtain units of analysis in such a way that the sample researchers obtain may be regarded as being representative of the relevant population. This
type of sample is based entirely on the judgment of the researcher in that the sample is composed of elements that contain the most characteristics, representative or typical attributes of the population that serve the purpose of the study best. The researcher personally administered the questionnaires to four project members who were unable to read and write. The rest of sixteen project members, three officials who are directly involved in the implementation of agricultural projects in the Department of Social Development and an Office Manager, were given questionnaires to complete.

This study revealed that in most instances, decisions have been taken unilaterally by the officials of the Department of Social Development. All the planning for the implementation of agricultural projects is the prerogative of Department officials. The high level of dissatisfaction among project members is likely a direct result of this approach by the Department. Inviting community members to participate in projects when decisions have already been taken, or where there is no meaningful issue to decide on, results in community members losing their interest in projects. It also emerged from the study that the Department of Social Development does not have criteria to select who should be the members of a particular project. This potentially results in deserving community members being excluded. There is a strong sense among project members that poverty alleviation energy is focused on one type of project, rather than looking at other ways to ensure that those who are not interested in food gardens are given alternative opportunities.

The findings have also shown that lack of capacity is considered critical in explaining reasons for the failure in the implementation of these agricultural projects. This research has also shown that there is some degree of uncertainty about the role that can be played by the Department officials who are directly involved in the implementation of agricultural projects to ensure active and meaningful participation of communities. Moreover, this study has established that support is lacking from Department officials. Their inability to support project members may be attributed to their lack of experience in their work as their profiles pointed to this. During the conduct of the survey, it has also emerged that educational qualifications of two Department officials who are directly involved in the implementation of projects do not tally with their actual work. This is likely to minimise their capacity to drive the implementation of
agricultural projects in Ngqushwa Local Municipality. It also emerged during the conduct of this study that there were no indicators in place to measure the success and impact of agricultural projects on improving lives of communities.
ACKNOWLEDGEMENTS

In writing this research project, I have become increasingly aware of the ways in which my work has been influenced and supported by a range of people. While I cannot possible thank them all individually, there are a number of people who deserve special mention. During my schooling and university years, my teachers and lecturers encouraged my enthusiasm in learning, and in particular, my interest in questioning situations, and coming up with solutions. This is exactly what I am trying to do in this research project. Discussions with fellow learners and students were enlightening as we sought to examine commonalities and differences amongst a range of things. Since joining the Nelson Mandela Metropolitan University as an MPA student, some of my fellow students gave me a `taster` of their work, and have also been given a `taster` of my work. Many thanks to them for their contributions and making me feel so welcome whenever I had a problem.

During my time teaching at Zimlindile High School, Tamara Primary School and Shushu Primary School, I was very fortunate to be part of enthusiastic and friendly individuals, some of whom helped me in various ways.

I have been very lucky to have been tutored by a range of dedicated lecturers at NMMU. In particular I would like to thank Nompendulo Mfene, my first supervisor, for her guidance. In producing this research project, I would like to say a very special thank you to Dr Wela Manona, my supervisor for his no-nonsense approach, guidance, patience and support. His comments on the draft manuscripts certainly helped me clarify my ideas, and alerted me to the correct and acceptable way of writing a research project. I also wish to thank all the participants in this project, without whose voluntary participation this project would not have been a success.

Finally, on a personal note a very big thank you to all my family members, especially those who have been unwavering in their support, love and understanding. My special thanks to my late grandfather, TIYO THEOPHILUS
GEORGE, and uMAMCIRA, my late maternal grandmother, whose spirits always and will forever protect me. Thanks to the ALMIGHTY GOD for granting all the people mentioned above wisdom and serenity to do the right things.
TABLE OF CONTENTS

Title Page...........................................................................................................i
Declaration......................................................................................................ii
Abstract..........................................................................................................iii
Acknowledgements.......................................................................................vi
Table of Contents..........................................................................................viii
List of Figures................................................................................................viii

Figure 5.1........................................................................................................56
Figure 5.2........................................................................................................58
Figure 5.3........................................................................................................60
Figure 5.4........................................................................................................61
Figure 5.5........................................................................................................63
Figure 5.6........................................................................................................63
Figure 5.7........................................................................................................64
Figure 5.8........................................................................................................66
Figure 5.9........................................................................................................67
Figure 5.10......................................................................................................68
Figure 5.11.....................................................................................................72
Figure 5.12.....................................................................................................73
Figure 5.13.....................................................................................................75
Figure 5.14.....................................................................................................76
Figure 5.15.....................................................................................................77
CHAPTER 1: GENERAL OVERVIEW.................................................1
1.1 Introduction..............................................................................1
1.2 Background.............................................................................1
1.3 The Problem Statement............................................................6
1.4 The Research Question.............................................................7
1.5 Delimitation of the Study............................................................7
1.6 Objectives of the Study.............................................................7
1.7 Motivation of the Study.............................................................8
1.8 Research Methodology.............................................................8
1.9 Clarification of Terms and Concepts...........................................9
1.10 Ethical Considerations..........................................................10
1.11 Structure Outline.................................................................11
1.12 Conclusion..............................................................................13

CHAPTER 2: GENERAL THEORETICAL FRAMEWORK...............14
2.1 Introduction..............................................................................14
2.2 Conceptual Framework............................................................15
2.2.1 A Community......................................................................15
2.2.2 Community Development.....................................................16
2.2.3 Community Participation......................................................17
2.2.4 Sustainable Development.....................................................17
2.3 Community Development in South Africa.................................18
2.3.1 Principles of Community Development..................................21
2.3.2 Approaches to Community Development...............................25
2.4 Community Participation in Development.................................26
2.5 Conclusion..............................................................................32
CHAPTER 3: POLICY AND LEGISLATIVE FRAMEWORK..............34

3.1 Introduction..............................................................................................................34
3.2 The Need for Community Development......................................................... 35
3.3 The Context and Analysis of Selected Policies and Legislation.................................36
  3.3.1 The Reconstruction and Development Programme .................39
  3.3.2 Growth Employment and Redistribution Policy.................................40
  3.3.3 Accelerated and Shared Growth Initiative of South Africa....41
  3.3.4 The White Paper on Social Welfare of 1997........................................42
  3.3.5 The White Paper on Local Government of 1998.........................42
  3.3.6 Integrated Development Planning.........................................................44
  3.3.7 Municipal Systems Act (Act 32 of 2000)...........................................46
  3.3.8 Municipal Finance Management Act (Act 56 of 2003).........46
3.4 Conclusion............................................................................................................47

CHAPTER 4: RESEARCH METHODOLOGY........................................... 48

4.1 Introduction..............................................................................................................48
4.2 Research Methodology.........................................................................................48
  4.2.1 Subjects of the Study....................................................................................48
  4.2.2 Research Sites...............................................................................................49
  4.2.3 Sampling Method.........................................................................................50
  4.2.4 Data Collection..............................................................................................51
  4.2.5 Data Analysis.................................................................................................52
  4.2.6 Ethical Considerations..................................................................................53
4.3 Conclusion............................................................................................................54
CHAPTER 5: ANALYSIS OF EMPIRICAL FINDINGS ......................... 55

5.1 Introduction ........................................................................... 55
5.2 Research Findings .................................................................. 55
5.2.1 Origins of the Projects ....................................................... 55
5.2.2 The Structure of the Projects ............................................. 57
5.2.3 How Decisions are taken in Projects ................................. 60
5.2.4 Expectations of Project Members ....................................... 62
5.2.5 Role of Project Members ................................................... 65
5.2.6 Capacity Building and Empowerment ............................... 65
5.2.7 The Role of the Department of Social Development .......... 67
5.2.8 Profiles of Department officials (CDWs) ......................... 69
5.2.9 Usefulness of Project Visits by Department officials ........... 70
5.2.10 Simplicity of Projects ...................................................... 72
5.2.11 Success Rate of Implemented Projects ......................... 73
5.2.12 Benefits Derived from Projects ....................................... 74
5.2.13 Lessons Learnt from Projects .......................................... 75
5.2.14 Understanding of Development Principles and Concepts... 77

5.3 Limitations ............................................................................ 79
5.4 Areas for Further Research .................................................. 79
5.5 Conclusion ............................................................................ 80
CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS........ 82
6.1 Introduction.................................................................82
6.2 Final Conclusion............................................................92

BIBLIOGRAPHY...........................................................................93

ANNEXURES..................................................................................100

1. Questionnaire A (Department officials and Office Manager).........................................................100

2. Questionnaire B (Project Members) ........................................107
CHAPTER ONE: GENERAL OVERVIEW

1.1 INTRODUCTION

This chapter is an introductory phase that will give a background to the implementation of agricultural projects in Ngqushwa Local Municipality. The research problem and the research question will be presented. Furthermore, the objectives, delimitations and the research methodology to be followed will be highlighted. Ethical considerations, clarification of terms and concepts to be used are incorporated in this chapter. Lastly, the structure outline of this study will also be given.

1.2 BACKGROUND

The Department of Social Development, in collaboration with Ngqushwa Local Municipality through the local municipality’s Development Forum, fund and co-ordinate many community development projects in this local municipality. These include food gardens (agricultural projects), Women’s Co-operatives and Youth Development Projects, among others. These projects aim to help local communities alleviate poverty. Their success depends largely on how they are run and the extent to which communities concerned have been allowed to participate in their conception, planning and implementation. Paul (1987:2) defines community participation as an active process in which those who will benefit influence the direction and the implementation of development projects, with the aim of improving the welfare of people in terms of income, personal growth and independence, among other values. Community participation means much more than simply helping in the project, for example, where project members are expected to provide labour and nothing more. Active community participation also involves the empowerment of people. Empowerment entails an improvement in people’s skills to effectively equip them in the development process (Van der Waldt and Knipe, 2004:142).

The agricultural projects which the researcher intends to investigate, seek to develop and empower communities, hence active and meaningful community participation is crucial.
Community members themselves know best the conditions that prevail in their areas, what problems are being experienced, and how to address these problems. Communities need to be given a chance to decide on their own development projects. The approach to successful and sustainable community development must be people-centred, thus promoting community participation. The researcher’s experience is that development projects are often imposed on communities. The trend is that community members are not afforded the opportunity to make decisions regarding the planning, suitability and implementation of projects. Active and meaningful community participation would ensure that communities make their own decisions and take action regarding their needs and actual conditions.

Van der Waldt and Knipe (2004:142) maintain that active community participation in development project allows community members to use their own views and convictions to address specific conditions and problems prevailing in their community. Community members need not be forced to participate, but participation must be voluntary, with members making a viable contribution to development projects and ultimately developing the communities as envisaged. The proposed research will attempt to provide information on the implementation of agricultural projects in Ngqushwa Local Municipality in the Province of the Eastern Cape.

South Africa comprises of three spheres of government, namely National, Provincial and Local Government. All three spheres are responsible for delivering services to the citizens of the country in order to improve their quality of life. They are guided by the principles of the Reconstruction and Development Programme (RDP) and the White Paper on Social Welfare of 1997. The RDP supports the idea of active community participation. It has six basic interdependent principles, one of which emphasises that the Programme should be people-driven. The RDP regards the South African public as the most important resource in the country (Van der Waldt and Knipe, 2004:110). It seeks to address the most basic and immediate needs of the people. It acknowledges that development involves the provision of services to the people, but also emphasises that development must involve empowerment and active participation of the people in helping themselves. The conception and implementation of development projects without actively involving communities concerned would be going against the principles of the very policy that informs such activities.
The White Paper on Social Welfare (1997:2) states that South Africa has experienced declining economic growth. This has resulted in a decrease in per capita income and an increase in poverty levels. South Africa has embarked on a task of socio-political and economic reform. The White Paper on Social Welfare (1997:4) acknowledges the country’s sound economic policies and the well-functioning labour market, but contends that these policies are not sufficient. In terms of the White Paper on Social Welfare (1997:13), communities also need to be developed by focusing on, among other things, the development of family-centred and community-based projects. It gives provincial governments the mandate to plan, implement, coordinate and monitor the delivery of community development projects. This mandate is enshrined in the Constitution of the Republic of South Africa (Act 108 of 1996). The Constitution provides for the devolution of functions, hence the implementation of community development projects at the municipal level of government.

The White Paper on Social Welfare (1997:5) asserts that citizens and stakeholder participation in decision-making on social welfare policies, programmes and priorities, was not exercised fully and effectively. This resulted in lack of legitimacy in the welfare process. This assertion alludes to the importance of active and meaningful community participation in the implementation of projects or programmes in order for them to be successful and sustainable. The White Paper on Social Welfare of 1997 advocates a developmental social welfare approach. Patel (2005:58) captures the features of the developmental approach in five key themes for the social welfare in the South African context. One of these key themes is democracy and participation in development.

The African National Congress (ANC) adopted the RDP in 1994 as a policy framework for integrated and coherent socio-economic development (Lombard, 2008:154). The RDP serves as a basis for policy-making across a wide spectrum, including social welfare. It lists the integration of social and economic development as a key task of the government. Gray (2006:51) states that the RDP’s focus on people-centred development, and its principles and ethos, are central to the process for transforming the social welfare. The transformation of the social welfare sector is not only linked with the RDP, which informed the White Paper on Social Welfare of 1997, but the mandate to develop communities is being continuously
expanded to include new challenges for socio-economic development, such as the Millennium Development Goals (United Nations Development Programme of South Africa, 2003).

The mandate of local government is to design strategies in accordance with the RDP and the White Paper on Social Welfare of 1997 to alleviate poverty. It would therefore be naïve to conceptualise and implement any community development project without taking the notion of active community participation seriously. The researcher is of the opinion that treating community members as children, telling them what to do, or what is good for them, and deciding for them, may lead to apathy towards community development projects and the demise of the whole process of community development.

Community participation needs to be institutionalised by any organ responsible for community development. The researcher believes that participatory planning, based on the knowledge which community members have about their area, is crucial for any development project before any intervention is considered. The institutionalisation of community participation must be gradual and progressive. It is through active community participation that communities will ultimately no longer need a supporting agency in order to manage their own projects.

In South Africa, community development was not promoted during the time when it was too popular internationally during the 1950s and 1960s (De Beer and Swanepoel, 1998:10). The apartheid government was concerned that the promotion of community development might influence people to act against it, and advocate radical political change. It was only in the former Homelands that community development was acknowledged and carried out at various levels, such as self-help groups. Community development takes place through projects. Projects have become the accepted way in which development efforts can take place or brought to the ground level (Rondinelli, 1983:28).

The Province of the Eastern Cape is one of the poorest provinces (South Africa Yearbook, 2007/8). Dr Borien, in recognition of this fact, established an international educational foundation in the province to assist in reducing poverty (Eastern Cape Today, July 2009). In 2007/8 Financial Year, the Province of the Eastern Cape was allocated R31 691 318 to fund 706 projects (Department of Social Development Annual Report 2007/8). Compared to the other
provinces, this was the largest amount in terms of the number of projects and the money involved. Throughout the province, the government has initiated and financed many community development projects, which were intended to ameliorate the quality of life of poor communities. These projects have also been initiated to fulfil the social welfare function of the Department of Social Development, which aims to alleviate poverty and strengthen the capabilities of the poor. Community development projects must be conceived and implemented in accordance with the principles of community development. These principles include the principle of learning, empowerment, ownership and participation. Projects also need to be properly managed to ensure that they are sustainable so that the pre-determined objectives of poverty eradication can be realised.

The allocation list of the Department of Social Development for community development projects for 2006/7 Financial Year itemises many projects that have been implemented in different municipalities of the Province of the Eastern Cape. This list supplies the name of the project, the nature of the project, the actual area where it is located in the municipality, the amount of money that has been allocated for the project, and also the ward where the project is based. These projects range from Women’s Co-operatives to Youth Development Projects, and Food Security. The researcher has personally visited many of the projects and found that some, which were started with around 15 community members, are now run by two or three members, and the remaining members are struggling to maintain them. What was extremely disturbing was the statement by the Department of Social Development officials, both in the District Offices and Area Offices in Nqushwa Local Municipality, that they did not have a list of dysfunctional community development projects. What the researcher can infer is that community development projects are implemented without any provision for monitoring. Monitoring would ensure that community members are involved and also afforded the opportunity to learn. This lack of monitoring may point to the unsustainability and the failure of many of the community development projects in Nqushwa Local Municipality.

In terms of the White Paper on Social Welfare (1997:12), social development needs to include integrated and targeted poverty alleviation projects and programmes within the government. The Department of Social Development has Area Offices in almost every municipality. These offices are manned by officials whose sole responsibility is to ensure that community
development projects are implemented in needy communities. These officials are known as Community Development Workers (CDWs). De Beer and Swanepoel (1998:56) state that the role of CDWs has not received much attention in literature. Jeppe (1980:60) sees the role of CDWs as that of a consultant, encourager, enabler and coordinator. He regards the most important attribute of CDWs as the ability to work with people, which includes inspiring and getting ideas across to people.

Chambers (1983:61) describes CDWs as new professionals who have over the years emerged as repositories of knowledge, experience and practice, and who have contributed to institutional change. These new professionals are the creative minority and should constantly be refining ways and means of building clarity into their work and approach. It is essential that CDWs embrace the notion of community participation. The community development projects they help to implement would be meaningless unless they embrace the broader concept of community participation. CDWs need to ensure that decision-making on local issues includes local collective process.

1.3 PROBLEM STATEMENT

The Province of the Eastern Cape is predominantly rural and one of the provinces that are poverty-stricken with huge unemployment rate. Despite the provincial government’s initiatives that seek to alleviate poverty and improve the quality of life through the implementation of community development projects in Ngqushwa Local Municipality, such as food gardens, there are challenges that confront their implementation. They are often too formalised, too discrete and too well planned. In other words, they take away the incremental and experimental nature that make up the learning process, which in turn helps enhance the success and sustainability of these projects. Due to the complex nature of some of these projects, they are often poorly run, and therefore, do not achieve their intended objectives. Consequently, membership is constantly declining in these projects.
1.4 THE RESEARCH QUESTION

Bekker (1996:39) states that the theme of community problem-solving is central in the idea of community participation. The research question is: What impact do formalised and discrete community development projects, and lack of active and meaningful community participation have on effective and efficient implementation of these projects in Ngqushwa Local Municipality?

1.5 DELIMITATION OF THE STUDY

It is important to state what is not intended with the research. This helps the researcher to concentrate on the problem statement and not waste time on matters which are not directly associated with the problem. With this in mind, this study will confine itself within the South African context. In this study, the focus will be on those factors that have a bearing on the implementation of agricultural projects in Ngqushwa Local Municipality. The exploration of information that falls outside the scope of this study will not be entertained, but such information will form the basis for further research.

This study will be limited only to members of three agricultural projects in Ngqushwa Local Municipality. Agricultural projects in Ward Two and Ward Four will be focused on. This study will also focus on Department officials who are directly involved in the implementation of these agricultural projects, and an Office Manager in the offices of the Department of Social Development in Ngqushwa Local Municipality.

1.6 OBJECTIVES OF THE STUDY

- To investigate challenges into the implementation of agricultural projects in Ngqushwa Local Municipality.
- To get an understanding of the inherent factors that influence the implementation of agricultural projects in Ngqushwa Local Municipality.
• To investigate the extent of community participation in the implementation of agricultural projects in Ngqushwa Local Municipality.

• To provide insight and stimulate constructive suggestions and recommendations that will act as guidelines to local development policies and poverty reduction strategies by development agencies.

1.7 MOTIVATION FOR THE STUDY

The topic is selected because of practical problems currently being experienced by the Department of Social Development in Ngqushwa Local Municipality in its efforts to improve the quality of lives of poor communities. As the researcher was born and bred in a rural village in the Province of the Eastern Cape, the choice of the topic is dictated by a deep-seated interest in the plight of rural communities. It is against this background of the challenges in the implementation of agricultural development projects in the Ngqushwa Local Municipality that this study seeks to investigate factors that have an impact on the implementation of these agricultural projects.

1.8 RESEARCH METHODOLOGY

The planning, structuring, and the execution of any research, is informed by the research methodology (Brynard and Hanekom, 1997:28). In the Human Sciences there are two basic types of research methodologies namely: qualitative and quantitative methodologies. This study will be conducted through the qualitative approach. In the qualitative research, the main concern is to understand an action in terms of its specific context, rather than attempting to generalise to some theoretical population.

In the planning of any research project, the researcher needs to decide as to how information is to be collected. In this study, secondary information will be collected through journals, acts, books, newspapers and the internet. Primary data will be collected making use of questionnaires
that will be distributed to project members, Department officials and the Office Manager. The researcher will personally distribute the questionnaires. The main aim is to get primary information and to get diverse answers as much as possible.

Purposive sampling will be used to select the research participants. Purposive sampling is used to select a sample on the basis of the researcher’s own knowledge of the population, its elements, and the nature of the research aims (Babbie and Mouton, 2006:166). Three agricultural projects in Ward Two and Ward Four, co-ordinated and managed by the Department of Social Development in Ngqushwa Local Municipality will be selected. Participants will include members of the three selected agricultural projects, officials from the Area Office of the Department of Social Development in Ngqushwa Local Municipality who are directly involved in the implementation of these projects and an Office Manager. The reason for the selection of this population is because it will be easy to access and costs involved will be low. As data collected will be in volumes from the questionnaires, it will be broken up into manageable themes and assigned to categories. This will allow the researcher to organise data into smaller sections, so that repetitions and errors may be easily noticed.

1.9 CLARIFICATION OF TERMS AND CONCEPTS

Bless and Higson-Smith (1995:35), mention that verbal communication among human beings would be impossible without the existence of words to express concepts. The main function of concepts is to:

✓ Facilitate communication among human beings.
✓ Concepts are an aid in the classification of elements of reality and their generalisation.
✓ In research, concepts are the building blocks of theories.

For concepts to be useful, they must be defined in a clear, precise and non-ambiguous and agreed-upon way.

**Project:** Gido and Clements (2003:4) define a project as an attempt to fulfil a certain objective using different tasks and resources that are closely connected. A project may be viewed as
coming up with a solution to a problem. When management is of the opinion that a need to be addressed is genuine, a plan of action can be put together to address the need. Project management would thus be the implementation of the plan.

**Community development:** Gray (1998:59) mentions that community development is a process aimed at enabling and encouraging all communities to become involved in their development with the necessary support from private and government sectors in improving and managing their own living conditions in all areas of development. This definition shows that in order for government to bring about development that meets the needs of the people, communities should be in partnership with government in identifying needs, purpose, plans and promote their priorities.

**Project management:** Project management involves a process of first establishing a plan and implementing that plan to accomplish the project objective (Gido and Clements, 2003:10). This planning effort includes clearly defining the objectives, dividing and subdividing the project scope into pieces called work-packages.

**Community participation:** Community participation means that communities influence the direction and the implementation of community development projects (Van der Waldt and Knipe, 2004:142). The communities are not merely consulted, but are allowed to use their views and convictions to address problems in the community.

**1.10 ETHICAL CONSIDERATIONS**

According to Bless and Higson – Smith (1995:100), throughout the process of data collection, the problem of persuading participants to co-operate with the researcher is ever present. Lack of cooperation, by participants, leads to non-response, to incompletely filled-out questionnaires, and to unreliable results. Bless and Higson-Smith further state that while lack of co-operation can be disastrous in a research project, participants have the right to refuse to participate and the researcher must respect this right. In the first pages of the questionnaires it will be clearly stated that participation is voluntary. Participants will be informed that they could withdraw from the survey at any stage should they so wish.
Babbie and Mouton (2006:523) state that the clearest concern in the protection of participant’s interest and well-being is the protection of the participant’s identity. They further state that social research should never injure the people studied, regardless of whether they volunteered for the study or not. Harm could be done to participants by revealing the information that would embarrass them or endanger their lives, friendship and jobs. If revealing their survey responses would injure them, the researcher need not reveal the participant’s identity. To ensure adherence to this norm, the researcher in this study will clearly state in the front page of the questionnaires, that once they have been filled out, none will ever be seen by anyone, except the researcher. To comply with confidentiality and anonymity requirements, participants’ names and contact details will be deliberately omitted in the questionnaires so that their responses cannot be traced or identified.

Approval to conduct this study has been obtained through presentation of the research proposal to the Higher Degree Committee of the Department of Political and Governmental Studies at Nelson Mandela Metropolitan University. In future, approval will be obtained from the Research Technology and Innovation (RTI) Committee and the Ethics Committee of Nelson Mandela Metropolitan University. The permission of the authorities in the Department of Social Development in Ngqushwa Local Municipality will be asked before the conducting of the study.

1.11 STRUCTURE OUTLINE

Chapter 1: General Overview

This chapter is an introductory phase that gives the background to the study. The problem or research problem is identified. Furthermore, the objectives of the study and research methodology to be followed have been highlighted. Ethical consideration and clarification of terms and concepts used have been incorporated in this section.
Chapter 2: General Theoretical Framework

This chapter will explore the literature reviewed in the study. The chapter will deal with community development with specific reference to community participation.

Chapter 3: Policy and Legislative Framework

This chapter will deal with the policies and pieces of legislation in South Africa, which inform community development and community participation. Particular reference will be made to the Constitution, the White Paper on Social Welfare of 1997, the RDP, Growth, Employment and Redistribution Strategy (GEAR), Accelerated and Shared Growth Initiative of South Africa (AsgiSA), the White Paper on Local Government of 1998, Integrated Developmental Planning (IDP), the Municipal Finance Management Act (Act 56 of 2003) and the Municipal Systems Act (Act 32 of 2000).

Chapter 4: Research Methodology

This chapter will focus on the methodology that has been used by the researcher to collect data.

Chapter 5: Analysis of the empirical findings

This chapter will deal with the actual survey, how data was collected and analysed. The chapter will also deal with results of the survey. Furthermore, limitations and areas for further research will be highlighted.

Chapter 6: Conclusion and recommendations

In this chapter, the overview of the research project will be presented. The researcher will present his findings along with recommendations.
1.12 CONCLUSION

The forgoing chapter, which is the introductory phase, gave a background to the implementation of agricultural projects in Ngqushwa Local Municipality. The research problem and the research question were presented. The objectives, delimitations and the research methodology to be followed were highlighted. Ethical considerations, clarification of terms and concepts to be used were incorporated in this chapter. Lastly, the structural outline of the study was also given. The following chapter will explore the literature reviewed in this study.
CHAPTER TWO: GENERAL THEORETICAL FRAMEWORK

2.1 INTRODUCTION

The main aim of reviewing literature is to bring to the fore a clearer understanding of the nature and meaning of the problem that has been identified (De Vos, 2001:64). The review of literature also helps the researcher to know how much work has been done in the field under investigation and challenges that may exist. It provides a better insight into factors that influence the way a problem is understood and how complex the problem is.

The implementation of agricultural projects in Ngquashwa Local Municipality is the focus of this study. In the present democratic dispensation in South Africa, attempts to alleviate poverty and improve the living standards within designated communities, are initiated through community development projects. Accordingly, the Province of the Eastern Cape is using agricultural projects as a strategy to alleviate poverty. Poverty in South Africa is a social ill that affects the majority of the poorest of the poor who live in the peripheries of the country (Binza, 2006:5). Arguing along similar lines, Daphne (1998:28) points out that on average, the rural households spend more than three hours to five hours of a day fetching water, and another five to six hours are spent on collecting dung and wood to make fire. This statement shows the terrible conditions under which the poorest of the poor live in rural areas and the dire need to turn the situation around. Gebremedhin (2002:183) argues that poverty results from the failure of development to improve the lives of the affected communities.

Ghai and Jessica (1995:32) contend that community participation is central to community development as it contributes significantly to sustainable development. There has historically been a tendency for people to blame the government or any other organisation responsible for the implementation of community development for its failure. Current thinking recognises that all those involved in community development efforts need to embrace the principles of community development. Active community participation in the implementation of community development projects will facilitate their sustainability and attainment of intended objectives. Literature on community participation, community development and sustainable development
will be reviewed to provide a better understanding into the dimensions and complexity of the problem identified in this study.

2.2 CONCEPTUAL FRAMEWORK

It is imperative that this review of literature starts with the definition of certain concepts because there is always an assumption that communities share a common understanding of key development concepts just as academics. The conceptual framework serves as a foundation of development in that the way people view and understand key development concepts, informs the way they implement them. Concepts may be defined as the most basic symbolic formations by means of which people classify or catagorise reality (Mouton and Marais, 1996:126). People have unstructured direct experiences and are unable to sort these experiences into pigeon holes, which are in this case, concepts (Mouton and Marais, 1996: 126). Through concepts, humans can come into grips with reality. Mouton and Marais (1996: 126) further argue that people are able to make sense of, and give meaning to, their real life by means of concepts.

A common ground needs to be established in order for both communities and officials to move from the same premise with regard to key development concepts. Owing to the history of South Africa, a common understanding of key development concepts is still a challenge, more especially for the uninitiated people, that is, people who are not familiar with the language and terminology used in development. Various concepts, including a community, community development, community participation and sustainable development, will be defined.

2.2.1 A community

Lombard (1991:62) states that a community is a unit in which all community activities take place. In this regard, Ferrinho (1981:3) declares that the focus of community intervention is in community life. Every community is composed of many components whose interaction result in community life. Lombard (1991:63) further states that authors use various starting points to determine what a community is. These starting points differ in terms of classification, approaches and environments. A community can also be described as a structure of relationships through which a localised population provides its daily needs.
According to Wright (2000:89), a community refers to a collective group of people who share an identity on the grounds of common characteristics and shared beliefs. Wright (2000:89) goes further and says a community also refers to collective actions taken to achieve identified functions. This is when individuals develop self-awareness, group awareness, and individuals start exercising personal responsibility. A community has a sense of collectivity, and shares commonalities.

2.2.2 Community development.

The definition of community development can only come to its right if it is given from within the perspective of development (Lombard, 1991:108). Conditions that prevail in a country at a particular period determine the focus of development. It stands to reason therefore, that the emphasis to development will differ from one country to another. It may even differ from one geographical area to another within the same country. The Province of the Eastern Cape is predominantly rural, and socio-political, psychological and economic conditions prevailing here will determine the emphasis on development.

Jeppe (1980:8) defines community development as a conscious process wherein small geographically contagious communities are assisted by the more developed communities to achieve improved standards of social and economic life. This is done primarily through their own local efforts and through participation at all the stages of goal selection, mobilisation of resources, and execution of projects, thus enabling these communities to become increasingly self-reliant. The main emphasis is on self-help. The ultimate aim is for the communities to be able to take responsibility for their own development. The United Nation’s Department of Economic and Social Affairs (1963:4) defines community development as a process by which the efforts of the people are united with those of the government to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress.
Coetzee (1992:258) states that this definition emphasises a number of issues of community development and these are:

- The relationship of the government and the people.
- The problem of gaining participation in community development programmes on behalf of the people.
- The origin of initiatives for self-help programmes.
- The concept of development and its measurement.
- The needs and problems of a particular group of people called a community.

2.2.3 Community participation

Midgely (1986:25) defines community participation as a voluntary and democratic involvement of people in contributing to community development; sharing equitably in the benefits derived from community development and decision-making in respect of setting goals, forming policies and planning, and implementing economic and social development programmes. Community participation is an active process in which the clients, or those who will benefit, influence the direction of the implementation of the development project, aimed at improving the lives of people in terms of income, personal growth, independence and other values regarded as valuable (Paul, 1987:2). Participation must allow members of the community to use their own views and convictions to address specific problems or conditions prevailing in the community (Van der Waldt and Knipe, 2004: 142). Not everyone may agree on how these problems should be tackled, but a community participation process will allow people to make informed decisions about these issues (Van der Waldt and Knipe, 2004: 142).

2.2.4 Sustainable development

Jones (1995:31) defines sustainable development as a long-term process whereby the community regenerates itself in social and economic terms. It is the ability to survive and persist in generating desired outcomes, and the capacity to perceive and respond appropriately to changing socio-economic circumstances. Sustainable development is the capacity for continuation into the long-term (Moseley, 2003: 14). The needs of the present are met without compromising the ability of future generations to meet their needs.
2.3 COMMUNITY DEVELOPMENT IN SOUTH AFRICA

In South Africa, community development was not as popular as it was internationally during the 1950s and the 1960s (De Beer & Swanepoel, 1998:10). De Beer and Swanepoel (1998:10) ascribe this to the scepticism with which the apartheid government viewed community development. The apartheid government was of the opinion that community development might bring about political changes. The apartheid government probably based its opinion on the fact that community development advocates the participation of communities to be developed. It also provides that communities need to be involved in decision-making, something that was not in keeping with the apartheid regime. Furthermore, De Beer and Swanepoel (1998:10) claim that community development in South Africa made headway in evangelical missionary circles and the Black Consciousness Movement. In the former homelands, not all departments adopted it as a general approach to rural development. The adoption of community development would have required participation at grassroots level. Authorities at that time tended to have rigid top-down control systems that left little scope for communities to act on their own initiatives. Consequently, accurate facts about local conditions were not obtained, resulting in community problems not being solved. De Beer & Swanepoel (1998:11) mention that care groups were a level in which community development was pursued in Gazankulu, a former homeland. They were a success as they improved some aspects of daily life by simple means such as raising the standard of hygiene and establishing vegetable gardens. Their success can be attributed to the fact that they honoured the principles of community development. Their greatest strength was that people learnt to work as a group, sharing skills with each other, and with their communities (De Beer and Swanepoel, 1998: 13).

The Reconstruction and Development Programme (RDP) sees community development as an improvement of the quality of life of all South Africans, particularly the most poor and marginalised sections of society. In terms of the RDP, community development should be realised through a process of empowerment, which gives the poor control over their lives and also increases their ability to mobilise sufficient development resources, including from the government where necessary. It is a way of strengthening civil society by prioritising the actions of communities and their perspectives in the development of social, economic and environmental policy and action (Department of Social Development, 2008: 19). Community
development seeks to empower local communities and it should strengthen the capacity of people as active citizens through their communities, organisations and networks on the one hand, and the capacity of institutions and agencies on the other, to work in dialogue with citizens to shape and determine change in their communities (Department of Social Development, 2008:19). In this regard, the Department of Social Development (2008:19) agrees that community development plays a crucial role in supporting active democratic life by promoting the autonomous voice of disadvantaged and vulnerable communities. In addition, the Department of Social Development (2008:20) mentions that the core values of community development are concerned with human rights, social inclusion, equality and respect for diversity. Therefore, it would be naïve of Community Development Workers and government to act as teachers and tell communities concerned what is good or bad for them. Communities know best the conditions and challenges that prevail in their area, and therefore they need to be afforded the opportunity to decide on how to solve these problems (Van der Waldt and Knipe, 2004:142). One particular principle that is inherent in the foregoing paragraph is community participation. The researcher is of the opinion that active community participation in the implementation of community development projects in Ngqushwa Local Municipality will facilitate their sustainability and attainment of the intended objectives. What is generally evident in these community development projects in Ngqushwa Local Municipality is that, project members are simply helping in the projects by providing mainly labour, and major decisions are taken by officials of the Department of Social Development. Van der Waldt and Knipe (2004: 143) argue that community participation is a continuous process of learning and education where every individual acquires and absorbs knowledge. One type of knowledge that applies here is social knowledge acquired as a result of the association of individuals with other people and institutions. In Ngqushwa Local Municipality project members from different geographical areas are seemingly not afforded the opportunity to interact. This interaction would afford project members the opportunity to share their experiences in their respective projects. It would also allow project members the opportunity to learn from one another. In addition, the involvement of the Department of Agriculture, which is crucial in enhancing agricultural skills, is surprisingly lacking.

The Department of social Development (2008: 18) is of the opinion that community development needs to enhance the capacity of communities in order to respond to their own
needs and improve their capacity for development. Furthermore, the Department of Social Development (2008: 18) contends that community development is not an event, but a process or a set of processes with two essential elements namely:

- The participation of people themselves in efforts to improve their level of living, developing a sense of ownership of the process, taking initiatives and contributing meaningfully to joint planning, decision-making, implementation and evaluation.
- The mobilisation and provision of resources, and the creation of access to opportunities that encourage initiative, self-help and initiatives for mutual benefit.

Community development is expressed in projects and programmes designed to achieve a wide variety of specific improvements. Projects have become an accepted way in which development efforts can take place or brought to the ground level (Rondinelli, 1983:28). A project has to be viewed as coming up with a solution to a social problem. The Department of Social Development is responsible for the co-ordination and implementation of most community development projects. It is therefore an important institution for community development. Jeppe (1995:53) sees the role of a government institution with regard to community development as initiating policy formulation, overall planning, administrative structuring, financing, co-ordination and controlling, staffing and training, surveying, researching and evaluation. Korten (1980:498) is of the opinion that for community development purposes, the organisation involved in community development project management must have the attitude and capacity of a learning organisation. Korten (1980:498) further adds that the organisation involved in community development must be responsive and anticipate events; it must embrace error, and it must plan with the people. The Department of Social Development employs Community Development Workers whose responsibility is to ensure that community development projects are implemented and properly managed for the benefit of the needy communities. The most important attribute of a Community Development Worker is the ability to work with the people and also to be able to get ideas across. They are at the cutting edge of community development and play a pivotal role in this regard (Jeppe, 1980:60).
2.3.1 Principles of community development

Community development has principles that guide the implementation of community development processes. Cormack (1993:56) states that principles are social norms and rules aiming to attain the ultimate objective. Principles are not a series of `how to do it` prescriptions (Ife, 1999:177). Any `how to` prescription will be an implicit assumption of superiority and desire to impose one`s own grand scheme to others, which is diametrically opposed to the fundamental ethos of community work (Ife, 1999: 177). These principles are not independent, and relate to each other in a variety of ways. They represent a coherent approach to community development. Ife (1999:177) states that the development of actual practice will vary from community to community. Each situation calls for a process of seeing how the important principles of community development can be applied within specific local context. These principles are:

- The principle of abstract human needs: This principle addresses basic human needs (Midgley, 1995:68). The human being has basic human needs such as food, water, clothing, and shelter. Human beings also have basic abstract needs such as self-reliance, happiness and human dignity. While people are trying to fulfil their concrete needs, their abstract needs also need to be satisfied. The most important human need is human dignity (Swanepoel & De Beer, 1996:24). Dignity is enhanced by giving people recognition, by recognising them as capable of making their own decisions and assuming responsibility for the decision that they have made. Dignity is also enhanced by becoming self-reliant and self-sufficient and by becoming able to organise oneself. People must progress in all these aspects, while they are working to fulfill their concrete needs. Development is focused on human beings and their development must be approached with caution in order not to harm them in the situation of need.

- The principle of learning: Swanepoel & De Beer (1996:25) argue that, while people strive to fulfil their needs, they become better at doing so as they learn in the process. Community Development Workers need to be careful not to regard themselves as teachers and people as learners. All those involved in development must learn. People need to learn from what they experience in the process of development.
• The principle of participation: Ife (1999:197) argues that community development must always seek to maximise participation, with the aim being for everyone in the community to be actively involved in community processes and activities. Every individual adult, whether relatively poor, poor or poorest of the poor, has the right to be part of the decision-making mechanism regarding his or her development (Swanepoel & De Beer, 1996:26). The more people who are active participants, the more the ideals of community ownership and inclusive process will be realised. Different people have different skills, interests and capacities hence not everyone will participate in the same way. Participation is often seen in terms of participation in what might be regarded as mainstream community processes, such as public meetings, boards of management, or in traditional volunteer service roles (Ife, 1999:198). These are obviously important, but participation can take many other forms, such as cooking, organising, making music, involvement in sport, visiting others or gardening. Gender, class and ethnicity need to be taken into account in participation.

• The principle of empowerment: Empowerment should be the aim of all community development. It means providing people with the resources, opportunities, knowledge and skills to increase their capacity to determine their own future, and to participate in and affect the life of their community (Ife, 1999:182). The extent to which any community development programme will address empowerment will vary. People need to be encouraged to take control of the project themselves, and through it to learn that they can indeed have more control over their community and lives. Communities involved in development projects in Ngqushwa Local Municipality seem to have been passive from the onset. Probably they have been approached and presented with pre-planned projects that they should implement in their communities. Communities can be empowered by involving them from the start, and in all the phases of the project and let them participate in the project through available structures (Van der Waldt and Knipe, 2004:146). In Ngqushwa Local Municipality, the challenge is that there seems to be lack of structures such as development forums to empower communities by encouraging active and meaningful community participation. The effective and efficient implementation of community development projects in Ngqushwa Local Municipality
hinges on effective and meaningful community participation. Project members are likely not to have been adequately trained in skills to enable them to interact more effectively with the development process.

- **The principle of ownership:** The most important outcome of participation and empowerment is the establishment of ownership where it really belongs, and that is with the community (Swanepoel & De Beer, 1996:27). Ownership is basic to community development and a key principle is to expand ownership and seek to establish it in communities where it does not exist. Community development projects are not the property of non-governmental organisations or government departments. Community Development Workers are representatives of such institutions and are merely facilitators, and people have to run their own projects. They have no authority over people participating in a project.

- **The principle of release:** The main goal of community development is to eradicate poverty. In other words, it sets out to free people from the poverty trap. However, it is not enough to merely bring relief to people caught in such a situation, because this will not free them from the trap (Swanepoel & De Beer, 1996:28). The argument by Swanepoel & De Beer is that, efforts at conforming are aimed at bringing relief to trapped people without freeing them from the trap. They argue therefore that Community Development Workers should rather be transforming. According to De Beer & Swanepoel (1996:29) transforming efforts do not aim to bring relief to people in the trap, but to free them from the trap so that they can gradually improve the situation themselves as free and self-reliant individuals. Surprisingly, many members of community development projects in Ngqushwa Local Municipality are already beneficiaries of government social security grants. Those who are not beneficiaries do not seem to be participating in community development projects. It can therefore, be deduced that Community Development Workers have not done a survey to define precisely the needs of the people before implementing projects. Over and above this, it is prevalent for Ngqushwa Local Municipality to give out food parcels to communities,
which is not a long-term solution to poverty alleviation. It is unlikely that poverty will be eradicated if the needs of those trapped in poverty are not addressed.

- The principle of adaptiveness: The principle of adaptiveness is closely linked to the principle of learning (Swanepoel & De Beer, 1996:28). If the principle of learning is followed, one has no option but to be adaptive. Adaptiveness is in direct opposition to blueprint planning. The latter is technical, comprehensive and precise, but also inflexible. It makes planning the prerogative of professionals. The principle of adaptiveness requires a total change of mind for community workers. In a blueprint approach there is no place for ordinary community members, especially when it comes to making decisions. Adaptiveness calls for a willingness to learn as one goes along. In Ngqushwa Local Municipality the researcher has learnt that there are strict rules in place regarding how project funds have to be spent. Furthermore, project members are given instructions by Community Development Workers to purchase what they need for the projects from particular suppliers. This practice is against the principle of adaptiveness, which provides that community members need to take their own decisions.

- The principle of simplicity: The principle of simplicity is in direct contrast to the notion of bigger is better (Swanepoel & De Beer, 1996:29). Projects that are big, sophisticated and complex limit the scope of learning and participation. Many community development projects in Ngqushwa Local Municipality are sophisticated. Communities are required to implement big agricultural projects with no sufficient knowledge and the right equipment. When learning and participation are curtailed, the humanistic nature of community development is jeopardized (De Beer & Swanepoel, 1996:29). The enhancement of self-reliance and human dignity become more remote. Projects need to be as simple as possible. If the principle of simplicity is not adhered to, most of the other principles are in jeopardy.
2.3.2 Approaches to community development

It is important to mention some of the approaches to community development. However, it is not practical to provide a detailed summary of all the approaches in this study, but rather to mention some of the more relevant approaches. The rights-based approach has been applied in particular in rural contexts (Department of Social Development, 2008:23). This approach emphasises social empowerment as the most important aspect of rural development and explicitly focuses on people achieving the minimum conditions for living with dignity by exposing the roots of vulnerability and marginalisation. The main principles of the rights-based approach are: participatory governance; promoting inclusive development; mutual accountability in respect of rights and responsibilities; a holistic perspective focusing on removing constraints and creating opportunities for livelihood improvement.

According to the Department of Social Development (2008:23), another approach is community-driven development, which is an approach premised on placing the community at the heart of the development process. The main principles of community-driven development are: placing control and resources in the hands of the community; viewing poor people as assets and parties to development and building existing institutions. The process of focussing on the community and its role in development, leads to an emphasis being placed upon empowerment and capacity building within the community (Department of Social Development, 2008:23).

Community capacity building is also another approach to community development worth mentioning here. It is premised on the recognition of capacity development within the communities as central to the development process and crucial for the sustainability of development interventions (Department of Social Development, 2008:23). Communities who are capacititated will be able to lead their own change process. They can be actors and not merely subjects of change.

Lastly, sustainable development is a parallel paradigm emerging out of the environmental sector, with enormous significance for community development (Department of Social Development, 2008: 24). It focuses on integrating strategies for economic growth, social development and environment protection into a new paradigm for development. It is intended
to provide a framework for global, national and local development strategies. The National Environmental Management Act (Act 107 of 1998) states that sustainable development means the integration of social, economic and environmental factors into planning, implementation and decision-making in order to ensure that development serves present and future generations. Sustainable development requires that people co-operate in the essential task of eradicating poverty in order to decrease disparities in standards of living and better meet the needs of the majority of the people.

2.4 COMMUNITY PARTICIPATION IN DEVELOPMENT

As discussed earlier in this review, community participation is an essential element of community development. Participation is at the heart of the development approach. The experience with development projects across the Province of the Eastern Cape has shown that there are many barriers that prevent the poor from having a stake in the development process. These barriers include, but are not limited to, cultural, political and economic barriers. In order to overcome these barriers, special methods and an effort on the part of Community Development Workers is needed. Reaching the poor, therefore, requires working with them and learning about their needs, understanding how development decisions are made in their communities, and identifying institutions and mechanisms that can get opportunities and resources into their hands (Pieterse, 2000:89). According to Coetzee (1992:261), community development efforts are mainly directed to poor and deprived communities who are believed to be passive and disorganised with little potential for participation. This, therefore, requires that special attention be given in development to the ways and means of promoting community participation. It is alarming to note that government departments do not have a framework that guides them in the ways that they relate to communities as indicated in the review of policies and legislation that inform community development (Department of Social Development, 2008:129). Participation is a constitutional obligation, and the Bill of Rights lays certain foundations for participatory governance.

Citizen and stakeholder participation in decision-making on social welfare policies, programmes and priorities was not exercised fully and effectively (White Paper on Social Welfare, 2007:90). This resulted in a lack of legitimacy in the welfare system. Community
development projects and programmes are for the benefit of the affected communities. The participation and the involvement of these communities in community development projects, is necessary to contain the challenges of their implementation. In defining community development, it has been argued that conditions that prevail in any geographical area at a particular period determine the focus of development. Van der Waldt & Knipe (2004:144) agree that one of the benefits of community participation is that accurate facts are obtained about local conditions, which facilitates solving problems, identifying needs and resources and determining the capacity of community members. This means that appropriate and relevant development projects will be implemented and managed effectively and efficiently. Over and above this, the independence of the involved communities and the sustainability of the relevant development activities are ensured. Community participation should therefore be encouraged, in the first place to empower members of the community, and also to benefit more people through relevant development activities (Van der Waldt & Knipe, 2004:144).

Lombard (1991:74) argues that people who participate in their development are given the opportunity to develop their ability. The ability of an individual to grow, and to develop, depends on his or her active association with other people in different groups. Therefore, conclusions could be drawn that without the participation of the community in its development, no sustainable development may be realised. Community participation means much more than simply helping in a project, for example, where project members are expected to provide labour and nothing more. Broadening community participation is a hallmark of community development modernisation. In simplest form, participation in development projects has to be an activity by citizens designed to influence decision-making. The emphasis on participation in the development arena is not something new. Coetzee & Graaff (1996:313) corroborate this statement when they state that colonial policy was based on the principle that colonial territories should not only pay for their own administration, but also for development necessary for orderly government. One of the ideas behind efficient colonial government was to achieve national integration, while getting communities to take responsibility for their own development.

There have been a number of attempts around the world to encourage more active participation by a broad spectrum of the community in local level governance as one of the ingredients necessary to promote sustainable development (Coetzee & Graaff, 1996:312). In the process,
certain groups and individuals monopolise power and development resources at local level, and by so doing, exclude, or prevent other groups and individuals from participating. Coetzee & Graaff (1996: 312) illustrate this scenario by explaining the strategy used during the cold war battle against the spread of communism, to set less developed communities on the path to capitalist industrialisation. The emphasis here was on urban industrial development and the benefits of this were expected to spread to the rural poor sectors. While the rural poor were waiting for the results of modernisation to trickle down on them, they were expected to develop themselves using their own efforts. With this type of participatory development, people have no choice, but are asked or dragged into operations of no particular interest to them, in the name of participation (Sachs, 1992:116). Government departments that implement top-down strategies, which do not enjoy popular support from communities, like to use this type of participatory strategy. Deprived rural communities are manipulated, through a process of consultation, into participating in development projects conceived elsewhere.

There is also a radical view, which sees participation as a transforming act. Participation transforms people’s consciousness and leads to the process of self-actualisation (Coetzee & Graaff, 1996:315). Self-actualisation enables oppressed people to take control of their lives and at the same time challenging the dominating classes and the political regime. The premise of this participatory strategy is that, if people are made aware of the contradictions in their material well-being and the promises of the government ideology, they change from being passive objects to active subjects. They become critically aware of their environment and are able to transform it in a militant or creative way. Unfortunately groups competing for power within the community can manipulate local culture for their own benefit (Spiegel, 1990:210). These groups can use local culture to legitimise their attempt to gain, maintain and exclude others from positions of power. What is evident in most development projects in Ngqushwa Local Municipality is that, there are groups opposing participation by others, based on political affiliation.

Whereas the concept of participation in literature is defined in different ways, it has as its tenet the involvement of people in decisions that affect their lives (Tembo, 2003:24). In essence, these should be decisions that reflect their interests. People can have interests such as control over, or access to material resources, access to power, prestige, self-esteem and the maintenance
of cultural goals for social relationships (Cohen, 1968:31). Different people in different environments use different methods to pursue these interests. While they pursue their interest, they learn in the process, and learning will lead to different forms of change. Scones & Thomson (1994:87) argue that from this thinking, it is found that participation seeks to build on these processes and enhance people’s decision-making, based upon their knowledge and systems. Participation has to form part of people’s learning process, not only to adjust to change, but to determine the process of change as well. Gueye (1999:1) argues that most participatory practices to social development reflect this view with an underlying premise that greater involvement of local people in defining local problems, identifying solutions and implementing them, ensures that the resultant programmes are more effective and sustainable. The approach employed in Ngquasha Local Municipality, in as far as active and meaningful community participation is concerned, raises some concerns. The researcher has learnt, from the interactions that he had with project members, that communities have been approached by Community Development Workers to implement projects planned and designed by the Department of Social Development. The success and sustainability of community development projects depends on involving people from the start and in all the phases of the projects (Van der Waldt & Knipe, 2004:146). Sachs (1992:142) contends that people need not be identified as target groups, but rather as beneficiaries. Sachs (1992:142) further argues that the needs, capabilities and participation of intended beneficiaries are salient in ensuring the success of community development projects. According to Sachs (1992:143), participation of communities in their development gives them the capacity and power to make their own analysis, direct the process of development, grow in confidence and make their own decisions.

Participation in development is sought all over the world, not because it is a fad, but because there has been a consensus on the usefulness of participation in development projects (Kumar, 2006:27). The major advantages of participation as enumerated by Oakley (1991:2-10) are:

- Efficiency: participation can ensure effective utilisation of available resources. People and other agents work in tandem towards achieving their objectives. Local people take responsibility for various activities. All these improve efficiency and make the project more cost-effective. There is danger, however,
that the government and other agencies, in the name of people’s participation, may assign fewer resources and transfer costs onto local people.

- Effectiveness: lack of people’s involvement has been seen as one of the major causes of the failure of most projects to be effective. The study seeks to investigate the implementation of agricultural projects in Ngqushwa Local Municipality in the Province of the Eastern Cape. In this study, the researcher seeks to find out what impact does the lack of active and meaningful community participation has on effective and efficient implementation of community development projects in Ngqushwa Local Municipality. This forms the basis of the researcher’s argument that, lack of active and meaningful community participation in the community development projects in Ngqushwa Local Municipality contributes significantly to their failure to achieve predetermined goals. The central tenet of participation is involving people in decisions that affect their lives. If people are afforded the opportunity to participate, they will take decisions that reflect their interests. Participation needs to form part of the people’s learning process. Greater involvement of local people in defining local problems, identifying solutions and implementing them, ensures that the resulting programmes are more effective and sustainable (Gueye, 1999:1). People’s participation can make projects more effective by granting them a say in deciding the objectives and strategies, and by participating in implementation, thereby ensuring effective utilisation of resources.

- Self-reliance: many development interventions have been seen to create a kind of dependency syndrome. Because of widespread government development programmes, people always look to the government for solutions to every problem that they face. If local resources are utilised on the basis of the decisions taken by people, the realisation grows that many problems faced by people have local solutions at their levels. With active involvement of local people, it is possible, not only to break the mentality of dependency, but also to increase their awareness and control of the development process. In fact, the involvement in
decision-making, implementation, and monitoring helps in developing local human resources.

- **Coverage:** development interventions are directed towards the upliftment of the weaker sections of society. Despite professed target group attempts to cover the weaker sections, however, most projects have been at best only partially successful. The benefits are cornered off by the non-poor elite, and the powerful. People’s participation can be a potent way of ensuring the flow of the benefits to target groups. Furthermore, the cost-effective operations can ensure that resources are available for wider coverage of the weaker sections of society than would otherwise be possible.

- **Sustainability:** generally, development interventions are funded either by government or donor agencies. Experience has shown that development interventions from the externally assisted projects fail to sustain the required level of development activity once support or inputs are diminished or withdrawn by the funding agencies. People’s participation is regarded as an essential prerequisite for the continuity of activities. The involvement of local people, and the utilisation of local resources, generates a sense of ownership over the development interventions to the people. This sense of ownership is essential for the sustainability of the interventions even after external funds cease to flow.

In most projects participation is more illusory than real (Kumar, 2006:28). Therefore, participation remains rhetoric rather than a reality. This is despite a realisation that participation in the sense of interactive participation or participation by self-mobilisation has to be an essential ingredient in the development process. Kumar (2006:29) further argues that most of participatory development fails to take into account the larger obstacles to people’s participation and hence the impact is hardly sustainable and pervasive. The researcher, therefore, argues that active and meaningful community participation influences the implementation of community development projects in Ngqushwa Local Municipality. The context in which participation takes place in Ngqushwa Local Municipality is such that people mainly provide labour in the
projects, contrary to the definition of participation given before in this chapter. Local people are not given space to take their own decisions, make contributions and manage collective tasks so as to realise pre-determined goals. As participation ensures that the disadvantaged and underprivileged are organised in structures under their control, lack thereof will negatively impact on the implementation of community development projects. Active and meaningful community participation affords the disadvantaged the opportunity to also use their knowledge of their social environment, eventually leading to the success of community development projects. People’s participation takes place in a socio-political context. Many factors have been identified as obstacles to participation. Oakley (1991:7) identified three major obstacles to people’s participation, namely: -

- Structural obstacles. Structural obstacles comprise those factors which form part of the centralised political systems and are not oriented towards people’s participation. The situation is typified by a top-down development approach adopted by development initiatives such as the Integrated Rural Development Programmes.

- Administrative obstacles. Administrative obstacles have administrative structures that are control-oriented and are operated by a set of guidelines and adopt a blue print approach, providing little significant space to local people to take their own decisions or control their resources.

- Social obstacles. Social obstacles are characterised by the mentality of dependence, culture of silence, domination of the local elite, or gender inequality. These obstacles militate against people’s participation.

2.5 CONCLUSION

This chapter has given an account of participation and various issues related to participation. Participation is recognised to have no single meaning, but to be something that is crafted in response to particular material constraints (Hickey & Mohan, 2004:240). Heroic claims are made for participatory approaches to development. The participation of community members is assumed to contribute to enhanced efficiency and effectiveness of community development and also to promote the process of democratisation and empowerment. Participatory approaches
such as the rights-based approach, community-driven approach, community capacity building approach and sustainable development are some of the approaches that are current in the international development debate.

This chapter also gave a brief account on community development in South Africa. Community development is fundamental in the development of communities. It has principles that guide the effective implementation of community development processes. It is carried out through community development projects. In South Africa, there are policies and pieces of legislation that inform the development process. These policies and legislation will form the central discussion in the following chapter.
CHAPTER THREE: POLICY AND LEGISLATIVE FRAMEWORK

3.1 INTRODUCTION

In the previous chapter, it was stated that South Africa has policies and pieces of legislation that inform the development process. The purpose of this chapter is to analyse some of these policies and pieces of legislation developed by the government to promote social development since it came to power in 1994.

It is through these policies that the government’s commitment to the promotion of community participation in development projects and strengthening of shared governance is reflected. Considering that much has been done in South Africa since the advent of democracy to improve the quality of life of the poor and previously disadvantaged communities, it should be borne in mind that there have been challenges in the process such as ideological differences, political grandstanding and distortions that have served as barriers to the development process. Some people in communities have strong views that some of the policies that have been developed are a reflection of the apartheid era, while others view them as a means to change their lives for the better in addressing past imbalances.

Van der Waldt and Knipe (2004:105) state that since the implementation of the 1993 Interim Constitution, and subsequently the Constitution of the Republic of South Africa (Act 108 of 1996), the country has undergone drastic changes in virtually all spheres of life. After the 1994 democratic elections a new political dispensation, which was accompanied by constitutional changes, was introduced. The new South African government called on all sectors of society to revisit policies and approaches to show commitment to transformation and change towards a truly democratic society (Lombard, 2008:158). Numerous polices and forms of legislation that provide a framework for community development and community participation in development projects at all levels of government were adopted. These policies are a response to the call made by the government. It is beyond the scope of this study to discuss them in detail. However, in this section, the researcher will explore those policies and pieces of legislation that are of relevance to the study.
3.2 THE NEED FOR COMMUNITY DEVELOPMENT

Colonisation and apartheid adversely affected black South African communities. They have been exposed to adverse economic conditions and underdevelopment. Lombard (1992:1) points out that, subsequently, the Republic of South Africa is characterised by a multicultural population which is at different levels of development. Articulating the same scenario, former President Nelson Mandela, in his speech at the opening of Parliament on 27 April 1999, said that the African National Congress (ANC), as the ruling party, noted that in class terms apartheid ensured that Blacks occupy the lowest rung of the ladder of colonial capitalism, as unemployed and landless rural masses, as unskilled and semi-skilled workers, as professionals squashed between the rock of poverty and the glass ceiling of job reservation, and as petty business operators confined to spaza retail trade and the disorganised mini-bus sector (Mandela, 1999:6). Consequently, the South African population has a variety of levels of income, wealth and welfare. Economic activities differ from one geographical area to another. Furthermore, South Africa has to cope with a high rate of population growth, swift urbanisation, unemployment and poverty (Lombard, 1992:1).

The new democratic government realised the need to reverse the situation alluded to in the foregoing paragraph. The government found it imperative to implement far-reaching socio-economic and administrative reforms to help correct the imbalances caused by colonisation and apartheid. Arguing along similar lines, Van der Waldt and Knipe (2004:106) point out that previously disadvantaged South African communities need to be uplifted and developed socially and economically. They contend that social and economic development will result in the building of capacity among previously disadvantaged communities, and this will ultimately lead to economic growth. Moreover, Lombard (1992:1) states that if economic growth does not take place, social development cannot truly be realised. Lombard’s argument shows that the basic central part of social development is economic growth. The Human Development Report (1996:2-4) cautiously adds that policy-makers need to make determined efforts to avoid economic growth that is jobless, ruthless, voiceless, rootless and fruitless.
The Human Development Report (1996:2-4) explains the above as follows:

- **Jobless growth** means economic growth that does not create more employment opportunities, instead unemployment increases.

- **Ruthless growth** refers to the situation in the economy where the fruits of growth benefit the rich and the few minorities, leaving the majority of people struggling to deal with abject poverty.

- **Voiceless growth** refers to economic growth, which is not accompanied by the extension of empowerment. Opportunities need to be created for all people to participate in economic growth and development.

- **Rootless growth** refers to growth which causes people’s cultural identity to wither.

- **Fruitless growth** occurs when the present generation destroys resources needed by the future generation.

The implementation of community-based development projects, particularly in rural areas, is an attempt by the government to help develop previously disadvantaged and poor South African communities. The poorest of the poor live in the rural parts of South Africa. They are faced with a number of barriers that prohibit them from increasing their economic activities (Binza, 2006:5).

**3.3 THE CONTEXT AND ANALYSIS OF SELECTED POLICIES AND LEGISLATION**

There are numerous policies and forms of legislation that provide a legal background for development programmes. These are formulated by the government through the legislative process. According to Patel (2005:8), the government plays a vital role in the lives of all citizens by either responding to or repressing their needs, concerns, and voices to be heard. The government does this by implementing the laws it has promulgated. The Constitution of the Republic of South Africa (Act 108 of 1996) provides the context within which all developmental activities should be undertaken. It also provides the framework within which all
policies and legislation for the country have to be made. The Constitution also mandates municipalities to:

1. Provide democratic and accountable government for local communities.
2. Ensure the provision of services to communities in a sustainable manner.
3. Promote social and economic development.
4. Promote safe and healthy environments.
5. Encourage the involvement of communities and community organisations in matters of development.

Lombard (2008:156) asserts that the cornerstone and the premise for all policies and legislation in the South African democracy are entrenched in the Bill of Rights. The Bill of Rights, which is contained in Chapter Two of the Constitution, enshrines the rights of all people in the country, and affirms the democratic values of human dignity, equality and freedom. The following is a list of clauses that are relevant to community development from the Bill of Rights (Department of Social Development, 2008:47):

- Equality: This clause implies that property rights should be balanced against access to resources by the disadvantaged.
- Access to Information: Disadvantaged communities have a longstanding problem with access to information, and this clause promotes openness and accountability. It appears that project members in Ngqushwa Local Municipality have no access to information that may be helpful to them. For instance, it has come to the attention of the researcher that project members are unaware of the existence of state institutions that have impact on community development. These institutions are listed in Chapter Nine of the Constitution.
- Healthcare, Food, Water, and Social Security: It is the constitutional mandate that basic needs be met through basic water supply and household food security. Agricultural Projects need priority attention in order to sustain them. They are mainly implemented to meet a basic need, which in this case is food security.

In its endeavours to develop local communities, Ngqushwa Local Municipality needs to promote the Bill of Rights, especially the clauses mentioned above as they are relevant to
community development and community participation.

Chapter Nine of the Constitution, entitled ‘State Institutions Supporting Constitutional Democracy’, provides for six institutions to advance particular aspects of South Africa’s fledgling democracy. They are state institutions, but the Constitution declares them to be independent and subject only to the Constitution and the law. According to the Department of Social Development (2008:49), in particular ways, some institutions have an impact on community development. These institutions are:

**Public Protector:** Poor communities have the weakest service delivery and experience backlogs. Corrupt and incompetent officials are a threat to the development of these communities, and the Public Protector has the power to investigate them. As previously stated, project members in Ngqushwa Local Municipality seem to have no knowledge of this important institution. The Department of Social Development employs Community Development Workers who may impede progress through corruption and incompetence. It is therefore imperative that project members are made aware of this institution, so that they may report any irregularities to it.

**Human Rights Commission:** Human rights embody social and economic rights, which ensure that every South African has the right to have his or her basic needs fulfilled. The absence of the fulfilment of these rights negates community development hence this Commission must promote respect for human rights and educate communities on human rights.

**Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities:** Culture is essential to ensure that community development is relevant. Culture also underpins the concept of indigenous knowledge.
Policies and forms of legislation that provide a legal framework for community development and community participation in development projects include: the Reconstruction and Development Programme (RDP); Growth, Employment and Redistribution Strategy (GEAR); the Accelerated and Shared Growth Initiative of South Africa (AsgiSA); the White Paper on Social Welfare of 1997; the White Paper on Local Government of 1998; the Municipal Systems (Act 32 of 2000), the Integrated Development Planning (IDP), and the Municipal Finance Management Act (Act 56 of 2003).

3.3.1 THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME

The RDP was adopted by the ANC in 1994. The ANC regarded it as a policy framework for integrated and coherent socio-economic progress. The RDP serves as a basis for policy-making across a wide spectrum, including social welfare (Gray, 1998:79). Gray further maintains that the RDP provides the framework within which issues of economy, society, politics and environment can be addressed. The government in the RDP advocates economic growth and puts forward sustainable economic growth as a prerequisite to combat poverty and unemployment. Binza (2006:81) indicates that the RDP’s focus on people-centred development, and its principles and ethos, are central to the processes for transforming social welfare.

The RDP is defined as an integrated and coherent socio-economic policy, which seeks to mobilise all the people of South Africa and the country’s resources towards the final eradication of apartheid and the building of a democratic, non-racist and non-sexist nation.

It is characterised by five main interdependent policy programmes, namely:

- Meeting Basic Needs
- Developing Human Resources
- Building the Economy
- Strengthening Democracy
- Implementing the RDP.
The scrutiny of these programmes reveals that the RDP has, as its main objective, capacity-building among disadvantaged community members in order to realise broad socio-economic development. Of relevance to this study are the first and fourth of the five programmes of the RDP, namely ‘Meeting Basic Needs’ and ‘Strengthening Democracy’.

The premise of ‘Meeting Basic Needs’ is that a large proportion of basic needs are presently unmet because of apartheid policies and the grossly skewed nature of business and industrial development in South Africa (ANC, 1994:14). To address backlogs regarding basic needs, the programme envisages a people-driven approach in which local communities participate in making key decisions in conjunction with RDP structures (ANC, 1994:9). Job creation and nutrition are some of the basic needs that must be addressed within the context of this programme. The agricultural projects in Ngqushwa Local Municipality are implemented to meet these two basic needs. According to the Department of Social Development (2008:52), from a community development perspective, the RDP is the most significant of all the policies to emerge in South Africa in the past 17 years.

3.3.2 GROWTH, EMPLOYMENT AND REDISTRIBUTION STRATEGY

As Van der Waldt and Knipe (2004:12) point out, there were short-term problems in the implementation of the RDP. This led to the then Government of National Unity (GNU) proposing a Growth, Employment and Redistribution Strategy in 1996. The GNU hoped this would improve on the performance of the RDP. It stands to reason that the reforms brought about by the RDP might have been a step in the right direction. However, the government felt that they were not enough to attain the required growth and create more jobs to reduce unemployment and uplift living standards (Van der Waldt and Knipe, 2004:12). The Growth, Employment and Redistribution Strategy (GEAR) focuses on the social and sectoral policies in line with the objectives of the RDP. It also focuses on job creation. The agricultural projects implemented in Ngqushwa Local Municipality are meant to uplift living standards and create income by creating jobs.

The South African Communist Party and the Congress of South African Trade Unions (Cosatu),
who view GEAR as a neo-liberal policy and a betrayal of the people’s revolution, did not accept this strategy (Cosatu, 1998:15). GEAR places emphasis on the role to be played by non-governmental organisations in socio-economic development and service delivery. On the other hand, the RDP stresses the importance of the state as a major player in economic development. According to Liebenberg and Stewart (1997:9), the GEAR strategy emphasises growth as a prerequisite for redistribution. Liebenberg and Stewart point out that this shift on the part of the ANC can be described as a pragmatic and proactive response to international and domestic economic constraints. It can also be described as a risky experiment with neo-liberal economics (Liebenberg and Stewart, 1997:9).

GEAR has contributed to a steady growth rate since 2003 by an average of five percent per year (Manuel, 2008:98). This growth rate is needed to generate resources for poverty alleviation and development.

3.3.3 ACCELERATED AND SHARED GROWTH INITIATIVE OF SOUTH AFRICA

Former President Thabo Mbeki announced the end of GEAR in July 2003 (Binza, 2006:12). This occurred after he attended an international meeting of 21st-century leaders called the Third Way. The Third Way is a global movement dedicated to modernising progressive policies for the information age. Binza (2006:12) further states that the philosophy of the Third Way seeks to adapt enduring progressive values to adapt the new challenges of the information age. According to Binza (2006:12), the Third Way also favours an enabling rather than a bureaucratic government, expanding choices for citizens, using market means to achieve public ends and encouraging civic and community institutions to play a larger role in public life.

It was in this context that Accelerated and Shared Growth Initiative of South Africa (AsgiSA) was developed to effectively deal with the growth, competitiveness and development challenges experienced during the GEAR phase. The promotion of opportunities for participation of marginalised communities in economic activities, improvement of the quality of life of the poor, and reduction of poverty from one-third to one-sixth of the population by 2014, are some of the objectives of AsgiSA which relate and are relevant to the implementation of community development projects. In 2006, the government adopted AsgiSA to expedite delivery of services in impacting on poverty and inequalities (Lombard, 2008:157). In the government’s
commitment to deliver on its goals, AsgiSA calls on its social partners such as the Department of Social Development to expedite shared economic growth. The social welfare sector is the closest social partner to the poor and marginalised. It therefore plays an important role in the national effort to reduce inequality and eliminate poverty. The Department of Social Development coordinates and implements many community development projects throughout the Province of the Eastern Cape to fulfil this mandate.

### 3.3.4 THE WHITE PAPER ON SOCIAL WELFARE OF 1997

The White Paper on Social Welfare (1997:5) acknowledges that, within the welfare system, there have been many critical problems, such as participation and lack of national consensus. The White Paper further states that citizen and stakeholder participation in decision-making on social welfare policies was not exercised fully and effectively. This resulted in a lack of legitimacy in the welfare system. The White Paper also noted the lack of national consensus on a welfare policy framework and its relationship to a national reconstruction and development strategy.

In response to the critical problems identified by the White Paper, restructuring priorities were identified. One of these was to make legislative reforms at all levels of government. However, an audit commissioned by the national Department of Social Development in 2007 of current policies and legislation that have an impact on community development practice in South Africa, established that provinces do not have specific community development policies (Social Development, 2008:65). They only have programmes that address the goals of community development.

### 3.3.5 THE WHITE PAPER ON LOCAL GOVERNMENT OF 1998

The White Paper on Local Government of 1998 is unique in that it does not deal with a sectoral policy, but with an entire sphere of local government. It can almost be regarded as a ‘Mini-Constitution’ for local government, as it affects all South Africans. Local government is responsible for services that are essential to local communities. It is also tasked to ensure the growth and development of local communities in a manner that enhances community participation (White Paper on Local Government, 1998:2).
The second section of this White Paper, Developmental Local Government, puts forward a vision of a developmental local government. According to the White Paper on Local Government (1998:4), developmental local government should centre on working with local communities to find sustainable ways to meet their needs and improve the quality of their lives. In this regard, it is imperative that whenever any community development project is to be implemented, communities must be involved from the beginning. The characteristics of developmental local government are also discussed in this section. These characteristics, as listed in the White Paper on Local Government (1998:2), are:

**Maximising development and economic growth:** This characteristic emphasises that the powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities, in particular meeting the basic needs of the poor and the growth of the local economy.

**Integrating and co-ordinating:** In any local area there are many different agencies that contribute to development. It is, therefore, important for the developmental local government to provide a vision and leadership for all those who have a role to play in achieving the prosperity of local communities. Co-ordination by Ngqushwa Local Municipality between service providers seems to be a challenge. Poor co-ordination seems to have seriously undermined the success of community development projects.

**Democratising development, empowering and redistributing:** Local municipalities need to play a central role in promoting local democracy. This can be done by promoting the involvement of community members and community groups in the design and delivery of municipal programmes. The RDP, as previously stated, has as its central principle, the empowerment of poor and marginalised communities. This is further repeated in GEAR, which calls for a redistribution of income and opportunities in favour of the poor.

**Leading and learning:** Rapid changes take place at global, regional, national, and local
levels. This requires local communities to rethink the way they do business. Communities must find new ways to sustain their economies and eliminate poverty. National frameworks are critical, but there is no single way that is correct to achieve goals. This then calls for municipalities to provide leadership that can build social conditions which are favourable to development. One of the ways of doing this is to ensure that knowledge and information are acquired and managed in a way that promotes continuous learning, and which anyone can access easily and quickly. The municipality must also actively seek to empower the most marginalised groups in the community and encourage their participation.

3.3.6 INTEGRATED DEVELOPMENTAL PLANNING

The White Paper on Local Government (1998:11) proposes three approaches which can assist municipalities to become more developmental. Municipalities need to use these approaches as they face many challenges in developing sustainable strategies which meet the needs and improve the quality of life of local communities. One of these approaches is Integrated Developmental Planning (IDP). IDP is a process through which municipalities can establish a development plan for the short, medium and long-term. It assists municipalities to assess the needs of the communities, prioritise the needs, set goals to meet these needs and develop and implement projects, and programmes to achieve key objectives (http://www.local.gov.za).

Municipalities are required, in terms of legislation including inter alia, The Constitution of the Republic of South Africa (Act 108 of 1996), Local Government Structures Act (Act 117 of 1998) and Municipal Systems Act (Act 32 of 2000), to produce an IDP. In terms of Section 28(2) of the Municipal Systems Act (Act 32 of 2000), municipalities must consult local communities before adopting the process guiding the planning, drafting, adoption and review of the IDP.
According to the White Paper on Local Government (1998:21), the main steps in producing an integrated development plan are:

- Assessing the current situation in the municipal area, including available resources, skills and capacities.
- Assessing the needs of communities.
- Prioritising the needs of the community.
- Prioritising the needs in order of urgency and importance.
- Set goals to meet these needs.
- Devise strategies to achieve the goals within a set time-table.
- Developing and implementing projects and programmes to achieve key objectives.
- Setting targets so that performance can be measured.
- Budgeting effectively with limited resources.
- Regularly monitoring and assessing the development programme, and
- Making changes to the IDP where necessary.

In effect, an integrated development plan is a strategic framework to assist the municipalities in fulfilling their developmental mandate. It serves as a basis for engagement between local government and local communities, and also with the various stakeholders and interest groups. The then Department of Provincial and Local Government proposes that an IDP Representative Forum be established to encourage the participation of communities and other stakeholders in the IDP process (http://www.local.gov.za). This forum may include: members of the executive committee of the council, councillors, traditional leaders, ward committee representatives, senior officials from municipal and government departments, representatives from organised stakeholder groups, people who fight for the rights of organised groups such as gender activists, resource people or advisors, and community representatives. The purpose of this forum is to provide an opportunity for stakeholders to represent the interest of their constituencies.
In line with the proposal of the then Department of Provincial and Local Government, Ngqushwa Local Municipality established Ngqushwa Local Municipality Development Forum. This forum is mainly constituted by officials from the Department of Social Development in Ngqushwa Local Municipality, officials from the Department of Agriculture in Ngqushwa Local Municipality, Ngqushwa Local Municipality officials attached in the Local Economic Development Unit of the municipality, and Ward Committee representatives. Ngqushwa Local Municipality, through this forum, collaborates with the Department of Social Development to ensure that community development projects are implemented in deserving local communities.

3.3.7 MUNICIPAL SYSTEMS ACT (Act 32 of 2000)

Community participation is required and stipulated in applicable planning legislation and methodologies for integrated development planning and community development. One of the applicable forms of legislation is the Municipal Systems Act. The importance of community participation in the success of community development projects cannot be over-emphasised. It applies both conceptually and in terms of the role that intended beneficiaries and local community organisations can play in the integrated development planning, design and implementation of community development projects (Taylor & Raga, 2007:12).

The Municipal Systems Act (Act 32 of 2000) dedicates Chapter Four to community participation. Section 16(1) of this Act provides that a municipality must develop a municipal culture of governance that complements formal representative government with a system of participatory governance. For this purpose, Section 16(1) (a) (i) of the Municipal Systems Act (Act 32 of 2000) stipulates that municipalities must encourage and create conditions for local communities to participate in the affairs of the municipality. Participation can take place through, among other means, political structures.

3.3.8 MUNICIPAL FINANCE MANGEMENT ACT (Act 56 of 2003)

The Municipal Finance Management (MFMA), (Act 56 of 2003) aims to modernise budgeting, accounting, and financial management practices by placing local government finances on a sustainable footing in order to maximise the capacity of municipalities to deliver services to
communities (http://www.local.gov.co.za). It also aims to put in place a sound financial governance framework. The MFMA puts at the centre of the budgeting process the voice of the people. It calls for the active participation and input from the public in the budgeting process, as well as the alignment of the budget to the IDP.

Budgets by nature are technical and difficult to understand, more so to people with limited literacy skills. It appears that the manner in which budgets in Ngqushwa Local Municipality are presented to the public is done in a monotonous manner, and in a language that most people do not understand. An odd poster announcing a budget meeting at a city hall at 18H00, on a day in the middle of the week, is an example of an effort by the municipality to involve the public in the budgeting process. Seemingly, this does not encourage effective and meaningful public participation in the budgeting process.

3.4 CONCLUSION

This chapter has dealt with the analysis of policies and pieces of legislation that inform the development process in South Africa. These policies and pieces of legislation are a reflection of the government’s commitment to promote community participation in development projects, and also the strengthening of shared governance. Policies and pieces of legislation that have been analysed include: the RDP, GEAR, AsgISA, the White Paper on Social Welfare of 1997, the White Paper on Local Government of 1998, the Municipal Systems Act of 2000, the IDP, and the Municipal Finance Management Act of 2003.

The following chapter will deal with the research methodology applied in this study.
CHAPTER FOUR: RESEARCH METHODOLOGY

4.1 INTRODUCTION

This chapter discusses the methodology that the researcher has applied to conduct this research project. In discussing the research methodology, reference is made to research participants, where the research was conducted, sampling methods and sampling size, and methods used to collect data. As the research project involves human beings, ethical considerations are also dealt with.

4.2 RESEARCH METHODOLOGY

In the Human Sciences there are two basic types of research methodologies, namely the quantitative and qualitative research methodologies. The planning, structuring and the execution of any research, is informed by the research methodology (Brynard and Hanekom, 1997: 28). This study was conducted through the qualitative approach. In the qualitative research, the main concern is to understand an action in terms of its specific context, rather than attempting to generalise to some theoretical population. Qualitative research places emphasis on understanding, through looking closely at people’s words. In this research, the qualitative approach will help in showing, through looking at the participant’s words, in the form of their written and verbal responses, that there are factors that have an influence on in the implementation of agricultural projects in Ngqushwa Local Municipality.

4.2.1 Subjects of the Study

Subjects of the study are the research participants that one intends to investigate during the survey. Mouton and Marais (1991: 38) mention that once a decision has been reached on the broad area of the investigation, the researcher has to decide what is to be investigated, thereby choosing the unit of analysis. Babbie and Mouton (2006: 84) refer to the unit of analysis as an object, phenomenon, entity, process or an event the researcher is interested in investigating.

In this study, the following individuals were chosen as the unit of analysis.
• **Project members** are the ones who are directly affected by any decisions taken about the agricultural projects. They are the intended beneficiaries. The study would not have been complete without soliciting their views.

• **Officials of the Department of Social Development** who are directly involved in the implementation of agricultural projects under investigation. These are the people who drive the process of community development in Ngqushwa Local Municipality. The absence of their input would have rendered conclusions of the study inaccurate.

• **Office Manager** based at Ngqushwa Area Office of the Department of Social Development. The Office Manager has to direct and oversee the whole process of community development in Ngqushwa Local Municipality. Her involvement in the study ensured a balanced portrayal of the whole situation in terms of the implementation of agricultural projects.

### 4.2.2 Research Sites

Project members were visited by the researcher in their various projects in Ward Two and Ward Four of Ngqushwa Local Municipality. This created a relaxed atmosphere for answering of questions. The Office Manager and officials of the Department of Social Development who are directly involved in the implementation of agricultural projects were given questionnaires at the Area Office of the Department of Social Development in Ngqushwa. They were instructed to answer questions and after they finished, the questionnaires were collected from them.
4.2.3 Sampling Method

Sampling is the process of selecting what to observe (Babbie and Mouton, 2006: 164). Sampling is used when it is impossible or impracticable to consult all people in a specific category as indicated by the research project. A researcher who wants to investigate South African consumer perspectives of advertising by medical practitioners, and does not want to use sampling, may have to interview approximately forty million people. Obviously this is impossible, but even if it were possible, the sheer magnitude of the tasks would make errors and inaccuracies inevitable. The answer to this problem is sampling. If a sample is chosen according to sound scientific guidelines, and if that sample is truly representative of the population, the findings from the sample can safely be generalised to the entire population (Struwig, 2004: 86).

It would have been impossible or impractical, and also expensive to investigate all agricultural projects in Ngqushwa Local Municipality. Therefore, three agricultural projects were selected in Ward Two and Ward Four as the sample. Altogether the researcher interviewed twenty-four participants: twenty project members, three Department of Social Development officials who are directly involved in the implementation of agricultural projects and an Office Manager in Ngqushwa Area Office of the Department of Social Development. The reason for the selection of this sample was that it was easy to access and costs involved were minimal.

Struwig (2004: 94) points out that the sampling method selected by the researcher to collect primary data is crucial, since it will form the foundation for the conclusions that he or she arrives at. Struwig further states that the nature of the topic, its specific characteristics, and data requirements, need to be taken into account when considering a sampling method. Babbie and Mouton (2006: 166) indicate that there are basically two types of sampling methods, namely non-probability sampling and probability sampling. In non-probability sampling, the probability of any particular member of the population being chosen is unknown. The selection of sampling units in non-probability sampling is quite arbitrary as the researcher relies heavily on personal judgement (Struwig, 2004: 88). A researcher who wants to study homelessness will be faced with the challenge of the unavailability of a list of homeless individuals. Moreover, it is most unlikely that he or she will be able to draw up such a list. This situation will therefore call for non-probability sampling.
Non-probability sampling is conducted through various techniques, one of which is purposive sampling. Purposive sampling is used to select a sample on the basis of the researcher’s own knowledge of the population, its elements, and the nature of the research aims (Babbie and Mouton, 2006: 166). In short, the sample is selected on the judgement of the researcher and the purpose of the study.

The sampling method chosen in this study is purposive sampling. It would have been impossible to make a list of all agricultural projects in Ngqushwa Local Municipality, and observe them individually. It was assumed that agricultural projects selected were adequately representative of all agricultural projects in Ngqushwa Local Municipality, and might provide appropriate information.

### 4.2.4 Data Collection

There are two fundamental categories of data available, namely primary and secondary data. Secondary data is collected and processed by others not for the purpose of the research in question. Examples of secondary data are books, journals and articles. The advantages of this kind of data are that it is already in existence, access time is relatively short and it is generally less expensive to acquire (Wegner, 2000:97). Possible disadvantages of secondary data are data relevance, accuracy, reliability and actuality. Primary data is captured at the point where it is generated. Such data is captured for the first time, and with a specific purpose. An advantage of primary data is its direct relevancy and it also offers greater control over data accuracy. The disadvantages are that the method is time-consuming and generally expensive (Baines and Chansarkar, 2002:43).

In this research, both secondary and primary data have been collected. The secondary data used was primarily books, journals and pieces of legislations. It was used to form the literature review and the theoretical framework of the study. Primary data was collected directly from the research participants. There are many possible ways of gathering information directly from participants. These include observation, interviews and questionnaires (Bless and Higson-Smith, 1995: 105 – 106). To be considered reliable, the instruments mentioned above must be free of errors, and results must be replicable and repeatable (Joppe, 2000:1). Regarding the validity of the instruments, Manona (2000:72) states that researchers should use instruments that measure
what they intend to do through scientific research.

In this study, primary data was collected through questionnaires. A questionnaire is a general term including all data collection techniques in which each person is asked to respond to the same set of questions in a predetermined order (Saunders, Lewis & Thornhill, 2005:118). Advantages of questionnaires include uniform questions that are administered to a large group quickly, less pressure to respondents as they answer questions at their own pace, and data from respondents can be easily processed by coding questions in advance. Disadvantages of questionnaires include poor response rate, they are not suitable for illiterate participants, their preparation can be time-consuming and expensive, and responses may be unrelated to the purpose of the study. The response rate by both the Office Manager and officials from the Department of Social Development was relatively good. They responded within a period of six days.

The questionnaires were personally distributed by the researcher to the participants at the respective research sites mentioned above. The questionnaires for all participants included open-ended and close-ended questions. Project members were invited at pre-arranged meetings, and were given the questionnaires. Of the twenty project members who participated in the study, four were unable to read and write. For this reason, the researcher administered the questionnaires to them and their responses were written down. In the case of the Office Manager and officials of the Department of Social Development, questionnaires were hand-delivered to the Area Office of the Department of Social Development in Ngqushwa, and they were told to answer questions collected when they were finished.

4.2.5 Data Analysis

After data has been collected, the information from the questionnaires was recorded and analysed. Analysis involves breaking up the data into manageable themes and relationships (Mouton, 2001:108). This allows the researcher to organise data into smaller sections, so that any obvious repetitions or errors may be easily noticed. The process of data analysis can be described as bringing order, structure and interpretation to a massive amount of data in search of general statements about relationships and underlying themes that build grounded theory
(Marshall and Rossman, 2006:154). In this research, data has been assigned into fourteen categories that will be discussed in the following chapter in detail.

4.2.6 Ethical Considerations

According to Bless and Higson-Smith (2004: 100), throughout the process of data collection, the problem of persuading participants to co-operate with the researcher is ever present. Lack of co-operation, by participants, leads to non-response, to incompletely filled-out questionnaires, and to unreliable results. Bless and Higson-Smith further state that while lack of co-operation can be disastrous in a research project, participants have the right to refuse to participate and the researcher must respect this right. The researcher in this study clearly stated in the first page of the questionnaires that participation in the study is voluntary and participants were informed that they could withdraw from the survey at any stage should they so wish.

Honesty in reporting is also crucial. The exact information given by the participants has not been distorted in any way. This has been the case particularly with the four project members who were unable to read and write. Their responses were not altered.

Babbie and Mouton (2006: 523) state that the clearest concern in the protection of the participant’s interest and well-being is the protection of the participant’s identity. Babbie and Mouton further state that social research should never injure the people studied, regardless of whether they volunteered for the study or not. Harm could be done to participants by revealing the information that would embarrass them or endanger their lives, friendship and jobs. If revealing their survey responses would injure them, the researcher need not reveal the participant’s identity. To ensure adherence to this norm, the researcher in this study clearly stated in the front page of the questionnaire that none of the questionnaires, once they have been filled out, will ever be seen by anyone, except the researcher and to comply with confidentiality and anonymity requirements, participants’ names and contact details were deliberately omitted in the questionnaires so that their responses could not be traced or identified.
4.3 CONCLUSION

This chapter discussed the research methodology followed in the study. The study was qualitative and made use questionnaires to collect information. Qualitative research places emphasis on understanding, through looking closely at people`s words. The participants comprised twenty project members, three officials who are directly involved in the implementation of the projects and an Office Manager. Purposive sampling was employed as a sampling method. As the research involved people, ethical considerations were adhered to.

The following chapter will deal with an in-depth analysis of the empirical data.
CHAPTER FIVE: ANALYSIS OF EMPIRICAL FINDINGS

5.1 INTRODUCTION

The second and third chapters expounded on the nature and the meaning of the problem identified in the study. These chapters provided the theoretical framework to which the problem statement and objectives of the study could be related. The current chapter will discuss the research findings, and where appropriate, a link will be drawn between these findings, the research problem and the literature review. This chapter will also discuss limitations of this study and areas for further research.

5.2 RESEARCH FINDINGS

Membership varies in agricultural projects in Ngqushwa Local Municipality. Altogether 24 participants were interviewed (three Department officials who are directly involved in the implementation of the projects, the Office Manager and twenty project members). In the following sections of this chapter the researcher will present an analysis of the findings, grouped according to the categories referred to in the previous chapter.

5.2.1 Origins of the Projects

This research category, dealing with origins of the projects, was explored in order to establish whether community members were involved by the Department of Social Development in the identification and the initiation of community development projects.

Five project members indicated that the Department of Social Development initiated the implementation of community development projects by approaching their communities when funds were available. Another seven project members claimed that they initiated the process by applying to the Department for assistance in implementing proposed community development projects. The remaining eight project members mentioned that they started the projects themselves, and the Department subsequently approached them and offered to assist financially.
Figure 5.1 below shows the responses given by the project members.

**Figure 5.1: Origins of the Projects**

All twenty project members initially indicated that they independently decided on the types of agricultural project to implement. Nevertheless, upon further probing, project members revealed that the Department of Social Development approached them with a list of possible agricultural projects from which to choose. The three Department officials who were interviewed concurred that the need for community development projects was identified by the Department. They indicated that it is the prerogative of the Department to decide on the type of an agricultural project to implement in any community.

During the interview, the Office Manager indicated that, ideally, communities should approach the Department of Social Development with their needs through community representatives, but that was currently not the case. From the perspective of the Office Manager, that was due to communities being unacquainted with procedures pertaining to the implementation of community development projects. The Office Manager also pointed out that such a situation left
the Department with no option, but to identify community development projects, and subsequently approached affected communities to implement them.

Bekker (1996: 39) states that existing problems in any community may be solved if community members are allowed to participate meaningfully and actively in the process of problem-solving. Since communities better understand the conditions and challenges prevalent in their areas, they should be afforded the opportunity to decide on the best solutions for these problems (Van der Waldt and Knipe, 2004:142).

The findings discussed so far reveal non-conformity with schools of thought by scholars of community development. As Bekker and Van der Waldt & Knipe point out in the foregoing paragraph, community participation in initiating community development projects is imperative to ensure that their implementation is successful and sustainable. The research findings further suggest that communities were co-opted into participating in development projects conceived elsewhere, under the guise of inclusive consultation.

5.2.2 The Structure of the Projects

This research area explored the structure of the projects by examining the composition of project teams in terms of previous involvement by current project members in projects, how membership was determined, and whether each project had an Executive Committee. The study revealed that four project members were previously involved in other community development projects. The remaining sixteen project members had no previous experience in any community development projects.

When asked how they were selected to become members in agricultural projects; seven project members responded that they were invited by Department officials, while seven members indicated that they volunteered their services, and six members became involved through their general interest in agriculture. Figure 5.2 below depicts the responses given by project members. The seven project members that were approached by the Department to participate in community development projects suggests a lack of active and meaningful community participation in the implementation of agricultural projects. The Department of Provincial and Local Government is proposing the formation of an Integrated Development Planning (IDP)
Representative Forum to encourage community participation in IDP processes (http://www.local.gov.za). The purpose of this forum is to provide affected stakeholders with an opportunity to represent the interests of their constituencies in IDP processes.

**Figure 5.2: Structure of the Projects**

The Office Manager and three Department officials confirmed that the Department of Social Development determines the size of agricultural project teams. They indicated that the size of project teams is informed by the funds allocated to a particular project. These responses suggest that it is likely that the Department does not effectively utilise citizen and stakeholder participation in decision-making. The White Paper on Social Welfare (2007: 90) notes that a lack of citizen and stakeholder participation in decision-making leads to an illegitimate welfare system. The participation of communities in development projects therefore is necessary to ensure the relevancy of community development programmes.
The researcher believes that community members need to be encouraged to participate in the implementation of agricultural projects through the proposed IDP Representative Forum. It should not be the responsibility of the Department of Social Development to invite communities to participate in the implementation of agricultural projects. The role that the Department needs to play should be a facilitative one. An IDP Representative Forum emphasises the importance of utilising knowledge-generating activities as mechanisms for the identification of needs in development programmes. Such mechanisms are also important for encouraging community participation and commitment to development programmes.

On the question of the existence of Executive Committees, 19 project members indicated that their projects have properly constituted Executive Committees, while one project member disagreed. The role of the Executive Committee is to provide leadership in the projects concerned. The Executive Committee sees to the effective and efficient management of budgets and other resources. It is composed of project members who are elected into Executive positions by other project members. Executive Committee members are not exempted from fulfilling other project member duties. Thus, being an Executive Committee member is an added responsibility.

The RDP (1994) argues that community development should be realised through a process of empowerment, thus giving the poor control over their lives. Properly constituted Executive Committees may provide project members with an opportunity to occupy executive positions and gain valuable experience that will empower them for the future. Community development projects are complex in nature. Sometimes they fail to achieve their intended goals as they are poorly run. Properly constituted Executive Committees may mitigate this scenario. Although the research findings revealed that most projects have properly constituted Executive Committees, they are seemingly not fully functional. As explained in the foregoing paragraph, Executive Committees must provide leadership and also see to the effective and efficient management of budgets and other resources. This study in 5.2.5 showed that the main role of all project members is the provision of labour. Respondents did not give any role played by Executive Committees; which is indicative of the fact that they are not fully functional.
5.2.3 How Decisions are taken in Projects

This area of investigation sought to decipher the level of involvement of project members in decision-making related to their projects. Figure 5.3 and Figure 5.4 below provide a reflection of the responses given by project members and Department officials respectively, with regard to the frequency of the meetings where project related decisions are taken.

Twenty project members unanimously agreed that they participate in decision-making that affects their respective projects. They indicated that decisions are often taken during project meetings. All three Department officials, including the Office Manager, agreed that project members are given an opportunity to comment on the progress of their projects.

Sixteen project members stated that project meetings were held once a month, amongst themselves as project teams and sometimes with officials of the Department of Social Development. The remaining four members claimed that meetings were held once every three months. Project members further indicated that these meetings were not traditional meetings per se, but platforms for submitting progress and financial reports to the Department.

Figure 5.3: Frequency of Meetings (according to project members)
One Department official disclosed that they were supposed to hold monthly meetings with project members, but indicated that it was impossible due to the unavailability of transport. Another official indicated that they hold monthly meetings. The remaining official did not provide a response to this matter.

**Figure 5.4: Frequency of Meetings (according to officials)**

![Bar chart showing frequency of meetings](image)

The Office Manager stated that meetings with project members were supposed to be held on a monthly basis, but that did not happen due to reasons beyond their control. The Office Manager also revealed that from what was reported by Department officials, project members were given a chance to comment on the progress of their projects.

Paul (1987:2) mentions that community participation is an active process in which the clients or beneficiaries influence the implementation of development projects aimed at improving their lives. Participation also allows community members to express their views in addressing specific problems that are prevalent in their community (Van Der Waldt and Knipe, 2004:142).

As figure 5.3 and figure 5.4 illustrate, there is disagreement over the frequency of meetings. The responses by project members that these meetings were not meetings per se raise concerns about the apparent lack of participation of project members in decision-making. This may further...
indicate that members are not given the opportunity to express their views regarding issues arising out of their projects. This suggests that community members seem not to be actively and meaningfully participating in the implementation of community development projects, which may contribute to failure of these projects. Project meetings focus only on reporting.

Community members could be encouraged to participate in community development projects by providing them with an opportunity to influence the direction of development projects. Such an opportunity would ensure that the skills of project members are enhanced and developed, consequently leading to improved running of these agricultural projects as meetings focus mainly on reporting.

5.2.4 Expectations of Project Members

This part of the investigation dealt with the level of satisfaction of project members regarding the running of projects. Thirteen project members complained that they were dissatisfied with how projects were run. Of the 13 dissatisfied project members, four of them cited the fact of not being employed as full-time workers on their respective projects as the reason for their dissatisfaction, one member cited a lack of training in agriculture, two members cited poor agricultural implements, and six members gave no reason for their dissatisfaction. The remaining seven project members expressed satisfaction with the way their projects were run. Figure 5.5 and figure 5.6 below depict the responses given by project members regarding the question on the levels of satisfaction on how the projects are run.
Figure 5.5: Expectations of Project Members

Figure 5.6: expectations of project members

The
The Office Manager and one Department official confirmed that project membership is declining. The Department official attributed this to project members being lazy. He claimed that project members merely want to get paid from the funds allocated to their projects without doing the corresponding work. The remaining two officials of the Department did not offer a response to this matter. The responses of Department officials regarding the decrease in project membership are represented in figure 5.7 below. The Office Manager attributed the decline in project membership to project members expecting to benefit instantly from projects, and when this is not realised, they abandon the projects concerned.

**Figure 5.7: Decrease in Membership**

The Department of Social Development (2008:18) believes that community development is not an event, but a process which embraces the mobilisation and provision of resources. It is also the creation of access to opportunities that encourage self-help and initiatives that are mutually beneficial for both parties.

The large number, which is thirteen, of project members that were dissatisfied with how the projects were run suggests that they were not actively and meaningfully involved in the implementation of these projects. Their active and meaningful involvement would have ensured their buy-in and commitment, which would probably contribute to the success of these projects. Since that was not the case, many project members abandoned their projects. Department officials need to be aware that community involvement is a vital ingredient for the success of any development project. Active and meaningful community involvement in their
own development may build their confidence and strengthen their resolve to solve existing problems.

5.2.5 Role of Project Members

All 20 project members admitted that their main role in the agricultural projects was the provision of labour. The 19 project members who indicated that they have properly constituted Executive Committees did not define the roles of their committee members. Paul (1987: 2) argues that community participation means much more than simply having community members who provide labour for projects. Active community participation also involves the empowerment of people. Empowerment entails improving people’s skills to effectively equip them in the development process (Van der Waldt and Knipe, 2004:142).

The research findings, thus far, reveal lack of active and meaningful community participation in the implementation of community development projects, which is likely to contribute significantly to their failure in achievement of predetermined goals. The research findings also show that despite the existence of Executive Committees, the main role of project members remained the provision of labour. It is likely that Department officials did not encourage project members to assume other roles, other than as labourers, in their respective projects. Different people have different skills, interests and capacities hence not everyone may participate in the same way. Therefore, member participation can, and should take many other forms.

5.2.6 Capacity building and Empowerment

This part of the research was undertaken to ascertain whether project members received project related training. All 20 project members confirmed that they were given training. As illustrated in figure 5.8 below, three project members revealed that they received training in financial management and two claimed that they received training in crop production. The remaining fifteen members did not indicate the type of training they received. All 20 project members claimed that this was a once-off training before the actual implementation of projects.
The Office Manager, concurred that project members underwent training but did not specify the type of training provided. Department officials also concurred that project members underwent training. However, they disagreed on the type of training provided. Two Department officials indicated that training was provided in project management and financial management. The remaining official responded that training was provided in financial management only. Figure 5.9 below illustrates how Department officials responded to the question of training that was given to project members. It could be argued that the once-off training received by project members was not sufficient to empower and capacitate them to run projects successfully. Ife (1999: 182) contends that empowerment means providing people with the resources, opportunities, knowledge and skills to increase the capacity to determine their own future, and to participate in and affect the life of their community. Empowerment should be the aim of community development. People need to be encouraged to take control of their projects, and thereby learn that they can indeed have more control over their communities and lives. Without being empowered, community members may not participate actively and meaningfully in the implementation of agricultural projects.
Community capacity building is one of the approaches of community development. It recognises capacity development within communities as central to the development process and crucial for the sustainability of development interventions (Department of Social Development, 2008:23). Communities that are capacitated will be able to lead their own change process. They can be actors and not merely subjects of change.

5.2.7 The Role of the DSD in Ensuring Participation (According to Project Members)

As illustrated in figure 5.10 below, thirteen project members believed that the role of the Department of Social Development in encouraging participation is the provision of funds. Five project members were of the opinion that the Department should ensure participation by supplying the necessary tools for implementation of the projects, and one project member pointed out that the Department should provide both tools and funding. The remaining member indicated that the Department needs to provide for all related project needs, whatever those may be.
According to one official, the Department promotes community participation through the system of Participatory Rural Appraisal. This system involves visits by the Department to affected areas, and collecting feedback from community members. A second official was non-responsive to the question of how the Department promotes community participation. The third official interviewed commented that he was not aware of it. This response is irrelevant to the question posed. The Office Manager indicated that the role of the Department of Social Development in promoting community participation was minimal. The Office Manager also highlighted the fact that the absence of development forums made it difficult for the Department to promote community participation in community development.

The Department of Social Development is responsible for the co-ordination and implementation of most community development projects, making it a key role player in community development. Regarding community development, Jeppe (1995: 53) sees the role of government institutions as initiating policy formulation, overall planning, administrative structuring, financing, co-ordination, controlling, staffing and training, surveying, research and education. Korten (1980: 498) contends that an institution that is involved in the management of community development projects needs to be a learning organisation in its attitude, and have the corresponding capacity to implement learning.
One of the objectives of this study was to investigate the extent of community participation in the implementation of agricultural projects in Ngqushwa Local Municipality. The findings revealed that community participation seems to be lacking due to the failure of the Department to play its proper role in promoting community participation. The different responses received from Department officials and the Office Manager regarding the role played by the Department in promoting community participation imply that the Department lacks a clear policy on its role in ensuring community participation in the implementation of community development projects.

5.2.8 Profiles of Department Officials (Community Development Workers)

The profiles of the Office Manager and three Department officials interviewed are as follows:

- Two Department officials had been working for the Department for a period of between one to five years, and one of them had been employed as a supervisor for one year. A third official had been working for the Department for between five to 10 years.

- One official had a Bachelor’s Degree in field of study related to his current position. Another official had also a Bachelor’s, but it was not related to his current position. The third official had a National Diploma in a field of study not related to her current position.

- One official mentioned her function was to identify, monitor and compile progress reports on community development projects. The role of one official, who was the supervisor, was to monitor other officials. The supervisor was also responsible for monitoring the funds allocated to community development projects. The third official did not respond when asked about his functions.
• The Office Manager had been working for Department of Social Development for more than 10 years and had been a Manager for a period of between one and five years. The Office Manager had a Bachelor’s Degree in a field of study related to her current position. The role of the Office Manager was to direct and drive the implementation of community development projects in Ngqushwa Local Municipality and supervise other officials.

Chambers (1983: 61) describes Community Development Workers as new professionals who have over the years emerged as repositories of knowledge, experience and practice. They need to be creative and should constantly be refining the means of building clarity into their work and approach. Jeppe (1980: 60) sees the role of Community Development Workers as that of consultants, encouragers, enablers and co-ordinators. The most important attribute of a community development worker is the ability to work with people and effectively communicate ideas.

The study revealed that some of the barriers to Community Development Workers in fulfilling their duties, included lack of experience and being qualified in fields of study that were irrelevant to their employment. Lack of experience of Community Development Workers might be a possible hindrance in successfully implementing these agricultural projects. As Community Development Workers, Department officials need to be adequately capacitated to successfully implement community development projects.

5.2.9 Usefulness of Project Visits by Department Officials

This area of the research was undertaken to find out whether project visits by officials of the Department were useful or not. The research area further investigated the existence of measures dictated by the Department as to how project funds should be spent. Twenty project members unanimously confirmed that Department officials did monthly visits. Nineteen project members indicated that the visits were helpful, while one member felt that the visits were not helpful. All 20 project members indicated that there were measures put in place by the Department to monitor spending.
One of the principles of community development is *adaptiveness*. *Adaptiveness* is the opposite of *blueprint planning* (Swanepoel and De Beer, 1999:28). According to Swanepoel and De Beer, *blueprint planning* makes planning the prerogative of professionals and does not provide for the participation of ordinary community members. *Adaptiveness* calls for the willingness to partake in progressive learning. Community development seeks to empower local communities and to enable them to become active citizens through participation in their communities, organisations and networks. Community development should also expand the capacity of institutions and agencies to work cooperatively with citizens in shaping change in communities (Department of Social Development, 2008:19).

The Department of Social Development further maintains that community development plays a crucial role in supporting active democratic life by promoting the autonomous voice of disadvantaged and vulnerable communities. Therefore, Community Development Workers and any government institution would be ill-advised to dictate to communities what is appropriate or inappropriate for them. Measures dictated by the Department as to how funds should be spent, are indicative of non-conformity in line with what Swanepoel and De Beer’s view of adaptiveness as a principle of development.
5.2.10. Simplicity of Projects

As shown in figure 5.11 below, two Department officials agreed that there were standards prescribed by the Department to ensure and monitor the quality of community development projects. One Department official did not give any response regarding standards.

**Figure 5.11: Simplicity of Projects**

![Bar chart showing quality control standards exist and no response]

Swanepoel and De Beer (1999:29) contend that the principle of simplicity is in direct contrast to the notion of ‘bigger is better’. Projects that are big, sophisticated and complex limit the scope of learning and participation. When learning and participation are curtailed, the humanistic nature of community development is jeopardised. Projects need to be as simple as possible. If the principle of simplicity is not adhered to, most of the other principles are in jeopardy.

The existence of standards prescribed by the Department makes projects complex. Complex projects are more likely to curtail the scope of learning and participation. Community development projects are for the benefit of communities, and stipulation of standards may lead to apathy and deter community members from taking ownership of these projects.
5.2.11 Success Rate of Implemented Projects

The subject of enquiry in this section dealt with the Department official’s views on the functionality of current projects. All three Department officials and the Office Manager concurred that the Department of Social Development has implemented 20 agricultural projects across Ngqushwa Local Municipality since 2005. However, they provided different responses as to how many were well-functioning and how many were dysfunctional. Figure 5.12 below depicts that one Department official indicated that six projects were dysfunctional. The other two officials claimed that only one project is dysfunctional.

Figure 5.12: Success rate of Implemented Projects

The Office Manager was reluctant to disclose how many projects were successful and how many were unsuccessful. Instead, the Office Manager highlighted the difficulty in classifying projects as successful or unsuccessful in the absence of indicators that can measure the success of agricultural projects.
The aim of community development projects is to provide people with an opportunity to improve their own circumstances. In the absence of indicators, it is more likely that the impact of community development projects implemented may not be measured.

Historically, there has been a tendency for people to blame the failure of community development projects on government or any other organisation tasked with implementing community development. However, modern schools of thought maintain that all participants in community development need to make an effort in embracing the principle of community participation.

5.2.12 Benefits Derived from Projects

The aim of this research area was to determine the attitudes of project members towards each other and the benefits derived from projects. Thirteen project members indicated that they were benefiting in some way from the implementation of their projects, while the remaining seven project members claimed to enjoy no benefits.

Seventeen project members were of the view that there were good working relations among project members. One member disagreed and claimed that project members displayed negative attitudes towards one another. The remaining two project members believed that there was mutual respect among project members. As illustrated in figure 5.13 below, although 17 project members indicated that there were good working relations amongst project members, this seemed not to have helped the successful implementation of these projects in Ngqushwa Local Municipality, as it was the case in the example given by De Beer and Swanepoel of community development projects in Gazankulu.
De Beer and Swanepoel (1998:11) provide an example of successful project implementation in how Gazankulu, a former South African homeland, pursued community development. They state that care groups were the level at which community development was pursued in Gazankulu. Projects implemented in Gazankulu were successful as they improved some aspects of daily life. Their success could also be attributed to the fact that people learnt to work together as groups, sharing their skills with each other and their communities (De Beer and Swanepoel, 1998:13).

5.2.13. Lessons Learnt from Projects

This area of research focused on establishing whether there were any systems in place to draw lessons from the experiences gained from projects. One Department official said that there were systems in place to draw lessons from experiences gained in projects. Two Department officials did not respond. These responses are shown in figure 5.14 below. All three Department officials unanimously agreed that they share experience gained from their involvement in agricultural projects with other institutions. Nonetheless, the Office Manager disagreed, claiming that they
do not share experiences gained from their involvement in agricultural projects with other institutions, such as the Department of Agriculture.

Figure 5.14: Lessons Learnt from Projects

A lack of interaction with other institutions is detrimental to community development as it limits the type of support that can be provided to communities in need. This is one of the challenges that seem to be facing the Department in the implementation of agricultural projects.

The approach to development activities of people’s organisation is multi-directional and is affected by activities in other sectors. This means that support for development activities need not be limited to the sectors under which these activities fall. Development is the realisation of actions from different disciplines. The lives of communities are composed of various interrelated areas. Evidence indicates that change in one sector may not be achieved wholly independently of the experience of other sectors. Therefore, different people and institutions that can assist in sustaining projects need to be consulted.
5.2.14 Understanding of Development Principles and Concepts

The purpose of this research area was to establish the level of understanding of development principles and concepts among department officials and project members. As reflected in figure 5.15 below two Department officials were unable to explain what the term ‘community participation’ means, and one official provided a somewhat satisfactory explanation. None of the officials knew the principles of community development. The Office Manager gave an acceptable explanation of the term ‘community participation’. The Office Manager was also unaware of the principles of community development.

Figure 5.15: Meaning of ‘Community Participation’

The implementation of the community development process is guided by development principles. According to Cormack (1993:56), principles are social norms and rules aimed at attaining an objective. These principles represent a coherent approach to community development.
Participation is one of the principles of community development. The failure by Department officials to define participation suggests that they are unlikely to apply this principle effectively in the implementation of agricultural projects. In turn, the inability of Department officials to apply the principle of participation may contribute to the failure of agricultural projects in achieving their predetermined objectives.

In order to determine whether communities and department officials share the same understanding of development concepts, they were asked to define the following development concepts:

- Community.
- Community development projects.
- Community participation.
- Decision-making.
- Sustainable development.

All 20 project members displayed lack of understanding of development concepts. Of the three Department officials interviewed, only one had some understanding of these concepts and the remaining two officials had none. The Office Manager had some understanding of these development concepts.

Mouton and Marais (1996: 126) state that concepts may be defined as the most basic symbolic formations by means of which people classify or categorise reality. Mouton and Marais further argue that a conceptual framework serves as the foundation of development because the way people view and understand key development concepts informs the way they implement them.

There is likelihood that Department officials may not encourage and ensure community participation without an understanding of what this concept means. The lack of understanding of community participation suggests that it is not employed in the implementation of agricultural projects in Ngqushwa Local Municipality. Department officials need to aim to get people involved in community development projects and get them to take initiatives. In addition, Department officials should overcome hindrances, avoid conflict, and provide project
knowledge in order to enable community members to act. It is unlikely that they can achieve this without proper understanding of development concepts.

5.3 LIMITATIONS

This section includes limitations of this study. Limitations of this study should be understood as an indication of possible areas for future research. It is important to note that this study does not give an exhaustive picture of the interactions between the Department of Social Development in Ngqushwa Local Municipality and local communities at large. The study focussed mainly on a small sample of people involved in three agricultural projects.

This study also focussed mainly on participatory spaces created by the Department of Social Development. However, there are other participatory spaces other than those created by the government. Finally, this research project has not included the role of traditional authorities in ensuring community participation during the implementation of agricultural projects. This is an important field for comprehensively understanding the patterns of community participation in a province such as the Eastern Cape, where traditional authorities remain a relevant source of local power and relevant actors in the local governance system.

5.4 AREAS FOR FUTURE RESEARCH

During the course of this investigation, a number of areas that require or would benefit from further research were identified. These are presented below as possible projects to further enhance this study.

Firstly, this study does not give an exhaustive picture of the interactions between the Department of Social Development in Ngqushwa Local Municipality and local communities as it focused mainly on a small sample of community projects involving few community members. The heterogeneous nature of local communities in Ngqushwa Local Municipality provides grounds for further research on the assessment of problems and obstacles that local communities encounter to effectively participate in participatory spaces.
Secondly, this research project focused only on participatory spaces created by the local government. These spaces are institutionalised spaces for participation. They are created from above through government intervention. However, there are other spaces such as political spaces that are created and reshaped as the result of interactions among different actors and interests. Other forms of participatory spaces occur and their interaction with institutionalised spaces needs to be better understood.

Lastly, this research project paid no attention on the role of traditional authorities in Ngqushwa Local Municipality in enhancing community participation during the implementation of community development projects. In a province such as the Eastern Cape, under whose jurisdiction Ngqushwa Local Municipality falls, traditional authorities remain a relevant source of local power and also a relevant actor in local governance. Therefore, to fully comprehend the patterns of community participation in local municipalities in a province such as the Eastern Cape, this area also needs attention.

5.5 CONCLUSION

In investigating the implementation of agricultural projects in Ngqushwa Local Municipality in the Province of the Eastern Cape, the following sample population was selected:

- Three agricultural projects, with 20 members, in Ward Two and Ward Four.
- Three officials from the Department of Social Development who are directly involved in the implementation of these projects.
- An Office Manager.

The data presented in the preceding discussion revealed various issues including, but not limited to:

- A lack of understanding of development concepts and principles by project members and Department officials.
- Capacity constraints.
The flawed approach employed by the Department of Social Development in implementing agricultural projects.

- Poor project co-ordination by the Department of Social Development.
- The Department of Social Development denying communities, active and meaningful participation in the implementation of agricultural projects.

All the above-mentioned factors contributed significantly to the failure of community development projects to achieve predetermined goals. The study was not exhaustive due to its limited sample. Further research can be conducted to assess obstacles that local communities face to effectively participate in participatory spaces. In addition, the interaction among institutionalised participatory spaces and other forms of participatory spaces also needs to be better understood. Finally, the role of traditional authorities in enhancing participation also needs attention. The following chapter wraps up the discussion of this study by providing conclusions reached in relation to empirical findings, and suggestions and recommendations are espoused.
CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The main focus of this study was to investigate the implementation of agricultural projects in Ngqushwa Local Municipality. The analysis and assessment of the empirical research findings made reference to theories espoused in the literature review. This final chapter, therefore, provides a conclusion to the major findings and finishes with some final thoughts about the research.

Over the years, local communities have become sceptical about the efficacy of some of the measures used during the implementation of community development projects. This has emphasised the need to reform the implementation of development projects. There is a widely accepted view that traditional approaches and policies need to be reformulated, and community participation has been proposed as a remedy for previous development failures. In this study, the researcher has argued that lack of active and meaningful community participation in the implementation of agricultural projects in Ngqushwa Local Municipality contributes significantly to their failure to achieve the predetermined goals.

It is often argued that community participation will improve the efficiency and efficacy of public services, make local municipalities more accountable, and contribute to democracy. The study sought to provide some insight into the significant contribution that could be made by eliminating the shortfall in actively and meaningfully involving local communities to achieve the intended objectives when implementing agricultural projects. This was dealt with by means of a theoretical discussion. The diverse intellectual theoretical strands that inform the concept of community participation were interrogated in this study through survey of literature. These strands informed a brief discussion and analysis of South Africa’s legal and policy frameworks associated with local municipalities and community participation. The intellectual strands emphasised the role of community participation in development and what community
participation can achieve in the implementation of development initiatives. However, much of this evidence is anecdotal in nature and seems to neglect the specific contexts in which community participation takes place.

A core set of research questions constituted the major investigative focus of the field of research. The research questions were derived from the theoretical discussion and adapted to the South African policy and legal framework that is associated with community participation. The questions were also drawn up and based on preliminary discussions with key informants in local communities. They also provided useful information on the substance of this assessment, which was integrated into the analysis.

This study employed a qualitative research methodology. The questions were applied using self-administered questionnaires. Non-probability purposive sampling was used to select the sample for this study. Three agricultural projects located in Ward Two and Ward Four in Ngqushwa Local Municipality were selected. Altogether, this study included twenty-four participants. The data gathered was assessed, summarised and synthesised to produce the findings detailed in this study. The major finding was evidence of lack of community participation in the implementation of community development projects in Ngqushwa Local Municipality.

Based on the findings of this study, the following conclusions and recommendations are made:

**Origin of the Projects:** Community development is a process by which the efforts of the people are united with those of the institutions responsible for development to improve the social and cultural conditions of communities, and to enable communities to contribute meaningfully to their development. This emphasises a number of issues, including the origin of the initiatives for self-help programmes. A key element in the success of these initiatives is the involvement of communities from the conception stage of community development projects. This study has revealed that community members were not involved in the identification and the initiation of the agricultural projects. Community members were invited by officials of the Department of Social Development to join the projects as funds were available. Department
officials also determined the type of project to be implemented and also stipulated the number of community members who should constitute the project.

Schools of thought among scholars of community development emphasise that community participation in initiating development projects is imperative to ensure that the implementation of these projects is successful and sustainable. The Department of Social Development should strengthen the involvement of communities at large. This can be done through awareness campaigns. Currently, campaigns are widely used by political parties and Non-governmental Organisations to highlight certain issues of public importance. These campaigns can be conducted by issuing regular easy-to-read brochures at strategic places such as schools, churches and community gatherings.

**The composition of project teams:** Agricultural projects are implemented mainly for the benefit and the upliftment of the disadvantaged members of communities. It is not clear whether Department officials, who need to implement these agricultural projects with the participation of local communities, fully comprehend the purpose of their implementation. This statement relates particularly to the composition of project teams and the selection process of project members. This study has shown that the Department of Social Development does not have criteria to select who should be the members of a particular project. This potentially results in deserving community members being excluded.

Criteria for selecting project members should be developed. Over and above this, Membership Regulations should also be formulated by the Department of Social Development, in conjunction with local communities, to adequately address the selection of project members. The Department should then ensure strict adherence to the regulatory requirements so that selection standards are maintained consistently.

**How decisions are taken in the Projects:** This study revealed that in most instances, decisions have been taken unilaterally by the officials of the Department of Social Development. All the planning for the implementation of agricultural projects is the prerogative of Department officials. The high level of dissatisfaction among project members is likely a direct result of this approach by the Department. Inviting community members to participate in projects when
decisions have already been taken, or where there is no meaningful issue to decide on, results in community members losing their interest in projects. When decision-making is done by the Department without involving community members, the illegitimacy of the projects is perpetuated.

The study also revealed that project members provided mainly labour and meetings were mainly for the purpose of reporting on finances. This seemingly had a significant effect in helping to achieve the intended objectives of the projects. Officials from the Department of Social Development should take decisive steps to ensure active and meaningful involvement of project members in matters concerning projects. Furthermore, a more careful approach to the decision-taking process may require consideration of the following conditions, resource availability, especially some degree of financial autonomy, supportive Department officials, political commitment from local municipality authorities, and effective structures of accountability.

**Expectations of Project Members:** In the process of implementing community food gardens, community members were not provided with appropriate agricultural implements and resources. Community development projects that appear to be well-resourced tend to be successful, compared to those that are less resourced. The study also showed that proper training in agriculture was not provided to community members. Furthermore, it seems there has not been enough preparation and conscientising of project members regarding what to expect. The fact that project members expected to be full-time employees in the projects, points to this regard.

Participants in these projects should be made aware that community development is not an event, but an ongoing process which takes long to bear fruits. Experience has shown that if local level community development projects are to be successful, a political champion is required. At local level, political leaders should play an important role by putting issues of development, poverty alleviation, and improved standards of living on the public agenda. This may help create awareness among communities on issues of development. Furthermore, this study as established that poverty alleviation energy is focused on one type of a project. The Department of Social Development should look at other ways of poverty alleviation, so that members of the community, who are not interested in a particular kind of a project, are given alternative opportunities. On the question of resource availability, the Department of Social Development
could play an important role in levelling resource provisioning by facilitating the sharing of resources between projects.

**Roles of Project Members:** As with most effective community structures, agricultural projects that seem to be successful are those led by strong personalities, either as Chair of the Executive Committee or community leader. This results in the priorities or the agenda of these individuals being given precedence. The danger here is that momentum is lost when such strong leaders leave the projects. Although most agricultural projects have properly constituted Executive Committees, their roles are not defined. During the conduct of the survey, it also emerged that project members mainly provide manual labour.

There is an apparent lack of formal structures, such as development forums to empower communities by encouraging active and meaningful participation. To address this problem, it may be necessary to develop these structures at local level. The Department of Social Development officials who are directly involved in the implementation of agricultural projects, Agricultural Extension Officers in Ngqushwa Local Municipality and local community members should, constitute these forums. The structures could then educate communities on their roles, rights and responsibilities with regard to poverty alleviation. There is also a need to widen the scope of action and the definition of the role that can be played by project members and Executive Committee Members. Community campaigns could be conducted to educate communities on their responsibilities in respect of development projects.

**Capacity building and Empowerment:** Lack of capacity and empowerment are the most frequently mentioned concerns, both in the literature and debates in various government departments to explain why some initiatives undertaken fail to achieve the intended objectives. However, more often than not, this has been associated with the narrow conception of building individual capacities through providing specific training. As revealed by this study, these are the circumstances which prevailed in the agricultural projects investigated. Participants claimed that training was provided to project members in areas such as financial management. Empowerment means providing people with the resources, opportunities, knowledge and skills
to increase their capacity to determine their own future, and to participate in and affect the life of their community (Ife, 1999:182). The findings have also showed that lack of capacity is considered critical in explaining reasons for the failure in the implementation of these agricultural projects. Legislation defines mechanisms for citizen participation such as community-based structures. However, there is a lack of these structures to drive the implementation of agricultural projects and the building of the capacity and the empowerment of project members.

While many agricultural projects have evolved organically in response to community problems, there is a need for a better understanding of development theory, approaches, principles and practices by Department officials who are responsible for the implementation of agricultural projects, as well as the communities concerned. This could be addressed through the introduction of standardised, properly managed training and induction programmes. In this regard, the expertise of academics in local tertiary institutions could be used. In addition, community-based structures should be introduced to educate and capacitate community members on matters of development. The Department of Agriculture could also be involved to help enhance and develop agricultural skills of project members.

**The role of the Department of Social Development**: The Constitution of the Republic of South Africa defines the functions of local municipalities and their relationship to other spheres of government. Co-operation among the three spheres of government is emphasised. One of the roles of an institution responsible for the implementation of projects is co-ordination. This research has shown that there is some degree of uncertainty about the role that can be played by the Department officials who are directly involved in the implementation of agricultural projects to ensure active and meaningful participation of communities.

Seventeen years after the advent of democracy in South Africa, a strategic realignment process for community development, with communities themselves, needs to be undertaken. Currently there is a strong belief that the government should play a major role in driving the development process, and generally this seems to be a norm, and this is why the realignment of the development process is proposed. Under-development is likely to have ripple effects on the society, and thus dealing with it should not only be the responsibility of the government, but
also of members of society at large. A process to examine and make recommendations on the role of Department officials who are directly involved in the implementation of agricultural projects should be undertaken.

Profiles of Department officials: Another key element in the success of agricultural projects in Ngqushwa Local Municipality is the level of support and input from Department officials. Department officials need to be more experienced in their work and have a great deal of knowledge about development issues in order to be able to advise project members properly. They are therefore essential catalysts in the creation of interest, as well as gaining the ongoing support of project members. This study has established that support is lacking from Department officials. Their inability to support project members may be attributed to their lack of experience in their work as their profiles pointed to this. Officials of the Department of Social Development who are directly involved in the implementation of agricultural projects are in essence Community Development Workers. Chambers (1983:61) describes Community Development Workers as new professionals who have emerged over the years as repositories of knowledge, experience and practice. They need to be concerned about refining the means of building clarity into their work and approach.

During the conduct of the survey it has also emerged that the educational qualifications of two Department officials who are directly involved in the implementation of projects do not tally with their actual work. This is likely to minimise their capacity to drive the implementation of agricultural projects in Ngqushwa Local Municipality. Regular workshops should be conducted with Department officials to equip them for their work. Furthermore, a committed approach to meaningful participation should entail motivation of a special new breed of Department officials who would take issues of development seriously.
Usefulness of Project visits by Department officials: Although nineteen of the twenty members interviewed indicated that they found the visits by the officials of the Department of Social Development useful, this could not be reconciled with the achievement of intended objectives and the benefits derived from the projects. This is a concern because it can be reasonably concluded that no meaningful advice in terms of how to run the projects was provided by Department officials. During such visits the officials should give advice on how to run the projects to project members.

Furthermore, as the research area above also sought to establish the existence of measures dictated by the Department as to how project funds should be spent, this study found that these measures do indeed exist. This is indicative of an approach where decision-making resides with the Department, and community members are invited to take decisions on meaningless issues. Of great concern is the non-adherence by Department officials to the principles of development such as the principle of adaptiveness, which provides for the participation of communities in decision-making. Department officials prescribed how project members should spend their funds.

Department officials should attend workshops regularly to familiarise themselves with fundamental principles of development. For the visits to be useful, regulations should be developed by the Department of Social Development. These regulations should state what Department officials should do on each visit. These regulations should also stipulate the number of visits over a certain period.

Simplicity of the Projects: Agricultural projects need to be as simple as possible. From what the researcher gathered from discussions with both project members and Department officials, a project is a big initiative run by many people (co-operatives). This view seems to be narrow and could potentially thwart intended development objectives. Experience has shown that co-operatives are in most instances unlikely to achieve intended objectives. In the Department of Social Development, standards do exist to ensure the quality of agricultural projects. Stemming from the view held by participants of what a project is, and the kind of agricultural projects currently in operation in Ngqushwa Local Municipality and administered by the Department of Social Development, and the existence of quality standards, it can be safely concluded that these
projects are complex. Under these circumstances, communities are left with no choice, but to operate complex agricultural projects with insufficient requisite knowledge and inappropriate equipment.

The effective and efficient implementation of community development projects lies in the simplicity of projects to avoid poor outcomes. It is therefore imperative that projects implemented be as simple as possible. This may be in the form of encouraging individual families to tend family gardens and other viable household-centred initiatives. The widely held practice of co-operatives and the thinking behind them need to be reviewed. In addition, a dedicated government funding local poverty alleviation initiatives should be provided through multi-stakeholder development forums. These forums may then be approached for funding of locally-based family initiatives.

**Success rate and benefits of projects implemented:** Considering that community development is complex and arises from contextual and environmental factors, it is therefore difficult to measure the impact that agricultural projects have, particularly in the short term. It emerged during the conduct of this study that there were no indicators in place to measure the success and impact of agricultural projects on improving lives of communities. If the projects are to be sustainable and attractive to those willing to help, a set of indicators needs to be developed for each agricultural project.

Certain models and approaches to community development that work well may be area-specific. In implementing agricultural projects that have a degree of success, there is a need to identify what works well in different areas in order to maximise chances of success and sustainability. Apparently in Ngqushwa Local Municipality, the conditions that prevail in a particular community are not considered when implementing agricultural projects. The availability of funds seems to take precedence. To measure the effectiveness of agricultural projects, a set of common indicators and guidelines must be developed to assist in providing direction for Department officials for the implementation of projects. A less formal intervention could be the establishment of local forums for project members to interact and share ideas and best practices.

**Lessons learnt from Projects:** Community development is multi-disciplinary. Consequently different disciplines not only have the right, but the responsibility as well, to define their
specific role in, and contribution to community development. In this regard, the role that can be played by the Department of Agriculture in the implementation of agricultural projects is critical. Because agricultural extension officers potentially have a great deal of knowledge about agricultural issues, they are most likely to be able to advise project members in as far as agricultural issues are concerned. Their support seems to be lacking in the implementation of agricultural projects in Ngqushwa Local Municipality. Ideally, all relevant departments, such as the Department of Agriculture and role-players from within and outside the municipality, should be brought together at local forums. In these forums, local community project implementation strategies that clearly identify and describe the role of each stakeholder involved in these agricultural projects in contributing to their success could be developed.

**Understanding of development principles and concepts used in relation to development:** It appears that project members and officials who are directly involved in the implementation of agricultural projects, lack knowledge and understanding of the principles of development and concepts used in relation to development. This includes knowledge and understanding of the responsibilities of communities and institutions that support community development and constitutional democracy. This seems to be a possible challenge facing effective implementation of agricultural projects. Levels of knowledge and understanding among community members on the role they could be playing in their own development also need to be improved. It is therefore suggested that easy-to-read guidelines on community development be developed to assist in generating a common understanding of community development principles among communities and Department officials. There is also a need for Department officials to discuss, in operational terms, how community participation is being understood, and how it is being introduced and sustained in policies and local development strategies.
6.2 FINAL CONCLUSION

This research project investigated the implementation of agricultural projects in Ngqushwa Local Municipality by the Department of Social Development. Although it has not been exhaustive and examined only three community-based agricultural projects, some important findings emerged. These findings may be used to ensure successful implementation of agricultural projects in future. A very important aspect of this study has been the identification of challenges in sustaining these agricultural projects. These challenges should give direction to the Department of Social Development in responding to and assisting, and even initiating where appropriate, poverty alleviating projects at local level.

In investigating these agricultural projects, the main focus was on the extent of community participation during their implementation. It is often argued that community participation will improve the efficacy of public services, make local municipality more accountable, and contribute to enhanced democracy. However, this argument has implications for further research. Of particular concern is the apparent lack of active and meaningful participation of communities in the implementation of agricultural projects. This has likely led to the weakening of commitment in local communities and the success of these agricultural projects. The recommendations contained in this assessment should therefore assist the Department of Social Development in overcoming the inadequacies that were identified.
REFERENCES


Allocation List. 2006/7. Department of Social Development.

Annual Report. 2006/7. Department of Social Development.


ANEXTURE A

SURVEY TO INVESTIGATE THE IMPLEMENTATION OF AGRICULTURAL PROJECTS IN NGQUSHWA LOCAL MUNICIPALITY IN THE PROVINCE OF THE EASTERN CAPE.

NELSON MANDELA METROPOLITAN UNIVERSITY.
DEPARTMENT OF GOVERNMENTAL AND POLITICAL STUDIES.
SOUTH CAMPUS
P.O. BOX 77000
PORT ELIZABETH
6000
TEL (041) 504 2263

M. SINUKA
P.O. BOX 1003
KING WILLIAM’S TOWN
5600

EMAIL ADDRESS: mazizayandasinuka@gmail.com

CELL: 072 199 7876

Dear Respondent

I am conducting a survey of “Investigating the implementation of agricultural projects in Ngqushwa Local Municipality in the Province of the Eastern Cape”. This is a prerequisite to complete a Master’s degree in Public Administration in NMMU. The aim of the study is to learn more about the impact of community participation on the implementation of community development projects.

Your assistance, contribution and participation will be greatly valued. The results of this survey as well as the copy of the completed treatise will be made available to those interviewees who need them.

All responses to all questions are completely confidential. To ensure adherence to the rights of privacy and confidentiality, participation is voluntary and anonymous;
That is, a portion for the filling of names has been deliberately omitted. None of the questionnaires, once they are filled out, will ever be seen by anyone except the researcher.

THE QUESTIONNAIRE: - Officials of the Department of Social Development who are directly involved in the implementation of projects (CDWs), and the Office Manager.

INSTRUCTIONS

1. The questionnaire will be hand-delivered by the researcher.
2. Respondents must be as honest as they can in answering this questionnaire.
SECTION A

Put X on the relevant box.

1. How long have you been working for your current employer?
   - First year
   - Between one and five years
   - Between five and ten years
   - More than ten years

2. What is your current position?
   - Project Manager
   - co-ordinator
   - Other
   - Specify other: ………………………………………………………………………………………………………

3. For how many years have you been in your current position?
   - One year
   - Between one and five years
   - Between five and ten years
   - More than ten years

4. What are your qualifications?
   - No formal qualifications
   - B. degree National
   - diploma Other
   - Specify other: ………………………………………………………………………………………………………

5. Is your field of study related to your current position?
   - Yes
6. If no, what is your field of study?

☐ Social Sciences
☐ Administration
☐ Accounting Other
☐ Specify other: .................................................................

7. Briefly explain what you are doing in your current position: ..............................................
...........................................................................................................................................

SECTION B

1. How is a need for a project identified in your entity?

☐ Customer
☐ Department
☐ Survey
☐ Other

Specify other: .................................................................
...........................................................................................................................................

2. How do you decide on a specific type of a project to undertake?

☐ Customer
☐ Department
☐ Survey
☐ Other

Specify other: .................................................................
...........................................................................................................................................
3. Are there any standards laid down regarding the quality when the project is started?

☐ Yes
☐ No

4. If yes, briefly state the rules: ………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………
□ Not monitored
□ Other

Specify other: .................................................................
.................................................................

10. How often do you hold meetings with project members?
□ Once a month
□ Once in three months
□ During the first three months only
□ No meetings are held

11. Does your entity offer any training to project members?
□ Yes
□ No

12. If yes, what kind of training is offered?
.................................................................
.................................................................

13. Are there any systems in place to learn from the experiences gained in the projects?
□ Yes
□ No

14. Are members of the project given a chance to comment on the progress of the project?
□ Yes
□ No

15. How is membership to the project decided on?
□ Age
□ Gender
□ Education
□ Other
Specify other: .........................................................................................................................
..............................................................................................................................................

16. Do you share your experience in these projects with other institutions?

☐ Yes

☐ No

17. What is your understanding of community participation in development?

................................................................................................................................................
................................................................................................................................................
................................................................................................................................................

18. What are the principles of community development?

................................................................................................................................................
................................................................................................................................................
................................................................................................................................................

19. Does the department decide on how many members must constitute a project?

Explain: ........................................................................................................................................
................................................................................................................................................
................................................................................................................................................

20. Is membership declining or not. If it is declining, why is it declining?

Explain: ........................................................................................................................................
................................................................................................................................................
................................................................................................................................................

105
SECTION C

What is your understanding of the following concepts?
1. Community
2. Community Development
3. Project
4. Community Participation
5. Decision-making
6. Sustainable Development
ANNEXTURE B

SURVEY TO INVESTIGATE THE IMPLEMENTATION OF AGRICULTURAL PROJECTS IN NGQUSHWA LOCAL MUNICIPALITY IN THE PROVINCE OF THE EASTERN CAPE.

NELSON MANDELA METROPOLITAN UNIVERSITY.
DEPARTMENT OF GOVERNMENTAL AND POLITICAL STUDIES
SOUTH CAMPUS
P.O. BOX 77000
PORT ELIZABETH
6000
TEL (041) 504 2263

M. SINUKA
P.O. BOX 1003
KING WILLIAM’S TOWN, 5600

EMAIL ADDRESS: mamazudasinuka@gmail.com
CELL: 072 199 7876

Dear Respondent

I am conducting a survey of “Investigating the implementation of agricultural projects in Ngqushwa Municipality in the Province of the Eastern Cape”. This is a prerequisite to complete a Master`s degree in Public Administration in NMMU. The aim of the study is to learn more about the impact of community participation on the implementation of community development projects.

Your assistance, contribution and participation will be greatly valued. The results of this survey as well as the copy of the completed treatise will be made available to those interviewees who need them.

All responses to all questions are completely confidential. To ensure adherence to the rights to privacy and confidentiality, participation is voluntary and anonymous; that is, a portion for the filling of names has been deliberately omitted. None of the questionnaires, once filled out, will ever be seen by anyone except the researcher.

THE QUESTIONNAIRE: - Officials of the Department of Social Development who are directly involved in the implementation of projects (CDWs), and the Office Manager.

INSTRUCTIONS

1. The questionnaire will be hand-delivered by the researcher.
2. Respondents must be as honest as they can in answering this questionnaire.
THE QUESTIONNAIRE: - Project Members

SECTION A

Put X on the relevant box.

1. How was the project initiated?

☐ Department
☐ Applied for it Other
☐ Specify other: ………………………………………………………………………………………………………………………………………………………………………

2. How did you decide on the type of project to implement?

☐ Ourselves
☐ Department Other
☐ Specify other: ………………………………………………………………………………………………………………………………………………………………………

3. Have you ever been involved in any project before?

☐ Yes
☐ No

4. Explain how were project members selected: ……………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………………… 108
8. If no, what makes you dissatisfied? ……………………………………………………………
…………………………………………………………………………………………………………
9. How often do departmental officials visit the project?

☐ Once a month
☐ Once in three months
☐ During the first three months only
☐ No visits

10. Do you find the visits helpful?

☐ Yes
☐ No

11. How is the attitude of project members towards each other?

☐ Good
☐ Bad Respectful

12. Does the project have a properly constituted committee?

☐ Yes
☐ No

13. How often do you hold meetings as project members?

☐ Once a month
☐ No meetings
☐ Once in three months

14. How are decisions made in the project?
15. To what extent do you participate in decision-making?

16. What do you think should be the role of the Department of Social Development to ensure that you participate fully in the project?

17. Are there any benefits that have been brought about by the projects?

18. What is your role in the project?

19. Are there any measures in place dictated by the Department of Social Development to members as to how the funds of the project should be spent?

20. How many were you when the project started?.............

21. How many are you now?............... 

22. If the number of members has declined, to your opinion, why have other members left?
SECTION B

What do you understand about the following concepts?

Community
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

Community development
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

Project
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

Community participation
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

Decision-making
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

Sustainable development
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................