Nelson Mandela Metropolitan University

Port Elizabeth & George
- South Africa -

An investigation of the role of Community Development Workers: Bitou Municipality

By

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Submitted in partial fulfilment of the requirements for the

Master's Degree in Public Administration (MPA)

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DECLARATION

I, Andile Gogi, student number 209081112, hereby declare that:

An investigation of the role of Community Development Workers: Bitou Municipality is the result of my own original work. All sources used or referred to have been documented and acknowledged.

This treatise is being submitted in partial fulfilment of the requirements for the degree of Magister in Public Administration.

In accordance with Rule G4.6.3 of Nelson Mandela Metropolitan University, this treatise is my own work and has not previously been submitted for assessment to another university or for another qualification.

Signed

_____

Andile Gogi

Date: 3rd November 2011

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LIST OF ABBREVIATIONS/ACRONYMS

CBO	:	Community–Based Organisation
CBP	:	Community – Based Planning
CDW	:	Community Development Worker
CDWP	:	Community Development Worker Programme
DPLG	:	Department of Provincial and Local Government
DPSA	:	Department of Public Service and Administration
IDP	:	Integrated Development Plan
IKS	:	Indigenous Knowledge Systems
LED	:	Local Economic Development
MAYCO	:	Mayoral Executive Committee
MIG	:	Municipal Infrastructure Grant
MOU	:	Memorandum of Understanding
MSA	:	Municipal Systems Act
NCOP	:	National Council of Provinces
NGO	:	Non- governmental Organisation
NQF	:	National Qualification Framework
PMS	:	Performance Management System
RSA	:	Republic of South Africa
SALGA	:	South African Local Government Association
SANCO	:	South African National Civic Organisation

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ABSTRACT

This treatise investigates the role of Community Development Workers, with reference to the Bitou Municipality. The treatise comprises five chapters. The concept of Community Development Programme is fairly new in South Africa; therefore, further research is needed on the subject.

A literature review was done to establish the concept and the background of the CDWP. A questionnaire was developed in order to obtain primary data from a selected sample group. The data obtained from the questionnaire was statistically analysed and interpreted.

The core findings from the analysed questionnaire indicated the following:

(a) CDWs clearly understand their role and responsibility, but there is a need for roles and functions to be clearly defined, with detailed terms of reference, to ensure a common understanding with other stakeholders, e.g. Ward Committees, Councillors, Non-governmental organisations, Community-based organisations, and members of the community.

(b) living conditions in the wards improved following the introduction of the CDWP.

(c) there is a good relationship between CDWs, Ward Committees and Ward Councillors, but there is also a perception that Ward Committees and Community Development Workers constantly clash or compete in the wards in which they serve.

(d) CDWs should not be affiliated to the ruling or any political party.

(e) CDWs are confused regarding who is responsible for their remuneration (the Municipality or the Provincial Department of Local Government).

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This study recommends that:

1. A memorandum of understanding be signed between the Bitou Local Municipality and the Provincial Department of Local Government and Housing, which will cover the following aspects:

    (a) appointment procedure

    (b) supervision

    (c) remuneration

    (d) accountability

    (e) general issues

2. The roles and responsibilities of CDWs should be clearly defined, with clear terms of reference.

3. All CDWs who have not completed their learnership programme should register with Local Government Seta (LGSeta) and complete their Learnership Programme, with agreed timeframes, failing which, they be removed from the Programme.

4. CDWs should be clearly depoliticised in order to obtain corporative governance from stakeholders.

5. The need for monitoring and evaluation cannot be overemphasised. In this regard, a performance management system must be established for Bitou Local Municipality CDWs with a view to monitor, evaluate and manage the Community Development Workers and stakeholders should be involved in the process.

The CDWP cannot be seen as a project. It must be part of the service delivery plan of consulting, identifying service delivery priority areas, and facilitating access to services. The Programme should be embedded in the Integrated Development Plans (IDPs) of the municipality.

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CHAPTER 1

RATIONALE AND BACKGROUND TO THE STUDY

1.1 Introduction

1.1.1 Introduction and Background to the Study

Local government in South Africa has undergone significant and far-reaching changes since 1995. In terms of the new mandate conferred in the *Constitution of the Republic of South Africa*, 1996, local government is no longer required to render basic services only, but also to serve as an agent to promote the social and economic development of communities. These expanded responsibilities coincide with the new status conferred on local government. In a departure from the centralised tier system of government, local government now constitutes an independent sphere, embedded in a context of co-operative government with the national and provincial spheres.

Local government is, therefore, no longer simply an extension of the national and provincial spheres of government; it has become an independent sphere in its own right. Any intervention by either of the aforementioned two spheres may occur only in terms of the constitutional principle of co-operative government. The following legislative framework makes provision for; *inter alia,* community participation in matters of local government in South Africa:

1. In terms of the *White Paper on Local Government (1998:4)*, developmental local government should promote a system that centres on working with local communities to find sustainable ways to meet their needs and to improve the quality of their lives. Municipalities can become developmental through integrated development planning and budgeting, performance management, and working together with local citizens and partners. Municipalities can also engage citizens and community groups in municipal affairs in their capacities as voters and citizens affected by municipal resource mobilisation for the development of the municipal area (*White Paper on Local Government, 1998:4-5).*
2. In terms of Section 152 of the *Constitution of the Republic of South Africa,*1996, local government is mandated to:

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

It was against this background that Community Development Workers (CDWs) were introduced as a link between government and communities. A CDW is defined as a participatory change agent, who works in the community in which he/she lives, and to whom he/she has to answer for his/her activities. He/She is required to help members of the communities to improve their living standards and change their circumstances. To do this, CDWs are expected to help community members understand how they can participate in the development plans for their communities. CDWs are expected to facilitate community participation in policy-making, implementation and in service delivery (Grassroots Innovation: CDW Handbook, 2007).

One of the main roles of the CDW is to guide and support community members working in community-based projects such as small business development projects, income generating projects, and projects that develop local assets and resources. The work of CDWs cuts across community structures. CDWs have to work collaboratively with other development workers to help community members access government services. CDWs are supported financially and functionally by all spheres of government (Grassroots Innovation: CDW Handbook, 2007).

1.1.2 Rationale for the Study

The Community Development Workers (CDWs) intervention was based on an announcement by a former State President, Thabo Mbeki in his State of the Nation Address of 14 February 2003:

"Government will create a public service echelon of multi-skilled Community Development Workers (CDWs) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so

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that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices".

Theron, Ceaser and Davids (2007:2) argue that in South Africa, the idea of participatory development decision-making is by no means a matter of consensus. One view point is that it is a blessing for the millions at grassroots level who, for reasons that are well-known, were denied exposure to and experience in the practices that characterise a culture of participation. For others, it constitutes a new form of tyranny. Internationally, the value of participatory decision-making is seen as a result of the democratic influence and is, therefore, widely accepted. However in South Africa, the benefits of participation are often discounted, mainly because participatory processes are not in frequently poorly implemented, breeding cynicism amongst proponents, local government officials and beneficiaries alike.

It was against this background that this study of the role of Community Development Workers in enhancing service delivery within the Bitou Municipality was undertaken. As a formal communication channel between the community and the three spheres of government (national, provincial and local), the CDWP in the Bitou Municipality is intended to serve as a vehicle for channelling communal needs and challenges to the Council and government departments. In terms of the *Local Government*: *Municipal Structures Act,* Act 117 of 1998, the Bitou Municipality is classified as a Category B Municipality, with an executive mayoral system, with seven wards and thirteen councillors of which seven are Ward Councillors. The Municipality has eighteen Community Development Workers, of whom three are employed by the Provincial Department of Housing and Local Government in the Western Cape.

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1.2 Literature Review

According to Neuman (2003:96), a literature review is based on the assumption that knowledge accumulates and that researchers must learn from and build on what others have established. Researchers must demonstrate a familiarity with a body of knowledge and establish credibility. Nkantini (2005:26) describes a literature review as a critical assessment of what has been done in the past in a given discipline, with the focus on revision and or reconsideration.

The concept of a Community Development Workers Programme (CDWP) which was officially launched in May 2004 by the Minister of Public Service and Administration is still in its infant stage. Limited literature is therefore available on the topic. The following relevant material on the subject was consulted: available texts, books, journals, legislation and relevant publications**.**

1.3 Problem Statement and Assumptions

1.3.1 Problem Statement

According to Welman, Kruger and Mitchell (2005:14), a research problem refers to some difficulty that the researcher experiences in the context of either a theoretical or practical situation and to which he or she wants to obtain a solution. According to Luvuno (1999:2), numerous government institutions in South Africa are facing national and international scrutiny, primarily because of apparent poor service delivery.

The Bitou Municipality is facing challenges in terms of providing adequate basic service delivery. Poor service delivery has become a source of unease and concern among local communities, tourists and investors. More services are demanded from the local sphere of government than from the other two spheres, namely the provincial and national government, primarily because the local sphere of government (municipalities) is situated in closer proximity to communities.

The following briefing was presented by the Executive Mayor of Bitou Municipality, Alderman Lulama Lennox Mvimbi to the National Council of Provinces (NCOP) in 2009 regarding the challenges faced the municipality:

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1. The previously disadvantaged groups are still facing challenges with regard to establishing their own businesses.
2. Experienced unrests that were instigated by a certain political party in 2007.
3. The high rate of unemployment.
4. Eskom's unwillingness to provide free electricity
5. The late allocation of funding and the slow release of the allocated funds with reference to Municipal Infrastructure Grant (MIG) funds and funding from National on flood relief.
6. Planning
7. Finalization of the Urban Edge of the Municipality
8. High Water shortages
9. Coordination of Community Development Workers and confusion on the role of Provincial and Municipality employed CDWs.
10. Provision of services to houses owned by private companies
11. The development of the road (R72) linking the N2 and the Airport.
12. The inadequate School facilities at Bitou and specially the poor management of Murray High School.

Since the introduction of the new wall-to-wall system of local government in December 2000, rural municipalities have been struggling to eliminate infrastructural backlogs or deliver basic services to the community. Therefore, poverty in South Africa has not reduced significantly. In response, the Department of Cooperative Governance and Traditional Affairs has devised various strategies and mechanisms to support struggling municipalities and strengthen their capacity to accelerate and improve service delivery.

The CDWs in the Bitou Municipal Area appear not to be functioning to their full capacity in enhancing service delivery and access to government services, because their roles and responsibilities are not clearly defined. As a result, disagreements and conflict with Ward Committee members are common.

1.3.2 Assumptions

According to Robinson (2007:87), an assumption is a realistic expectation. It is something that we believe to be true. However, no adequate evidence exists to support this belief. An assumption is an act of faith and will therefore not be tested in this research. This study was

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based on the assumption that CDWs are not functioning effectively, because their role and responsibilities are not clearly defined. It is also assumed that if CDWs were given more powers to play a much wider role in providing leadership and making decisions in their communities (being elevated from an advisory role to ward management structures), they would make a much greater impact in enhancing basic service delivery.

1.4 Research Objectives

The main objective of the research is to investigate the role of CDWs in enhancing service delivery in the Bitou Municipality. The specific objectives of the study are as follows:

(a) to investigate the extent to which the appointment of CDWs has possibly improved service delivery and enhanced the accessibility of government services by the community.
(b) to establish the number of CDWs who have graduated from the Learnership Programme.
(c) to identify the strengths, weaknesses, threats and opportunities that CDWs might encounter.
(d) to investigate whether the appointment of CDWs has strengthened the effectiveness of Ward Committees.
(e) to investigate whether CDWs at Bitou Municipality understand their responsibilities and functions in terms of basic service delivery.

1.5 Key Research Questions

The investigation is designed to address the following broad questions:

(a) are the CDWs in Bitou Municipality functioning effectively?
(b) has the CDW Programme implemented by the Bitou Municipality had a positive impact on basic service delivery?
(c) what is the level of interaction between the Ward Councillors and CDWs from the Bitou Municipality?
(d) has the National CDW strategy, implemented by the Bitou Municipality improved basic service delivery?
(e) do CDWs understand the role they need to play in enhancing basic service delivery?
(f) what are the challenges facing CDWs in the execution of their duties?

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1.6 Delimitation of Research

This study has been limited to an investigation of the role of Community Development Workers in enhancing basic service delivery within the Bitou Local Municipality, located in the Province of the Western Cape. Eighteen Community Development Workers and six Ward Councillors formed part of the empirical survey.

1.7 Research Design and Methodology

According to Welman, Kruger and Mitchell (2005:2), research methodology considers and explains the logic behind the research methods and techniques. Therefore, it has a much wider scope than research methods. A methodology shows how research questions are articulated, with questions asked in the field. Its effect is a claim about significance (Clough and Nut-Brown, 2007: 32).

Research methodology focuses on the research process and the kind of tools and procedures to be used. It focuses on the individual steps in the research process and the most objective procedures to be employed (Babbie and Mouton, 2001:75).

In supporting Babbie and Mouton; Henning, Van Rensburg and Smit (2004:36) state that research methodology refers to the coherent group of methods that complement one another and that have the "goodness of fit" to deliver data and findings that would reflect the research question and suit the research purpose.

For the purpose of this study, the quantitative research methodology was employed. The preset response choices used to produce results were quantified or enumerated and the data analysed by a qualified statistician to produce statistical charts to determine the relationship between CDWs and service delivery in the Bitou Municipality. Exploratory data analysis as well as descriptive statistics was used to analyse the quantitative data obtained. Saunders *et al* (2003:351) define descriptive statistics as a process to describe and compare variables numerically. The exploratory approach emphasises the use of diagrams to explore and understand the data. It is important to keep the research questions and objectives in mind when analysing the data as this will ensure that the findings of the research are relevant and correct.

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Statistical charts were used to display statistical information because they are useful for displaying such information. The most frequently utilised statistical chart was the pie chart. The magnitude usually expressed in percentages is represented by the different slices of a pie chart (Mwanje and Gotu, 2001:23).

1.7.1 Research Design

Research design is the plan and structure of investigation conceived so as to obtain answers to research questions (Saville, 2008:118). Kerlinger and Lee (2000:449) in Saville (2008:118) state that the plan is the overall scheme or programme of the research. It includes an outline of what the investigator has done, from writing the hypothesis, the operational implications, to the final analysis of data.

According to Babbie and Mouton (2001:74), a research design is a plan or structured framework of how the researcher intends to conduct the research process in order to solve the research problem. It focuses on the logic of research, and the kind of evidence required addressing the research question adequately. Research designs can be classified according to whether they are empirical or non-empirical. Empirical designs involve empirical data that can be classified according to the type of data: numerical or textual data (Babbie and Mouton, 2001:74-75). Empirical designs can be further distinguished into primary and secondary data analysis studies (Babbie and Mouton, 2001:104).

Leedy (1997:93) states that, the research design is the planning and visualisation of data and the problems associated with the employment of those data in the entire research project. The research design is not related to any particular method of collecting data or any particular type of data. In principle, the research design could employ any type of data collection method and use either quantitative or qualitative data. The research design refers to the structure of an enquiry. It is a logical matter, rather than a logistical one (Leedy, 1997:93).

The research tool used in this study was a structured self-administered questionnaire, designed in the form of a Likert scale. The questionnaire contained the response categories “strongly agree”, “agree”, “disagree”, “neutral” and “strongly disagree” (Babbie and Mouton, 2001:153).

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1.7.2 Quantitative Research Explained

Quantitative research methods were originally developed in the natural sciences to study natural phenomena. Quantitative research focuses on the analysis of information so as to generate quantifiable results. To attain this goal, quantitative research uses statistical techniques to generate and analyse quantitative data (Mwanje and Gotu, 2001:1-2).

In quantitative research methodology, it is essential to explain in simple terms the statistical procedures carried out to investigate the research questions. It is also important to determine the level at which statistical significance is determined (the 1% or 5% level), and to calculate and assess the meaning of effective sizes determined to ascertain significance (Maree, 2007:39).

In a quantitative study, key points of different personal, professional and organisational attitudes that appear to have implications for the motivation and experiences of participants in the programme are identified (David and Sutton, 2004:57). According to David and Sutton (2004:57), the analysis of quantitative data is also known as social statistics and is accompanied by a range of statistical and analytical terminology. The analysis process involves the researcher gaining an understanding of the data collected and exploring causal links between different elements of data.

Henning, Van Rensburg and Smit (2004:3) state that in a quantitative study, the focus is on control of all the components in the actions and representations of the participants. The variables are controlled and the study is guided by an acute focus on how these variables are related.

Quantitative research is perceived to be objective in nature and involves examining and concentrating on measuring the phenomena being studied. Quantitative research is more focused and aims to test assumptions, whilst qualitative research is more exploratory in nature. Quantitative research concerns aspects that can be counted. One of its most common disciplines is the use of statistics to process and explain data and to summarise the findings. In general, quantitative research is concerned with systematic measurement, statistical analysis and methods of experimentation (Fox & Bayat, 2007:7).

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1.7.3 Data Analysis

According to Creswell (1994:153), data analysis requires that:

(a) researcher be comfortable with developing categories and making comparisons and contrasts; and

(b) researcher be open to possibilities and sees contrary or alternative explanations for the findings.

Fox and Bayat (2007: 104-110) state that data analysis is not limited to the mass media, but can also include transcriptions of personal interviews, political documents and minutes of meetings. In this study, after the questionnaires were completed, the information collected, was transcribed by the researcher to conduct a content analysis of the transcriptions for the purposes of analysis and interpretation.

1.8 Sample

According to Babbie and Mouton (2001:164), sampling is the process of selecting observations. It often centres on the ability of resources to gauge public opinions, such as voting intentions. Despite a history of errors, current techniques are quite accurate. Three official languages are used in the Bitou Municipality, namely Afrikaans, isiXhosa and English. The structured questions were in English; however, respondents were allowed to express themselves in the language of their choice.

For the purpose of this study, the sample was determined on the basis of the number of Community Development Workers and Ward Councillors in the Bitou Municipality. The sample consisted of 24 participants, namely 18 CDWs and 6 Ward Councillors, who formed part of the empirical survey. The sample size of 24 was justified on the grounds of the number of CDWs and Ward Councillors.

1.9 Ethical Considerations

According to Zikmund (1994:56), in any research situation, three parties are involved, namely, the researcher, the sponsoring agent (user), and the respondent (subject). The interaction of these parties presents a series of ethical questions. Consciously or

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unconsciously, each party expects certain rights and feels certain obligations towards the other party. Babbie and Mouton (2001:520) further describe ethics as typically associated with morality and dealing with matters of both right and wrong. In this study, the following major principles of ethics in social science research were upheld:

(a) voluntary participation.
(b) participants could withdraw from the study at any stage.
(c) no harm was done to the participants.
(d) anonymity and confidentiality.

1.10 Definition of Concepts

The following section defines the meaning attached to different terms in the context of this study:

1.10.1 Municipality

Section 2 of the *Local Government: Municipal Structures Act,* Act 117 of 1998 defines a municipality as an organ of state within the local sphere of government exercising legislative and executive authority within an area determined in terms of the *Local Government: Municipal Demarcation Act,* Act 27of 1998.

1.10.2 Local Community

The *Local Government: Municipal Systems Act,* Act 32 of 2000 defines a local community in relation to a municipality as a body of persons comprising the residents of the municipality; the ratepayers of the municipality; any civic organisations and non-governmental, private sector or labour sector organisations or bodies involved in local affairs within the municipality.

1.10.3Community Development

According to De Beer and Swanepoel (1998:8), community development entails placing individuals at the centre of the development process and helping them realise their potential. It acknowledges that the best solution to a problem invariably comes from the individuals within the community who are experiencing the problem.

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1.10.4 Community Development Workers (CDWs)

The Department of Public Services and Administration defines CDWs as civil servants with particularly close links to local communities. The main role of CDWs is to work with government departments in order to help bridge the gap between government and community. In pursuit of this goal, CDWs must act to improve community access to government services and strengthen integration and coordination between different government line services. Where feasible, CDWs should also attempt to strengthen the integration and coordination of public services between the three spheres of government (Grassroots Innovation: CDW Handbook, 2007).

1.10.5 Community Participation

De Beer and Swanepoel (1998:20) assert that community participation is normally associated with the actions of communities, groups or individuals in relation to development and promoting positive change in an existing, less acceptable situation. Community participation is local, active and direct, and communities must be fully involved in the local development process.

1.10.6 Public Participation

The World Bank Learning Group defines public participation as a process through which stakeholders influence and share control over development initiatives and the decisions and resources that affect them (World Bank, 1995). From this perspective, public participation could be required in consultation and decision making in all phases of the programme or project cycle in the community, namely from needs assessment, to implementation, to monitoring and evaluation. For the purpose of this study, the terms public and community will be used interchangeably.

1.10.7 Public Administration

Hughes, 2003:8 describe public administration as an academic study of public sector, while Stillman, 1983:2 defines public administration as the management of scarce resources to accomplish the goals of public policy. It involves the coordination of all organized activity having as its purpose the implementation of public policy. Public administration is also a cooperative effort in a public setting; it covers the executive, legislative and judicial, formulation of public policy and is thus part of the political

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process. It is different from private administration but works in partnership with private groups in providing services to the community.

1.10.8 Basic Municipal Services

According to the *Local Government: Municipal Structures Act*, Act 117 of 1998, basic municipal service means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided would endanger public health or the safety of the environment.

1.11 Chapter Overview

1.11.1 Chapter 1 – Rationale and Background to Study

The chapter explains the background and the rationale for the study, the research problem and the research methodology and the research design for the study.

1.11.2 Chapter 2 – Literature Review

This chapter presents a theoretical framework of the CDWP. This is achieved, firstly, by evaluating the significance of CDWP in matters of local government.

Secondly, the legislative and policy framework that regulate CDWP and community involvement in matters of local government is analysed. Lastly, special attention is focused on the CDWs system as a mechanism to facilitate service delivery to local communities.

1.11.3 Chapter 3– Research Methodology

Chapter three outlines the research methodology and design of the study, the sample and sampling procedure, as well as the instruments used to collect data.

1.11.4 Chapter 4– Data Analysis and Interpretation

Chapter four focuses on the presentation, analysis and interpretation of the data collected.

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1.11.5 Chapter 5 – Conclusion and Recommendations

This chapter presents the conclusions reached on the role and capacity of the Community Development Workers Programme as a mechanism for enhancing service delivery. Recommendations with regard to service delivery are presented.

1.12 Concluding Remarks

This chapter outlined the objective of the study, namely to investigate the role of CDWs in enhancing service delivery in the Bitou Municipality, and provided an introduction to the CDWP. The significance of and the approach to the research methodology were discussed in the introduction. The following chapter focuses on the literature reviewed regarding the CDWP.

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CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

According to Hart (1998:13), a literature review is the selection of available documents– both published and unpublished – on a topic, which contains information, ideas, data and evidence written from a particular standpoint, to fulfil certain aims. A review also assists in expressing certain views on the nature of the topic, how it is to be investigated, and the effective evaluation in relation to the research being proposed. A literature review is often done on the assumption that there is information available on the study to be researched, the focus being on the limitations of the study as a result of the identified problems in relation to the topic.

The CDWP is a lead programme for the Presidency, which aims to improve service delivery for the people, facilitate community development and work jointly towards sustainable economic and social upliftment. The basis for the CDWP can be found in the preamble of the South African Constitution namely to "*improve the quality of life of all citizens and free the potential of each person*". The principles of the CDWP reflect the Batho Pele principles and the spirit of Ubuntu. The CDWP occupies a very special place in the South African Public Service (CDW Conference Report, 2007).

The CDWP was established in 2003, following an announcement by former President Thabo Mbeki in his State of the Nation Address to Parliament. The CDWP was underpinned by a commitment by government to build a partnership with the people of South Africa, as part of a national effort to build a better life for all. The Programme was also intended to bring government services closer to the people and to make sure that communication about services and government programmes reaches communities (CDW Conference Report, 2007).

When government created the new echelon of Public Service officials in the form of CDWs, it made it clear that it was important for all spheres of government to work in collaboration to implement the CDWP. In order to consolidate this position, Cabinet took a policy decision at its sitting in November 2003 and placed emphasis on the fact that

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"*provincial government should be the employer and that local government should be the work place of the CDWs, however, there would be provincial variation according to capacity and budgetary requirements.*" Cabinet recommended that the municipalities should take "*responsibility for the daily activities of the CDWs and these arrangements should take place through the office of the municipal manager*" (CDW Conference Report, 2007).

Cabinet gave the central coordination of the Programme at national sphere jointly to the Ministers for Public Service and Administration, and Provincial and Local Government.

In the establishment of the Programme, there was a clear understanding that CDWs were to complement the work of other departments at all levels, including municipalities, with the main aim to ensuring that services reach the people they are intended for. The new cadre of public servants were to be "*skilled facilitators, filling the gap between government services and the people. They will be public servants who assist citizens with matters such as birth certificates, IDs and social grants applications, and small business start-up, at their doorstep and in their own communities*" (CDW Conference Report, 2007).

The above illustrates that community development workers are the only public servants whose work cuts across all levels of government and they "*are different to the mainline public servants or local government official*s" (CDW Conference Report, 2007).

To summarise the overall responsibilities of CDWs, James Yen, a pioneering community development worker who dedicated his life to mass education and rural reconstruction, first in Asia and then worldwide, stated that a community development worker needed to:

Go to the people
Live among the people
Learn from the people
Plan with the people
Work with the people
Start with what the people know
Build on what the people have
Teach by showing; learn by doing

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Not a showcase but a pattern

Not odds and ends but a system

Not piecemeal but an integrated approach

Not to conform but to transform

Not relief but release (The Presidency: 2008,6).

2.2 Difference between CDWs, Ward Councillors and Ward Committees

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

The following table identifies the different roles and responsibilities of CDWs, councillors and ward committees:

COUNCILLORS	WARD COMMITTEES	CDWs
Politically elected representatives who live in and serve wards.	Up to 10 community or sectoral representatives elected at a Ward general meeting to represent sectoral interests.	Appointed public servants governed by the Public Service Act, 104 of 1994.
The Ward Councillor: Chairs the ward committee meeting and convenes the constituency meeting to elect Ward Committee members.	The Committee is the centre of local development.	The CDW is expected to regularly communicate government and other information to communities in an accessible way.

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Calls committee meetings.	A Ward Committee takes issues of local concern to the Councillor, who in turn takes these to Council.	Pass concerns and issues on to service providers.
Ensures a schedule of meetings is prepared, including Ward Committee and constituency meetings.	Has a direct say in the planning, decision making and project implementation that has an impact on their Ward.	Coordinate teams of volunteers in community projects.
Works with the Ward Committee to draw up an annual plan of activities.	Increases the participation of local residents in municipal decision making.	Coordinate teams employed on public works programmes.
Resolves disputes and refers unresolved disputes to the municipality.	Is not politically aligned.	Coordinate inter-departmental programmes and encourage integration.
The Proportional Representative (PR) Councillor should attend Ward Committee meetings, constituency meetings and special meetings.	Can identify and initiate projects to improve the lives of people in the Ward.	Promote the principles of Batho Pele and community participation.
Can assist with resolving disputes and making referrals.	Can support the Councillor in dispute resolutions.	Inform communities about problems in the delivery of basic services.

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Can help with the implementation of projects.	Can monitor the performance of the Municipality and take issues of concern to the local ward.	Help implement projects.
Supports the Ward Councillor, but does not replace him/her.	Can help with community awareness campaigns on issues such as waste, water and sewage, and payment of fees and charges.	Liaise with and advocate on behalf of communities with parastatals, NGOs and private donors.
	Forwards names of prospective CDW candidates from their respective wards for learnership.	Monitor, evaluate and report on the impact of developmental projects.
		Help communities deal with disease (such as TB, HIV and Aids) and intensify education and awareness of sexually transmitted diseases and other health matters.
		Help government achieve the People's Contract of a better life for all.
		Act as resourceful and dedicated public servants.

Source: Handbook for CDW

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2.3 Community Development Workers

CDWs are community-based resource persons who work with other local activists to help their fellow community members obtain information and resources from service providers. The CDWP was initiated by President Thabo Mbeki in his 2003 State of the Nation address, in which he stated that government would create a public service component of multi- skilled CDWs who would maintain direct contact with the people where they lived (IDASA).

The main function of the CDWs is to assist in progressively meeting the communities' needs, helping them achieve their goals, realise their aspirations and maintain their overall well-being. This may include assisting a citizen who does not have an ID to apply for one through the Department of Home Affairs. It may also involve helping a second beneficiary access a child support grant, in the event of the death of the primary beneficiary. The CDWs are also expected to explain government policy to ordinary citizens in the language that they will understand (IDASA).

CDWs must be people who are multi-skilled and knowledgeable about all government departments and services, as their work cuts across all of these.
They must have superb listening and facilitation skills, as they are often called in to act as mediators if and when problems arise in the community. In addition, CDWs must:

(a) live in the very communities in which they work.
(b) show respect towards the people, their norms and values.
(c) realise that they are dealing with a living entity.
(d) acknowledge and accept leaders.
(e) be open about their positions and tasks.
(f) get to know people and their circumstances.
(g) deepen their insights into people's needs and resources.
(h) begin to identify local structures with which they can work.
(i) promote partnerships between themselves and local structures, such as Ward Committees and

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(j) exchange information, guide and provide expertise as well as enable, advocate and catalyse action (IDASA).

They work as community facilitators, focusing on finding solutions to identified needs and blockages by interacting with national, provincial and local government structures. Their training combines both class based and in-service training (South Africa info).

Speaking at the launch of the CDWP in Winterveldt in the Western Cape in November 2005, the former Minister of Public Service and Administration, Ms Geraldine Fraser-Moleketi, urged the workers to help ensure that government was based on the will of the people, and encouraged them to work, live, walk and talk to people in their language (South Africa info).

Steady progress has been made in the delivery of services since the advent of a democratic and developmental state in 1994. Government is aware of the challenges facing local government service delivery, particularly in the rural areas, where progress in service delivery has been slow. During the Presidential Izimbizo's, the gap between government's delivery efforts and communities' ability to benefit from that delivery was highlighted repeatedly. Government service delivery at national, provincial and local levels is not always appropriate or not always reaching the intended recipients effectively, hence the introduction of CDWs (IDASA).

The CDWs Programme is essential for:

(a) assisting in removing development deadlocks.
(b) strengthening the democratic social contract.
(c) advocating an organised voice for the poor and
(d) an improved government community network (IDASA).
(e) the CDWP is coordinated by all three spheres of government (national, provincial and local). Cooperative Governance and Traditional Affairs (COGTA) facilitate the relationships between these three spheres around CDWs, while the

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Department of Public Service and Administration (DPSA) is responsible for the overall coordination of the Programme. Provincial Administrations are the employers of the CDWs, while SALGA and Municipalities provide workplaces for the CDWs and create the necessary environment for them to perform their duties. Finally, Provincial Local Government Associations and the offices of the Speakers within Municipalities are tasked with overseeing the creation of an enabling environment for CDWs (IDASA).

In discharging their duties, CDWs must interact with Ward Committees and Ward councillors. They serve the same constituencies, hence the need to work together and complement each other. They contribute in ensuring that government meets its target with regard to service delivery and poverty alleviation (South Africa info).

2.4 Legislative Framework

The CDWP as a concept was not introduced as a legislative enactment but rather as a policy decision that emanated from an announcement by the former State President, Mr. Thabo Mbeki in his State of the Nation Address to Parliament on 14 February 2003.

The following pieces of legislations, regulations and policies were consulted for the purpose of this research:

2.4.1 Constitution of the Republic of South Africa

The Bill of Rights incorporated in the *Constitution of the Republic of South Africa of 1996* (Chapter 2) is a cornerstone of South Africa's democracy. It enshrines the rights of all citizens of our country and affirms the democratic values of human dignity, equality and freedom.

According to Sections 152 and 153 of the *Constitution of the Republic of South Africa of 1996*, local government is in charge of the development process in municipalities, as well as municipal planning. The constitutional mandate to relate its management, budgeting and planning functions to its objectives, gives a clear indication of the intended purposes of municipal integrated planning, namely to:

(a) ensure sustainable provision of services;

(b) promote social and economic development;

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(c) promote a safe and healthy environment;
(d) give priority to the basic needs of communities; and
(e) encourage involvement of communities (Department of Provincial and Local Government, 2001).

The above constitutional principles should be viewed as the promotion of democracy at local level. This, according to the *Constitution of the Republic of South Africa of 1996*, should be the central role municipalities must play. This level of government should enable the public to participate in decision-making and also determine their future. Local authorities should, therefore, create an atmosphere conducive for communities to participate meaningfully in all municipal decision-making processes.

2.4.2 Public Service Act 103 of 1994

Since CDWs are appointed by the Provincial Government in terms of the *Public Service Act of 1994*, they are public servants and subject to the provisions of the said Act.

2.4.3 Local Government: Municipal Systems Act 32 of 2000

Section 3 of the *Local Government*: *Municipal Systems Act,* Act 32 of 2000 reinforces the notion that municipalities must exercise their executive and legislative authority within the constitutional system of co-operative government and that organised local government must seek to facilitate compliance with the principles of co-operative government and intergovernmental relations.

While Chapter 4 of the *Local Government*: *Municipal Systems Act,* Act 32 *of* 2000 states that, "*a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose — encourage, and create conditions for the local community to participate in the affairs of the municipality, including in preparation, implementation and review of its Integrated Development Plan (IDP), contribute to building the capacity of the community to participate in the affairs of the municipality and councillors and staff to forge community participation*." It further consolidates the requirements of the *Local Government: Municipal Structures Act,* Act 117 of 1998 by stating that participation by local communities in the affairs of municipalities must take place through political structures.

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At the centre of the *Local Government*: *Municipal Systems Act,* Act 32 of 2000 is the need for municipalities to give relevant information to the public. This process could lead to the empowerment of the community, so that it has the capacity to influence the IDP process in a meaningful way.

In terms of Section 26 (a - i) of the *Local Government*: *Municipal Systems Act,* Act 32 of 2000, the core components of an IDP are as follows:

(a) the municipal council's vision for the long- term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs.

(b) an assessment of existing level of development in the municipality, which must include an identification of communities who do not have access to basic municipal services.

(c) the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs.

(d) a spatial development framework, which must include the provision of basic guidelines for a land use management system for the municipality.

(e) the council's operational strategies.

(f) applicable disaster management plans.

(g) a financial plan, which must include a budget projection for at least the next three years; and

(h) the key performance indicators and performance targets determined in terms of section 41 of the *Local Government*: *Municipal Systems Act,* Act 32 of 2000.

2.4.4 Local Government: Municipal Structures Act 117 of 1998

Section 19 (2) of the *Local Government*: *Municipal Structures Act,* Act 117 of 1998, stipulates that a municipal council must annually review the following:

(a) the needs of the community.

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(b) its priorities to meet those needs.

(c) its processes for involving the community.

(d) its organisational and delivery mechanisms for meeting the needs of the community.

(e) its overall performance in achieving those objectives.

The *Local Government*: *Municipal Structures Act*, Act 117 of 1998 is an important milestone with regard to public participation, since it ushered in the establishment of Ward Committees. The significance of these structures is that they institutionalise public participation. Secondly, it encourages a structured public participation process for municipalities that are too big in terms of population size. A structured public participation process in the IDP would encourage the establishment of rules and procedures specifying who is to participate or to be consulted, on behalf of whom, on which issues, through which organisational mechanism, and with what effect (Department of Provincial and Local Government, 2001). Th*e Municipal Structures Act*, therefore, promotes an open and transparent public participation process. The effective functioning of Ward Committees depends on the level of administrative support they receive from municipalities. It is critical that the capacity of Ward Committees be strengthened. Workshops and training programmes on legislation, government policies, leadership and conflict resolution and basic literacy skills are therefore important.

2.5 White Papers and Policy Framework

2.5.1 White Paper on Local Government, 1998

The *White Paper on Local Government of 1998*, gives effect to the new vision of local government entrenched in the 1996 Constitution. The second section the *White Paper on Local Government* puts forward the vision of a developmental local government, which centres on working with local communities to find sustainable ways to meet their needs and improve the quality of their lives and allowing them to have an input on the way in which services are delivered. This indicates that community participation is not an end in itself, but rather a means to achieve a better quality of life for the people and deep

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democracy. It, therefore, requires the active participation of citizens (as voters, consumers and partners in resource mobilisation) in the policy processes. It further encourages public participation in policy formulation and in the monitoring and evaluation of decision-making and implementation through the following mechanisms:

(a) the establishment of forums initiated either within local government or by outside organisations to influence policy formulation or evaluate aspects of local governance.

(b) a structured stakeholders' involvement in committees, particularly those that are dealing with specific issues, such as a new rates policy.

(c) participatory budget initiatives aimed at linking community priorities to capital investment programmes.

(d) the determination of community needs through close consultation when drawing up the integrated development plan.

(e) focus group research to understand the needs of the community.

(f) support for organisational development particularly in marginalised areas where the skills and resources for participation may be less developed than in better-off areas (Department of Local Government and Housing, 2003).

The provisions of the *White Paper on Local Government of 1998* illustrate the need for municipalities to galvanise their efforts and resources, not only to improve the quality of life of the public, but more especially those sectors of society that have been neglected in municipal planning processes. Here special reference is made to women, historically disadvantaged individuals, and those living below the poverty line. Secondly, it states that developmental local government means that it must address issues pertaining to empowerment, democracy and redistribution. Local authorities must not only encourage local democracy, but also actively promote the participation of citizens and community groups in the design and delivery of municipal programmes. Municipal Councillors have a critical role to play in this process, because if they fail to engage communities in the affairs of Council, the new mandate of local government, as envisaged in the *White Paper on Local Government of 1998*, would be compromised.

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The *White Paper on Local Government of 1998* supports the central principle of the Reconstruction and Development Programme of 1994 and the Batho Pele principles, because it requires local government to encourage the participation of the public on the level and quality of service that they receive, and to communicate courteously, and to give citizens full and accurate information about the public services that they are entitled to receive. These principles also endorse the concepts of openness and transparency. In terms of the Batho Pele principles, the development of a service-oriented culture requires the active participation of the wider public, with municipalities requiring constant feedback from service users in order to improve their operations (McNann Xaba and Associates, 2004).

It is, therefore, incumbent upon local authorities, in observing the policy and legislative framework, to set up structures that would enable the public to influence the budgetary, planning, implementation and monitoring processes of local authorities. Change management programme must be introduced, so that the culture of non-participation in municipalities can be transformed. Officials need to understand the value of their clients in municipal business, encouraging the notion of high quality service delivery in line with the Batho Pele principles (Idasa Website, 2010). Theron (*in the Cape Times 9/10/23)* states that, "*it is not clear if municipal officials who need to implement, with the participation of local communities, a particular IDP, fully comprehend the appropriate concepts, purposes, context and strategy regarding development planning and programme/project management, neither are they exposed to new thinking and training in this regard*".

The shift in philosophy and strategy from service delivery to a "*development orientation*" calls upon local government officials to become "*change agents*" (Burkey, 1993: 76). According to Theron (2005:138), the new type of "change agent" is now challenged to act not only as, for argument's sake, a municipal housing manager, but as a housing "*expert, guide, enabler, advocate and mediator, who, through managing appropriate public participation strategies in partnership with his/her stakeholders, engages in a mutual social learning process, builds his/her as well as the stakeholder's capacity; empowers himself/herself as well as the*

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stakeholders and finally, delivers a sustainable end product based on local Indigenous Knowledge Systems (IKS) and participatory input, from stakeholders".

2.5.2 National Policy Framework for Community Development Workers (CDWs) in South Africa 2004

The concept of CDWs in local government would have favourable consequences for participatory governance. The idea was well articulated by former President Thabo Mbeki in his 2004 State of the Nation Address (SONA) in which he stated: *"Government will create a public service echelon of multi-skilled Community Development Workers (CDWs) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices* "(Department of Provincial and Local Government, 2004).

The key responsibilities of CDWs are to bring government closer to the people. These learners are recruited from the communities in which they live. Therefore, they have a better understanding of the dynamics and needs of the citizens they serve. This enables them to enter communities, facilitate stakeholder interaction, and make effective interventions. The critical role that CDWs must perform is that of promoting and encouraging public participation at local government level. This, therefore, means that the CDWs must be aware of the integrated development plans, as stated in the *White Paper on Local Government of 1998* and the *Local Government*: *Municipal Systems Act*, Act 32 of 2000, which both require public participation.

The critical element with regard to CDWs is the institutional and support framework provided by the different spheres of government, for example, the programme formulation is the primary responsibility of the national sphere; the province undertakes research, inter alia to identify districts affected by poverty; and local authorities must assess the needs of the public and work together with ward development associations.

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The latter is responsible for planning and take cognisance of IDPs (Department of Provincial and Local Government, 2004).

The management and control of CDWs will take place in ward development associations (where the CDWs will be deployed), which will work together with Ward Councillors. The Programme supports the ideas promoted by the *Constitution of the Republic of South Africa of 1996* and the relevant local government legislation concerning the promotion of participatory democracy. It envisages a structured participatory framework, which ultimately leads to social learning and cohesion, building trust in and credibility for the planning process and inculcating a sense of ownership of the development process (Department of Provincial and Local Government, 2004). These ideas are articulated by the International Association for Public Participation (2000) and the Manilla Declaration on People's Participation and Sustainable Development (1989).

2.5.3 White Paper on the Transformation of Service Delivery (Batho Pele) 1997

Batho Pele is from Sesotho origin, meaning *People First*. It is the name of the South African government's programme for transforming public service delivery from an inefficient bureaucracy, with an overemphasis on rules, to an efficient, streamlined organisation with a culture of customer care, in which the needs of all the citizens of South Africa are truly served, irrespective of race, gender or creed. This programme is set out in the *White Paper on Transforming Public Service Delivery (Government Gazette No. 18340, dated 1 October 1997),* which stipulates that the guiding principle of the public service in South Africa shall henceforth be that of service to the people. Batho Pele seeks to do this by calling on public sector organisations to deliver responsive and quality services in terms of its eight national principles. These principles are:

1. Consultation

All relevant role-players, especially citizens, must be consulted on how service delivery should be taking place and must, whenever possible, be given a choice about the services that are offered**.**

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2. Service standards

Citizens must be told what level and quality of public services they will receive so that they are aware of what to expect.

3. Access

All citizens must have equal access to the services to which they are entitled.

4. Courtesy

Citizens must be treated with courtesy and consideration.

5. Information

Citizens must be given full, accurate information about the public services they are entitled to receive.

6. Openness and transparency

Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge. This is a policy of 'no secrets in Government Service'.

7. Redress

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

8. Value for money

This principle recognizes the fact that services are sponsored by the citizens in the form of taxes and must therefore be provided economically and efficiently in order to give citizens best value for money (White Paper on Transforming Public Service Delivery, 1997).

Developmental local government should put people first, because development is about people, for the people.

As civil servants, CDWs must adhere to Batho-Pele principles when they interact with members of the public.

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2.5.4 White Paper on Traditional Leadership and Governance of 2003

The foreword to the *White Paper on Traditional Leadership and Governance* provides that: "*The White Paper marks a new era. It opens a chapter for the institution of traditional leadership to work closely with government in the reconstruction and development of the rural areas. The task of building a democratic state requires the values enshrined in the Constitution are shared by all South Africans*." In terms of the key focus areas of the Master Plan for the CDWP, CDWs are required to:

(a) strengthen civic services;
(b) strengthen social well-being; and
(c) stimulate Local Economic Development.

The area of influence of CDWs will also cover the traditional areas and also assist with the reconstruction and development of the rural areas (National CDW Policy, 2009).

2.5.5 National Policy Framework for Public Participation of 2007

The *White Paper on Public Participation of 2007* acknowledges that CDWs can play a supportive role to Ward Committees by:

(a) ensuring that Ward Committees and civil society are informed on government support and services;

(b) encouraging Ward Committees and civil society to engage with opportunities in identifying needs and building on strengths by facilitating Community– Based Planning (CBP) locally;

(c) supporting the implementation of community activities and projects by community structures such as community workers and Community-based Organisations; and

(d) providing technical support (for example, compiling reports and documents) to Ward Committees to monitor community projects and to account to communities and municipalities (National CDW Policy, 2009).

CDWs must act as vehicles for promoting public participation, fostering good governance at local government level. In order to promote public participation, CDWs and Ward Councillors as change agents must mobilise various stakeholders represented in the Ward

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to participate effectively in the development of their Ward. This can happen only if CDWs act as strong links between communities and municipalities.

2.5.6 Community Development Workers Programme (CDWP) Master Plan of 2008

The CDW Master Plan is intended to be the starting point for the Programme, as it moves from incubation to consolidation. The rationale for the plan is to position the CDWP within the government's Access Strategy and service delivery thrust. The framework, therefore, intends to define the terrain that the CDW cadres occupy and with whom they should collaborate. It must be emphasised that the Master plan is a strategic document aimed at providing a generic framework to guide the work of the Community Development Workers Programme and of each of the community development workers deployed across the country (CDWP Master Plan, 2008).

> Let all stakeholders, among whom CDWs, reach consensus on how best to lead and build "*participatory change agents...who are supported financially and functionally by a range of government spheres and departments*" (A Handbook, 2004:14).

2.5.7 Grassroots Innovations: Community Development Workers Handbook

The CDW Handbook is used as a guide for CDWs to help them to improve their understanding of their roles and responsibilities. The Handbook also provides information about the CDW Learnership Programme (how long it will take to finish the learnership, what will be expected of them, and how the learnership will be conducted). The Handbook provides useful information on related topics, such as how to convene meetings, write reports and compile a profile of the community one works in. It spells out the various ways in which CDWs can work effectively and efficiently (Browne, Patel and Mpondo, 2005:4). The following section will deal with public participation in more detail.

2.6 Public Participation

The conceptualisation of public participation in the international sphere and its link to sustainable development will be briefly discussed in this section. An attempt will be made to focus on how these ideals, as conceptualised in international agreements, have been incorporated in the South African policy and legislative framework. The International

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Association for Public Participation (2000) views public participation as decision-oriented. It states that its greatest benefit is its contribution to achieving sustainability. For a policy, programme, project or a plan to be sustainable, it has to take into consideration all three dimensions of sustainability, namely economic growth, social equity and ecological integrity. Public participation, therefore, assists decision-makers in establishing the point of sustainability for each project by contributing essential local knowledge and wisdom to project planning and design, and clarifying the degree to which stakeholders are willing to accept or live with trade-offs. The International Association for Public Participation (2000) further mentions that public participation assists decision-makers in making informed decisions about the sustainability of a proposed policy, programme, project or plan (International Association for Public Participation, 2000).

This notion of people-centred development, as discussed above, is also endorsed by the Manilla Declaration on People's Participation and Sustainable Development (1989). The following three principles are basic to people-centred development:

(a) sovereignty resides with the people, the social actors of positive change. Freedom and democracy are universal human aspirations – the sovereignty of the people is the foundation of democracy– the legitimate role of government is to enable the people to set and pursue their own agenda.

(b) to exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people must control their own resources, have access to relevant information, and have the means to hold the officials of government accountable. Freedom of association and expression, and open access to information, are fundamental to the responsible exercise of this sovereignty. Governments must protect these rights. People from all countries must work together in solidarity to ensure that governments accept and act on this responsibility.

(c) those who would assist the people with their development must recognise that it is they who are participating in support of the people's agenda, not the reverse; the value of the outsider's contribution will be measured in terms of the enhanced

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capacity of the people to determine their own future (Theron and Meyer, 2000: 157-158).

The significance of the above declaration is the reality that development efforts cannot succeed without an authentic and sustainable public participation process. The efforts of local government officials will be measured according to the role they have played in contributing to good governance, as discussed in Chapter 1, and of building the capacity of communities to engage effectively with local authorities and shape their desired destiny. These ideas are further reinforced by the International Association of Public Participation (2000), which has identified core values for public participation, namely:

(a) the public should have a say in decisions about actions that affect their lives.

(b) public participation includes the promise that the public's contribution will influence the decision.

(c) the public participation process communicates the interests and meets the needs of all participants.

(d) the public participation process seeks out and facilitates the involvement of those potentially affected.

(e) the public participation process involves participants in defining how they participate.

(f) the public participation process provides participants with the information they need to participate in a meaningful way.

(g) the public participation process communicates to participants how their input affected the decision (Theron *et al*, 2000).

The International Association of Public Participation is a manifestation of the international trend that puts emphasis on the decentralisation of decision-making and further endorses the notion of participatory development planning with recipients or the public, so that they can exercise ownership of the development process, thereby empowering themselves. The core values, as suggested by The International Association of Public Participation, also encourage officials to change their thinking with regard to public participation, and accept that communities have knowledge about their own environment and needs. The shift in mindset will encourage a bottom-up approach to

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development planning. International thinking on public participation is well captured in the South African legislative and policy framework on local government. The following discussion focuses on this framework.

Rahman (1993:150) emphasises that public participation can achieve real meaning only if the people concerned, in an organised framework, pool their efforts and any other resources, to attain the objectives they set for themselves. In this regard, participation is viewed as an active process in which the participants take initiatives and action that are stimulated by their own thinking and deliberation, and over which they can exert effective control. The conceptualisation of participation is that participation should tap into the energies of the public so that they are able to assume ownership of the development process.

The Rahman's view is shared by Burkey (1993:56), who argues that, "*participation is an essential part of human growth, which is the development of self-confidence, pride, initiative, creativity, responsibility, and co-operation*". Burkey (1993:56) further states that the first step in achieving genuine participation is the, "*awareness of the beneficiaries about their own situation, the socio-economic reality around them, their real problems, the causes and what measures they can take themselves to begin to change their situation*".

In describing public participation in the policy making process, Meyer and Cloete (2000:104-109), mention that authentic public participation takes place through the following four steps,

(a) the "*involvement*" of legitimate and democratically elected political representatives – these representatives receives policy mandates in elections or exercises their discretion as elected representatives of the community. They are also expected to report back to their voters regularly in order to obtain ratification of their decisions on behalf of the community.

(b) the "*involvement*" of leaders of legitimate organizations, which represent community interests (e.g. civic, cultural, religious, welfare and other organizations – there must also be feedback from these leaders to their constituencies in order to legitimise their actions.

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(c) the "*involvement*" of individual opinion leaders in the community – these leaders can influence prevailing opinions if they are highly regarded and respected by the community.

(d) the direct "*involvement*" of ordinary members of the public in mass activities (e.g. attendance of public meetings, participation in protest marches, consumer boycotts and other types of direct mass action) - the numbers involved in these actions are indicative of the support expressed by the community for the cause concerned (Meyer and Cloete, 2000:104-109).

Following from the above concept of public participation, one may conclude that through participation, ordinary people are given an opportunity to have a say in how their environment should be planned and developed, and to influence the final outcome of planned action. Most importantly, public participation helps to overcome a sense of hopelessness, because it increases the public's sense of efficacy, namely the belief that the ordinary citizen has the ability and competence to influence local government. In doing so, public participation changes dependency into independency. Through active participation in the decision–making process, the level of criticism that local authorities receive decreases. This may be caused by the high level of public confidence and credibility that a municipality receives. Other advantages of public participation relate to:

(a) exchange of ideas between the public and the municipality – this is one of the principles provided in *White Paper on the Transformation of Service Delivery (Batho Pele)*of 1997). This free flow of information will promote cooperation amongst relevant stakeholders.

(b) participation provides people with a direct interest in community issues, because they want to see something being accepted and implemented.

(c) public education and responsible citizenry – the benefit of participation is that people are more likely to be committed to a project or policy if they were part and parcel of its planning and preparation – the benefit of public participation is the enhancement of the quality of citizenship – people will be able to contribute to the debate, be aware of the problems and the difficulties in finding solutions. It is therefore, an essential

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component of human development – participation increases the public's awareness of its moral and social responsibilities towards the improvement of the quality of local government.

(d) participation is a means of obtaining information about local conditions, desires, needs and attitudes – it can also stimulate an understanding of and a sense of commitment to human needs among municipal officials.

(e) participation is a means of fostering equality, meaning that citizens have an equal opportunity as to exert influence in decision–making.

(f) interaction with the public, enhancing the potential for local government to meet the expectations of the community, which could also lead to a more responsive municipal government (*The White Paper on Traditional Leadership and Governance*, 2003:12-24).

Meyer and Theron (2000:4-5), in view of the above explanations, view public participation as part of the "*building blocks of community development*," which entail social learning, capacity-building, empowerment, sustainability and self-reliance. According to Masango (2002:53) the public may also include individual citizens, community groups and interest groups. Masango (2002:53) argues that public participation should therefore mobilise the participation of members of the public who are active and interested in the issue at stake. To this end, Craythorne (1997:99) aptly states, "*the secret of public participation is to ensure that the relevant 'publics' are approached on any particular issue*."

The following section will briefly outline community development as a concept and its relevance to community development programme.

2.7 Public Administration

Stillman, 1983:2 defines public administration as the management of scarce resources to accomplish the goals of public policy. It involves the coordination of all organized activity having as its purpose the implementation of public policy. Public administration is also a cooperative effort in a public setting; it covers the executive, legislative and judicial, formulation of public policy and is thus part of the political process. It is

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different from private administration but works in partnership with private groups in providing services to the community. While Chapter 10 of the Constitution of the Republic of South Africa, extends public administration by identifying basic values and principles governing public administration as follows:

"195. (1) Public administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:

(a) a high standard of professional ethics must be promoted and maintained.

(b) efficient, economic and effective use of resources must be promoted.

(c) public administration must be development-oriented.

(d) services must be provided impartially, fairly, equitably and without bias.

(e) people's needs must be responded to, and the public must be encouraged to participate in policy-making.

(f) public administration must be accountable.

(g) transparency must be fostered by providing the public with timely, accessible and accurate information.

(h) good human-resource management and career- development practices, to maximize human potential, must be cultivated.

(i) public administration must be broadly representative of the South African people, with empowerment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

(2) The above principles applies to –

(a) administration in every sphere of government;

(b) organs of state; and

(c) public enterprises.

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(3) National legislation must ensure the promotion of the values and principles listed in subsection (1).

(4) The appointment in public administration of a number of persons on policy considerations is not precluded, but national legislation must regulate these appointments in the public service.

(5) Legislation regulating public administration may differentiate between different sectors, administrations or institutions.

(6) The nature and functions of different sectors, administrations or institutions of public administration are relevant factors to be taken into account in legislation regulating public administration."

Political/Administration dichotomy has historically always been an issue in public administration. It is difficult to separate the roles of political and administrative leadership in practice. In theory, one determines and develops policy, while the other implement. In practice, this is not actually true, as officials also play an important role in policy development.

2.8 Community Development

De Beer and Swanepoel (1998: 7-8) state that community development is a bottom-up approach, which avoids a blueprint (top-down approach). This approach envisages development programmes arising from a learning process, in which the local people and programme staff have an equal share and in which their knowledge and resources are shared to establish a programme. De Beer and Swanepoel (1998: 7) further point out that such a programme can succeed only when unity can be obtained between:

(a) the needs of the "*target group*" and the aims of a programme (i.e. the programme must address their "felt" needs; and

(b) the formulation of needs and the power (of participants) to make decisions (i.e. the participants must be in a position to decide on their needs and on what to do with them).

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In terms of the above view, citizens are called on to be "*visionaries*" for their communities – to articulate a desirable future and the broad strategies to achieve their preferred destiny. In essence, community development requires that the public be active, contribute new ideas and add legitimacy to the process. On the side of local authorities, the productive engagement of the public as partners can leverage public resources to multiply improvement of results for communities.

Gilchrist (2000:346-352) argues that a "well-connected community" is a vital component of community development, because it creates a robust, yet flexible, form of collective action. If the purpose of community development is to develop a community, it can be redefined as enhancing people's capacity to network both individually, collectively and through social institutions. Gilchrist (2000: 346-352) mentions that through, "networks in a community, experience and expertise is shared and this creates synergy by harnessing solidarity and self-help to a common- purpose". It is through these networks that opportunities for interaction, mutual learning, and the development of relationships based on trust as well as respect, are provided. It is also through these networks that self-reliance and capacity-building are promoted.

2.9 Community–Based Planning

Community-based planning is a form of participatory planning designed to promote community action and link to the IDP. Community-based planning empowers communities to plan for themselves, to enable local government to understand and plan better for community needs. It encourages a bottom-up approach to planning, as opposed to the customary top-down approach. Only an informed community can decide its own destiny. It presumes that people who live in a community should have the right to set the course for their future. Community-based planning, in addition to fostering community involvement, also creates a sense of community ownership for service delivery and development. More importantly, community-based planning ensures that the poorest of the poor and the marginalized sectors of society take part in local governance. It is only when people are empowered that they can make local government accountable (IDP Guide Pack, 2001:4).

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Community-based planning strengthens all other participatory approaches. It closes the gap between municipalities and community and Ward Committees, and between Ward Committees and communities, in key policy decisions, thereby institutionalising structured public participation. This has an impact on the IDP and Budget (IDP Guide Pack, 2001:7).

2.10 Concluding Remarks

This literature study has reviewed the research done by various authors relating to the Community Development Workers Programme and public participation. Participatory democracy is a situation where communities are given the opportunity to actively participate in matters that involve them, thereby influencing municipal – decision and policy–making processes. In the case of municipalities, for example the Bitou Municipality, Community Development Workers are appointed to serve as the link between the government and community members to ensure that government services are accessible to the community.

The CDWP is relatively new and in its infancy stage. It is a very important development programme in the context of the social, political and economic history of South Africa. There is still much work to be done at national, provincial and local structures for the effective implementation and roll–out of the CDWP.

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CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

Clough and Nut-Brown, 2007:32 states that the aim of methodology is to describe and analyse methods, throwing light on their limitations and resources, clarifying their suppositions and consequences, and relating their potentialities to the twilight zone at the frontiers of knowledge. It is to venture generalisations from the success of particular techniques, suggest new applications, unfold the specific bearings of logical and metaphysical principles on concrete problems, and suggest new .

The methodology controls the study, dictates the acquisition of data, contrives an approach so that the meanings that lie below the surface of those data become manifest, and finally issues a conclusion or series of conclusions that leads to an expansion of knowledge. Research methodology has two primary functions:

(a) to control and dictate the acquisition of data;
(b) correlate the data after acquisition and extract meaningfulness from them (Leedy, 1997:9).

The purpose of this research is to analyse and understand the relationship of Community Development Workers with service delivery. The purpose of this chapter is to offer insight into the research methodology used in this study. The specific objectives included, are to examine:

(a) research methodology
(b) research design
(c) data analysis methods
(d) sampling methods
(e) identify ethical issues related to the research process.

3.2 Research Methodology

According to Welman, Kruger and Mitchell (2005:2), research methodology considers and explains the logic behind research methods and techniques. It therefore has a much wider scope than research methods. A methodology shows how research questions are

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articulated with questions asked in the field. Its effect is a claim about significance (Clough and Nut-Brown, 2007:32).

Research methodology focuses on the research process and the kind of tools and procedures to be used, the individual steps in the research process and the most objective procedures to be employed (Babbie and Mouton, 2001:75).

In supporting Babbie and Mouton, Henning, Van Rensburg and Smit (2004:36) state that research methodology refers to the coherent group of methods that complement one another and that have the "*goodness of fit*" to deliver data and findings that will reflect the research question and suit the research purpose.

According to Rao (2005:6), research methodology is the way to solve research problems systematically. Rao (2005:6) also states that research methodology has many dimensions, including research methods. When talking of research methodology, the concern is not with research methods only, but also with the logic behind the methods. When talking of research methodology, the following questions should be answered:

(a) why is the research study undertaken?
(b) what is the definition of the research problem?
(c) how and why has the hypothesis been formulated?
(d) what data should be collected?
(e) what are the methods useful for data collection?
(f) what are the techniques of data analysis?
(g) how to confirm the hypothesis?
(h) how to evaluate the study? (Rao, 2005:6-7).

Leedy (1997:9) states that the core concept underlying all research is its methodology. It is important to follow the research procedures with an intimate understanding that research methodology directs the entire endeavour where critical decisions are made and where the organising, planning and direction of the whole project take place.

The methodology employed in this study is the quantitative approach, using questionnaires as data collection method. The quantitative research design used in this study will generate important information from the target sample, because the preset response choices used to produce results were quantified or enumerated and the data

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analysed by a qualified statistician to produce statistical charts to determine the relationship between CDWs and service delivery in the Bitou Municipality.

3.3 Research Design

Research design is the plan and structure of investigation conceived so as to obtain answers to research questions (Saville, 2008:118). Kerlinger and Lee (2000:449) in Saville (2008:118) state that the plan is the overall scheme or programme of the research. The research design includes an outline of what the investigator will do, from writing the hypothesis and the operational implications to the final analysis of data.

According to Babbie and Mouton (2001:74), a research design is a plan or structured framework of how the researcher intends to conduct the research process in order to solve the research problem. It focuses on the logic of research, and the kind of evidence required to address the research question adequately. Research designs can be classified according to whether they are empirical or non-empirical. Empirical designs that involve empirical data can also be further classified according to the type of data: numerical or textual data (Babbie and Mouton, 2001:74-75). Empirical designs can be further distinguished into primary and secondary data analysis studies (Babbie and Mouton, 2001:104).

Leedy (1997:93) states that research design is the planning and visualisation of data and the problems associated with the employment of those data in the entire research project. Kweit and Kweit (1981:357) in Leedy (1997:93) define research design as the strategy, plan and structure of conducting a research project. It is further stated that research design is not related to any particular method of collecting data or any particular type of data. In principle, research design can use any type of data collection method and can use either quantitative or qualitative data. Research design refers to the structure of an enquiry. It is a logical matter, rather than a logistical one (Leedy, 1997:93).

The research tool that will be used in this study is the structured questionnaire; self-administered questionnaires designed in the form of a Likert scale. The questionnaire contains the response categories "*strongly agree*", "*agree*", "*disagree*", "*neutra*l" and "*strongly disagree*" (Babbie and Mouton, 2001:153). The advantages of structured questionnaires are:

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(a) they are cost-effective when compared with face-to-face interviews.
(b) they are easy to analyse. Data entry and tabulation for most surveys can be easily done with many computer software packages.
(c) they are familiar to most people.
(d) they reduce bias. There is uniform question presentation and no middleman bias; and
(e) they are less intrusive than telephone or face-to-face surveys (Fox and Bayat, 2007:88).

The research design employed in this study is the empirical design. It will be exploratory and descriptive in nature. According to Babbie and Mouton (2001:80), exploratory studies are appropriate for more persistent phenomena, and descriptive studies are appropriate for describing situations and events.

3.4 Quantitative Research Explained

Quantitative research methods were originally developed in the natural sciences to study natural phenomena. Quantitative research focuses on the analysis of information so as to generate quantifiable results. To attain this goal, quantitative research uses statistical techniques to generate and analyse quantitative data (Mwanje and Gotu, 2001:1-2).

Quantitative research also seeks explanations and predictions that will generalise to other persons. The reason is to establish, confirm or validate relationships and to develop generalisations that contribute to theory (Babbie and Mouton, 2001:49). Punch (2004:4) simplifies the description of quantitative research as empirical research in which the data are in the form of numbers. It is indirect and abstract and treats experiences as similar, adding or multiplying them together, or "*quantifying*" them. In the quantitative methodology, the researcher tries to discover "truths" or generalisable cause-effect relationships (Denzin and Lincoln, 2000:8).

In quantitative research methodology, it is essential to explain in simple terms the statistical procedures that will be carried out to investigate the research questions. It is also important to determine the level at which statistical significance will be determined (the 1% or 5% level), and to calculate and assess the meaning of the effective sizes that will be determined to ascertain significance (Maree, 2007:39).

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Rao (2005:4-5) defines a quantitative methodology as an approach that involves the formulation of data in quantitative form, which can be subjected to rigorous quantitative analysis. According to Rao (2005:4-5), quantitative approach can be subdivided into the following:

(a) the inferential approach, in terms of which a database is formulated from which to infer the characteristics or relations of populations.
(b) the experimental approach, which is characterised by much greater control over the research environment.
(c) the simulation approach, which involves the construction of an artificial environment from which the relevant information and data can be generated.

In a quantitative study, key points of different personal, professional and organisational attitudes that appear to have implications for the motivation and experiences of participants in the programme are identified (David and Sutton, 2004:57). According to David and Sutton (2004:57), the analysis of quantitative data is also known as social statistics and is accompanied by a range of statistical and analytical terminology. The analysis process involves the researcher gaining an understanding of the data collected and exploring causal links between different elements of data.

Henning, Van Rensburg and Smit (2004:3) state that in a quantitative study the focus is on control of all the components in the actions and representations of the participants. The variables in this study will be controlled and the study will be guided with an acute focus on how variables are related.

The quantitative research design used in this study will generate important information from the target sample. Quantitative research is perceived to be objective in nature and involves examining and concentrating on measuring the phenomena being studied. It involves the collection and analysis of numerical data and the application of statistical tests (Fox and Bayat, 2007:7). Quantitative research is more focused and aims to test assumptions, whilst qualitative research is more exploratory in nature. Quantitative research concerns aspects that can be counted. One of its most common disciplines is the use of statistics to process and explain data and to summarise the research findings. In general, quantitative research is concerned with systematic measurement, statistical analysis and methods of experimentation (Fox and Bayat, 2007:7).

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3.5 Data Analysis

According to Creswell (1994:153), data analysis requires that:

(a) the researcher be comfortable with developing categories and making comparisons and contrasts.

(b) the researcher be open to possibilities and sees contrary or alternative explanations for the findings.

Fox and Bayat (2007:104-110) state that data analysis is not limited to the mass media, but could also include, transcriptions of personal interviews, political documents and minutes of meetings.

3.6 Sampling

According to Babbie and Mouton (2001:164), sampling is the process of selecting observations. It often centres on the ability of resources to gauge public opinions, such as voting intentions. Despite a history of errors, current techniques are quite accurate. Three official languages are used in the Bitou Municipality, namely Afrikaans, isiXhosa and English. The structured questions will be in English; however, respondents will be allowed to express themselves in the language of their choice.

For the purpose of this study, the sample has been determined on the basis of the number of Community Development Workers and Ward Councillors in the Bitou Municipality. This research will consist of 24 participants, consisting of 18 CDWs and 6 Ward Councillors who will form part of the empirical survey. The sample size of 24 is justified on the grounds of the number of CDWs and Ward Councillors.

3.7 Data Collection

The survey technique has been used to collect the data in the study. According to Neuman (2003:35), survey techniques are often used in descriptive or exploratory research. A survey researcher asks people questions in a written questionnaire, and then records the answers. Surveys give the researcher a picture of what many people think or do. In support of Neuman, Punch (2000:174) states that researchers use multiple sources of data in order to study human behaviour. Several types of data collection may be used in one project. For the purpose of this study, data were collected by means of a questionnaire survey that was distributed to CDWs and Ward Councillors.

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The researcher first requested permission to undertake the survey from the Bitou Municipality. The researcher then distributed the questionnaires to the participants in February 2011 to determine their views. The completed questionnaires were collected after a week. The respondents were assured of complete anonymity.

3.8 Ethical Issues in Research

Ethics in research refers to the appropriateness of the researcher's behaviour in relation to the rights of the individuals who are the subject of the research (Saunder *et al*, 2003:129). According to Leedy and Ormrod (2001:107), most ethical issues in research fall into one of the following four categories:

(a) protection from harm.

(b) informed consent.

(c) right to privacy; and honesty.

The following ethical issues related to the research study have been identified:

(a) how permission will be obtained from organisation.

(b) informed consent.

(c) a guarantee of confidentiality and anonymity.

In order to obtain permission for the intended research a detailed outline of the research problem was presented to the Municipal Manager of the Bitou Municipality and a letter was requested to indicate the support for the research. This letter assisted to assure the respondents of their confidentiality and anonymity when responding to the questionnaire.

In principle, all the participants in the research were offered or given the opportunity to remain anonymous. The participants were informed of the purpose of the research before participating. The issue of the confidentiality of the data collected was discussed and clarified with the participants.

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3.9 Concluding Remarks

In this chapter, an overview was given of the different types of research methodology. Insight into the research methodology used in this research study was offered, as well as the reasons for using the said methodology. Furthermore, the researcher discussed the ethical issues relating to the research study and provided insight into on how these inputs will be addressed.

The following chapter will cover the data analysis and interpretation of the data collected by means of the questionnaire.

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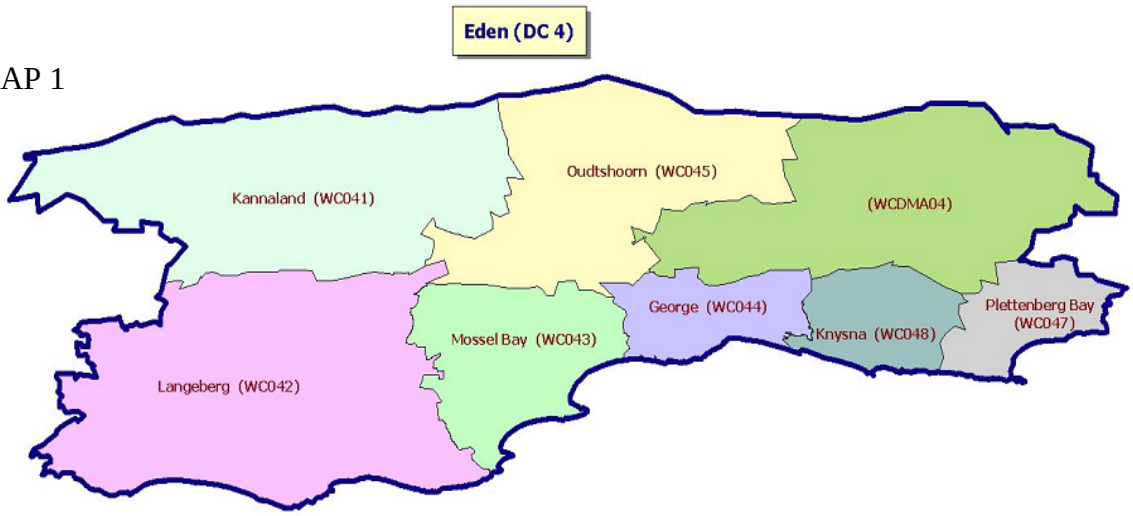
CHAPTER 4

DATA ANALYSIS AND INTERPRETATION

4.1 Background of Bitou Municipality

The Bitou Local Municipality forms part of the Eden District Municipality (see MAP 1) situated in the Southern Cape region.

MAP 1



Source: (South African Demarcation Board).

The Bitou Local Municipality was formerly known as the Plettenberg Bay Municipality. The name change to the Bitou Local Municipality was promulgated in the Western Cape Provincial Gazette Extraordinary 6051, dated 25 July 2003. Currently, the Municipality consists of 6 Wards with 11 Councillors. After the Local Government Elections scheduled for the 18th of May 2011, the Municipality will have 7 wards and 13 Councillors (South African Demarcation Board). The Bitou Municipality comprises of the following areas:

1. Plettenberg Bay Town
2. New Horizons
3. KwaNokuthula
4. Kranshoek
5. Wittedrift
6. Kurland
7. The Crags

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8. Qolweni
9. Bosessgief
10. Green Valley
11. Harkerville

Currently, however, the geographical area of the Municipality (WC047) is 991.84 km² (South African Demarcation Board).

4.2 Introduction

The purpose of this chapter is to report the findings of the empirical survey that was conducted in the Bitou Local Municipality. The methods used to source the primary data, for this research, were explained in Chapter Three. The information collected from the different segments of people, age, gender, qualification and occupation was aimed at achieving the objectives of the study, which is to investigate the role of Community Development Workers in enhancing service delivery in the Bitou Municipality.

The data obtained from the questionnaire are analysed and interpreted to determine the intrinsic meaning and answer to the problem statement. The findings from the data will be discussed and interpreted in terms of the following measurement perspectives, derived from the structure of the questionnaire:

(a) Section A: Biographical information
(b) Section B: Ward Councillor/ Community Development Worker Questionnaire

4.3 Sample and Response Rate

A total of 24 questionnaires were sent out to the CDWs and Ward Councillors of Bitou Municipality: eighteen were for CDWs and six were for Ward Councillors. The questionnaires were hand delivered. Sixteen questionnaires were returned, (eleven from CDWs and five from Ward Councillors) representing a response rate of 67 per cent. According to Saunders, *et al* (2003:156), a high response rate will ensure that a sample is representative of the target population.

The responses by the respondents to the various questions are presented descriptively, in tabular form, as well as graphically. Results of the questionnaire were captured and

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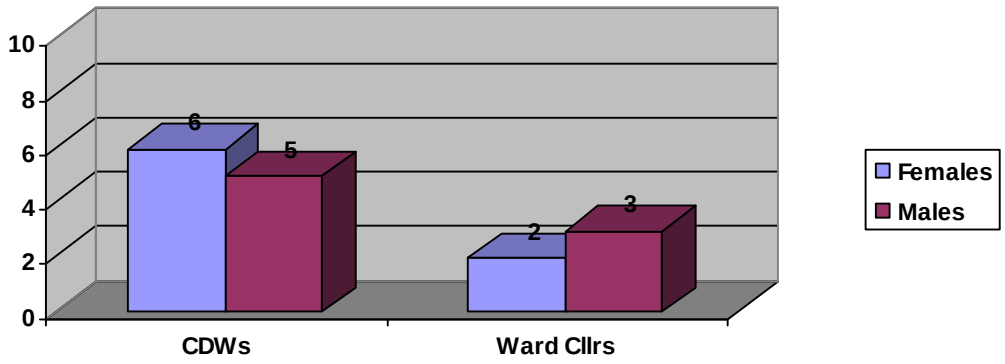
tabulated in a Microsoft Excel spread sheet in order to perform the required statistical analysis of data.

4.4 Description and Interpretation of Biographical Information

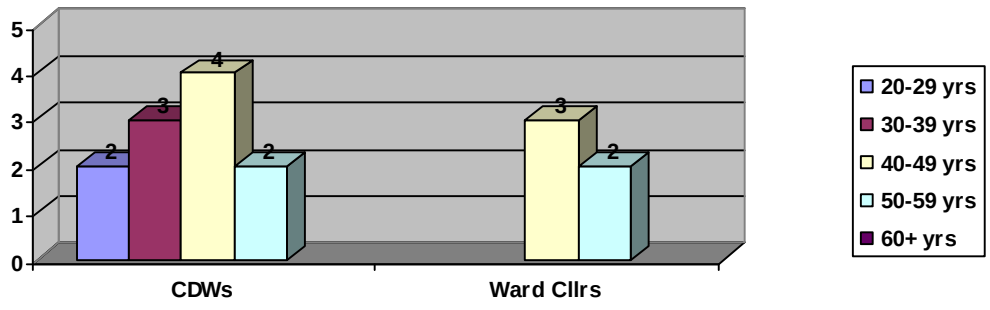
Section A of the questionnaire dealt with the biographical data of the sample population.

FIGURE 4.4.1: GENDER SAMPLE



The results indicate that males and females are more or less equally represented across the Community Development Workers and Ward Councillors. Out of 11 CDWs responded, 6 were females and 5 were males. The same also happened to Councillors, three male and 2 female Ward Councillors responded. This reflects the commitment by the Bitou Local Municipality to address gender equality. This commitment is further manifested in the fact that the Deputy Executive Mayor as well as an additional member of the Executive Mayoral Committee is female Councillors. The fact that so many women serve the community ensures that a more diverse range of matters are discussed in their meetings, as opposed to male dominated meetings.

FIGURE 4.4.2: AGE SAMPLE



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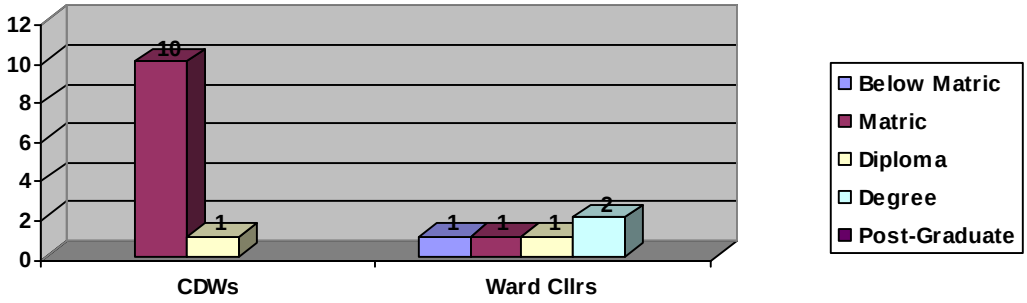
The results indicate that the youth is underrepresented among Community Development Workers and in Ward Councillors in the Bitou Local Municipality. Piper and Chanza (2006) established the same problem in their research of Ward Committees in the Msunduzi Municipality. The end result was that youth issues remained largely ignored. Some of the reasons for this, according to the aforementioned authors, are local political dynamics and the under-resourced Ward Committee system but, most notably, the attitudes of some elders who view the youth as 'too raw' for government. Consequently, the authors argue that, making Ward Committees more inclusive and representative will require challenging some popular prejudices.

One reason that Piper and Chanza fail to mention is the fact that the youth themselves may feel inadequate to represent the youth in community development issues. Nevertheless, it is clear that youth representation on Ward Committees will receive serious attention after the 18 May 2011, local government elections, because more young people were elected to council.

FIGURE 4.4.3: EDUCATIONAL LEVEL SAMPLE



The results indicate that 10 out of the 11 Community Development Workers possess a Matric certificate, while one participating is in possession of a post–matric qualification. Interestingly, 2 out of 5 Ward Councillors are in possession of a degree, while another is in possession of a diploma. The Municipality still has a responsibility to capacitate the CDWs and Ward Councillors with special skills and knowledge that will enable them to function more effectively in their duties, as understanding some of the municipal plans and programmes require a certain standard/level of education.

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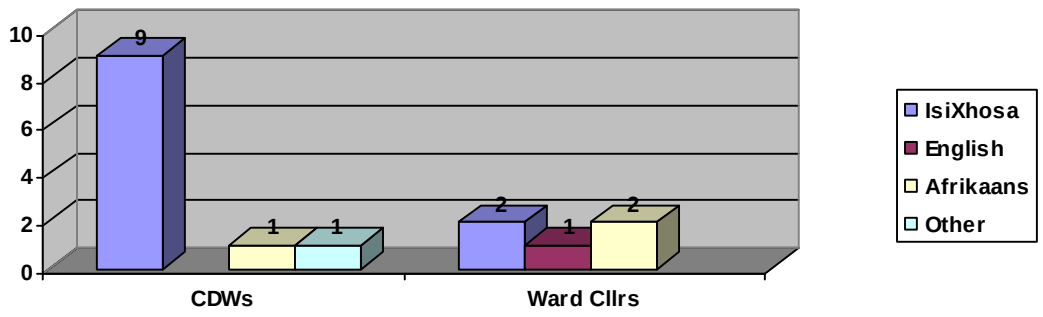
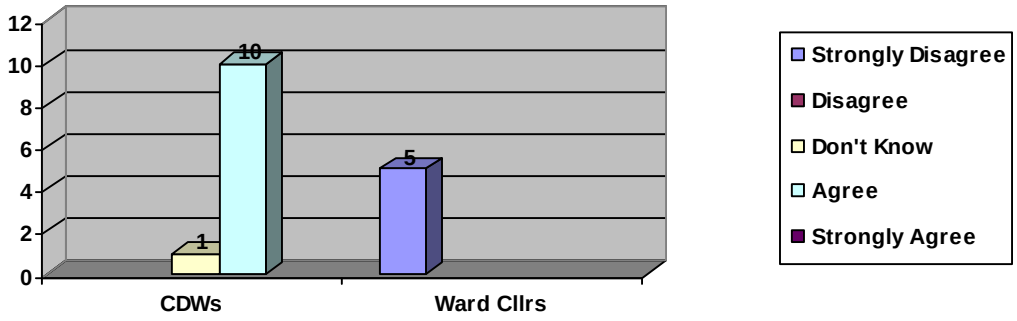
FIGURE 4.4.4: HOME LANGUAGE SAMPLE



The results of the empirical survey indicate that 69% of the respondents use isiXhosa as their home language, 19% utilise Afrikaans, 6% use English while the remaining 6% use other languages.

4.5 Description and Interpretation of Ward Councillors and Community Development Workers Questionnaire

Q1. I clearly understand my responsibility as a Ward Councillor/ Community Development Worker



The results indicate that a high proportion of the respondents (94%) felt confident that they understood their role as Ward Councillors and Community Development Workers. The fact that the Municipality supports and facilitates professional training sessions for Ward Councillors and Community Development Workers needs to be acknowledged in this regard. Therefore CDWs and Ward Councillors clearly understand their role and responsibility in enhancing service delivery.

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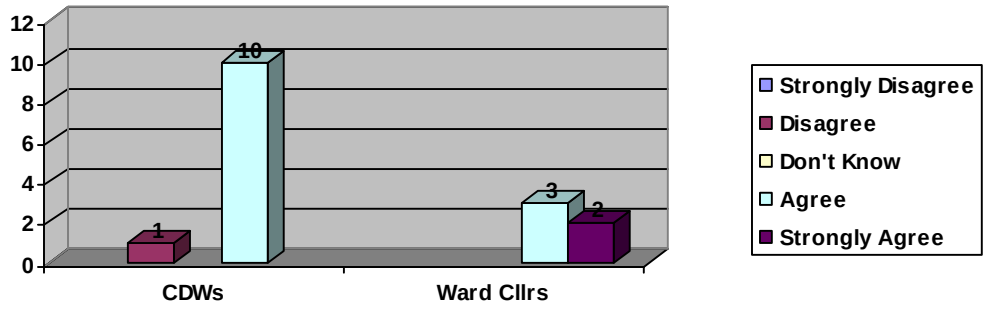
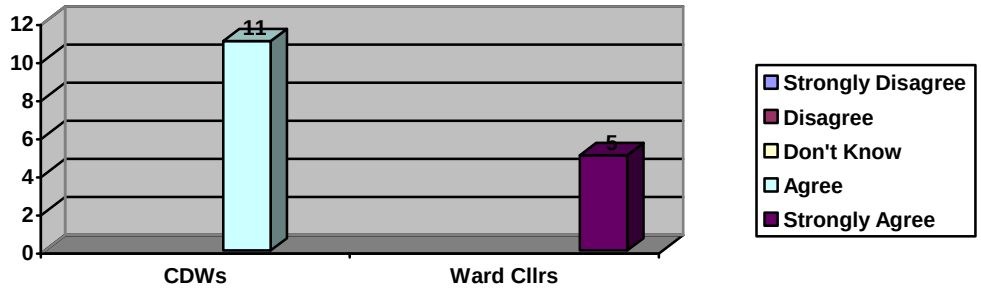
Q2. Ward Councillors/CDWs must have a minimum educational level of a Grade 12 Certificate



The results indicate that a high proportion of the respondents (94%) strongly agreed that CDWs and Ward Councillors should have a minimum educational level of a Matric in order to effectively carry out their responsibilities in their wards. Only 6% disagreed.

Q3. Community Development Workers/Ward Councillors assist in accessing services to the community



The results indicate that 100% of the respondents strongly agreed that CDWs and Ward Councillors assist in assessing services to their communities. The research findings indicate that after the municipality has implemented the CDWP, there has been positive impact on basic services because members of the community, particularly the poor, are now able to access the government services e.g. subsidised basic services (water, refuse collection, electricity etc.), social grants, identity documents and other services through the assistance of their CDWs and Ward Councillors.

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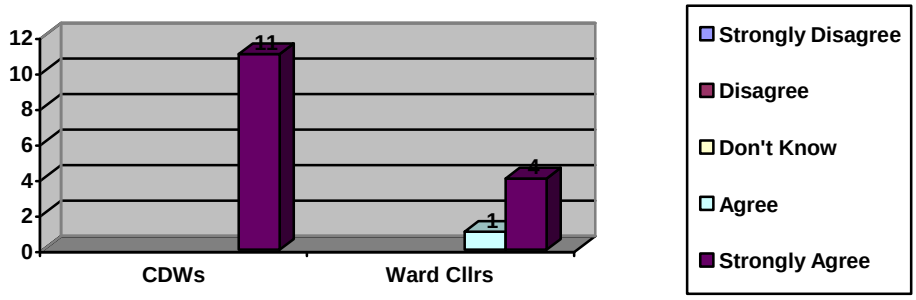
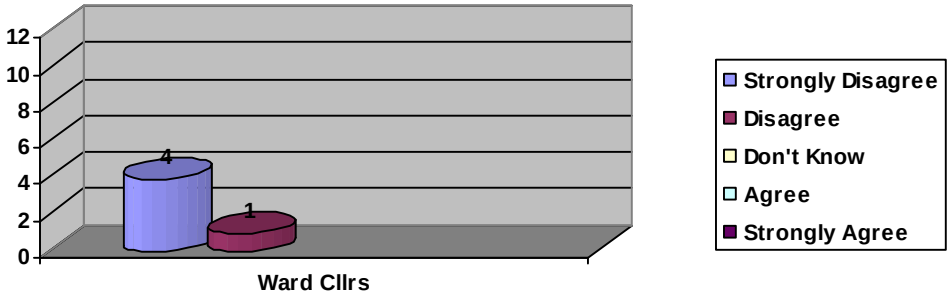
Q4. Community Development Workers/ Ward Councillors must be aware of the challenges faced in their respective wards



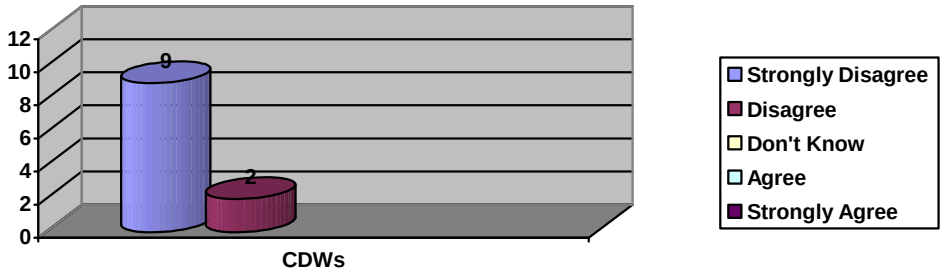
The results indicate that 100% of the respondents strongly agreed that CDWs and Ward Councillors were aware of the challenges faced by their communities.

Q5a. Ward Councillors are not supporting CDWs in performing their functions



The results indicate that 100% of the respondents strongly agreed that Ward Councillors were not supporting CDWs in performing or executing of their duties in the process of building better communities.

Q5b. CDWs are not functioning effectively to enhance service delivery



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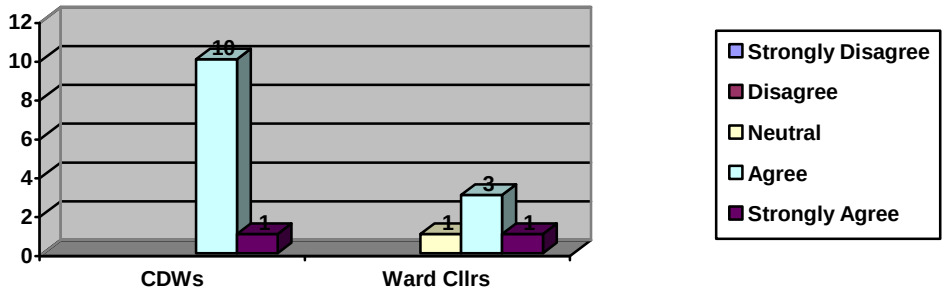
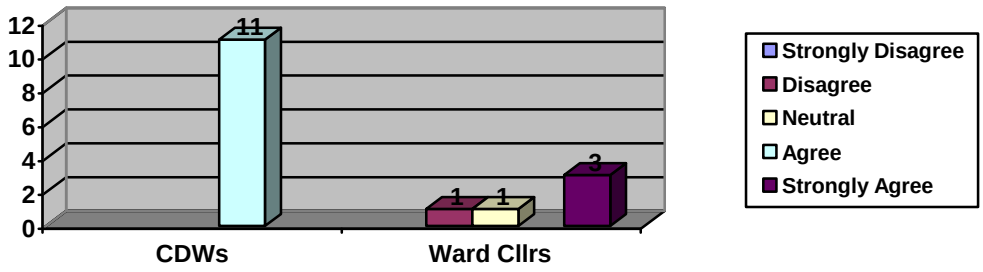
The results indicate that 100% of the respondents strongly disagreed with the statement that they were not functioning effectively to enhance service delivery in the Bitou Local Municipality.

Q6. The living conditions in my ward improved for the better with the introduction of the CDWP.



Only 13% of respondences strongly agreed that the living conditions in their wards had improved for the better with the introduction of the CDWP, while 81% agreed that the conditions had improved and 6% remained neutral.

Q7. There is a very good relationship between CDWs, Ward Committees and Ward Councillors



The results indicate that a high proportion of the respondents (88%) strongly agreed that there was a good relationship between Ward Councillors, Ward Committees and Community Development Workers. This relationship is of critical importance in enhancing public participation in municipal matters. Both Ward Councillors and Community Development Workers should be trained in conflict resolution so as not to cause a breakdown in communication.

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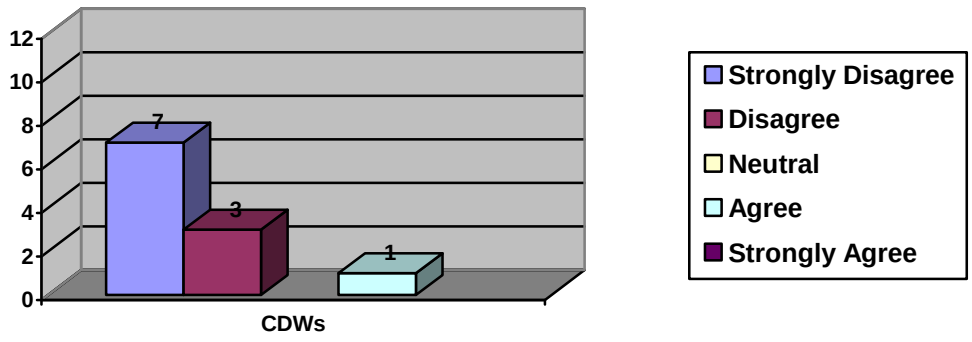
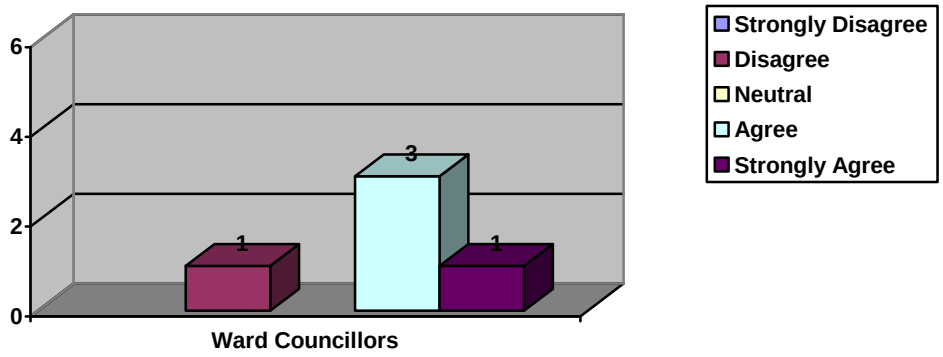
Q8a. CDWs must affiliate to the ruling or majority political party



The results indicate that a high proportion of the respondents (91%) strongly disagreed that CDWs should affiliate to the ruling or a political party in the Council, while only 9% agreed that CDWs must be affiliated to the ruling party. In terms of CDW Policy (2009), CDWs should be appointed on merit as civil servants in terms of the Public Service Act, 103 of 1994.

Q8b. Community members participate in the council decision-making process



Only 20% of respondents strongly agreed that community members should participate in Council's decision-making process, while 60% agreed that community members should be part of the decision-making process and another 20% of respondents disagreed that community members should participate in Council's decision-making process. This is indicative of the fact that more should be done to enhance public participation through Ward Committee meetings.

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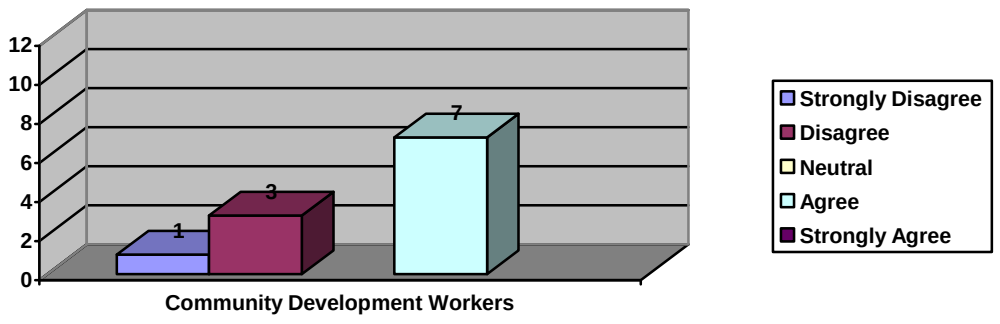
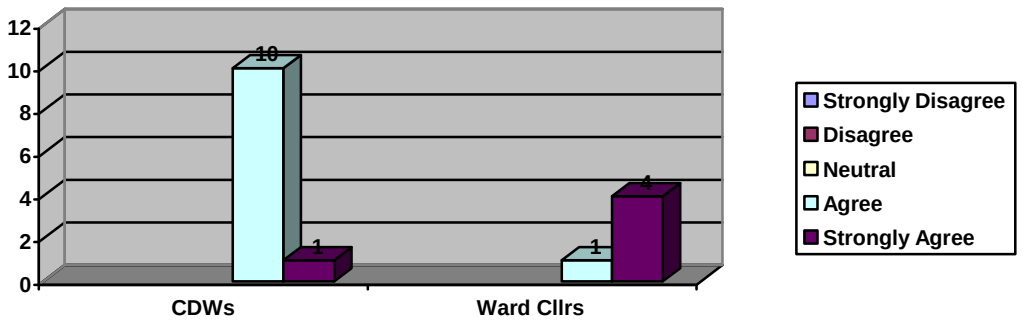
Q9. I have completed the CDW Learnership Programme



Only 64% of the respondents agreed that they had completed the CDW Learnership Programme, 27% disagreed that they had completed the Learnership, while 9% strongly disagreed that they had completed the CDW Learnership. It is cause for concern that 36% of CDWs did not understand nor had knowledge about the CDW Learnership Programme, since a Learnership is a core requirement to be appointed as a CDW. All the current CDWs had been appointed more than four years ago. The Municipality in consultation with the Provincial Department of Local Government and Housing should correct the situation. CDWs should register with the Local Government SETA regarding their Learnership to comply with the requirements of the CDWP, as stipulated in the CDW Handbook.

Q10. CDWs/Ward Councillors regularly attend and participate in ward committee meetings



The results indicate that 100% of the respondents agreed that they regularly attended and actively participated in the Ward Committee meetings. This is indicative of the fact that more should be done to enhance public participation through Ward Committee meetings.

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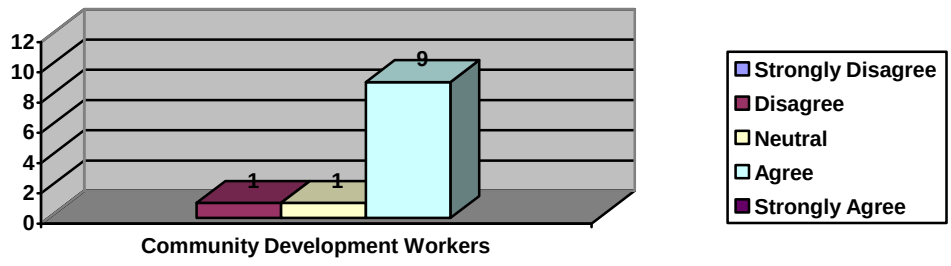
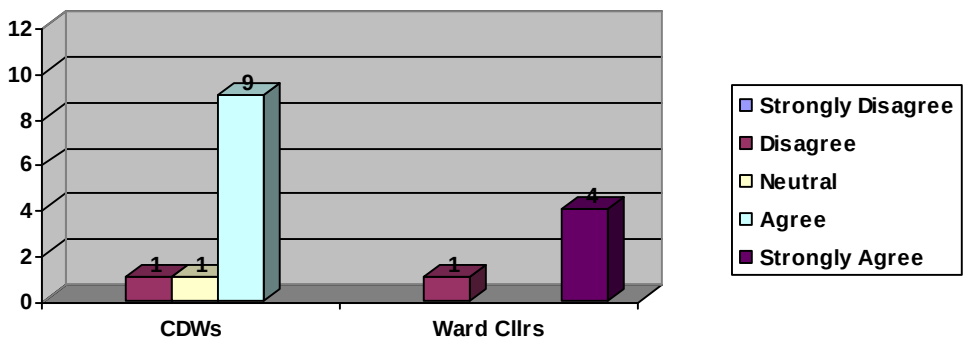
Q11. Bitou Municipality should be responsible for the implementation of the CDWP



The results indicate that 82% of the respondents agreed that the Bitou Municipality should be responsible for the payment of the CDWs, while 9% disagreed and another 9% remained neutral. In terms of the CDW guidelines, Municipalities should play a coordinating role, while the Provincial Government should be responsible for the remuneration of and providing resources and support to the CDWs.

Q12. I am actively involved in the development of the IDP and Annual Budget of the Council as a CDW/ Ward Councillor



The results shows that 25% of the respondents strongly agreed that they were actively involved in the development of the IDP and Annual Budget, while 56% agreed that they had participated in the process and 13% disagreed that they had participated in the development of the IDP and Annual Budget. Only 6% remained neutral about their participation in the IDP development process. Considering that one of the aims of the CDWP is to improve the general conditions in the Wards, this percentage indicates that greater cooperation between the CDWs and the Municipal Council should be pursued.

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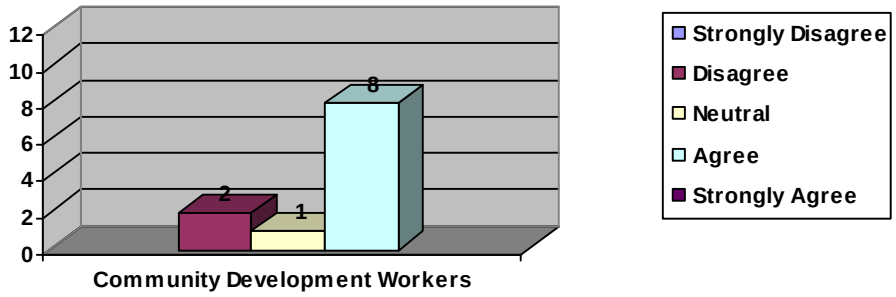
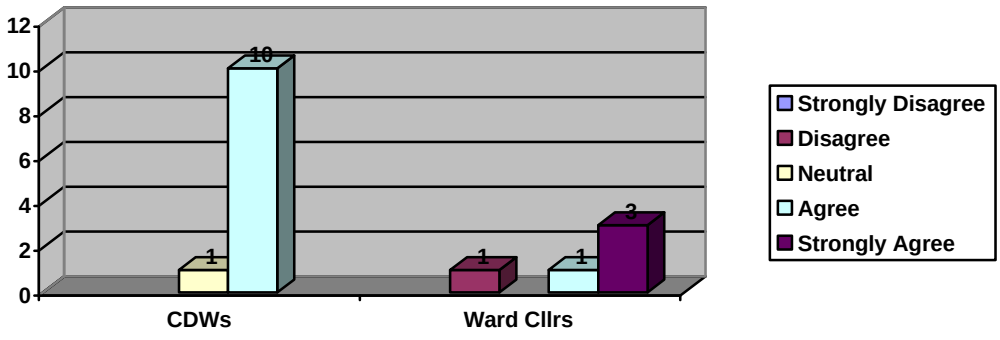
Q13. There is a clear process that the Ward Committee Members and CDWs do not clash or compete in the ward which they serve.



The results indicate that 73% of the respondents agreed that there was a clear process and procedure that prevent Ward Committee members and Community Development Workers from clashing in their wards, while 18% disagreed about the existence of a clear process of operation because they usually clash with Ward Committee members in the execution of their duties. The remaining 9% did not know whether any process or method was in place. It is clear that there has been periods or times where Ward Committees and CDWs are at loggerheads because of unclear role of CDWs and line of authority as Ward Committees are appointed in terms of section 72 of the *Local Government: Municipal Structures Act,* Act 117 of 1998, while the CDWs has no legislative prescription, this conflict usually arise when it comes to the execution of their duties and their remuneration because Ward Committees are merely receiving a stipend for every meeting they attend, while the CDWs receive a normal salary with benefits like any civil servant.

Q14. The Mayoral Executive Committee (MAYCO) and the Council takes into consideration the recommendations of the ward committee meetings before taking decisions



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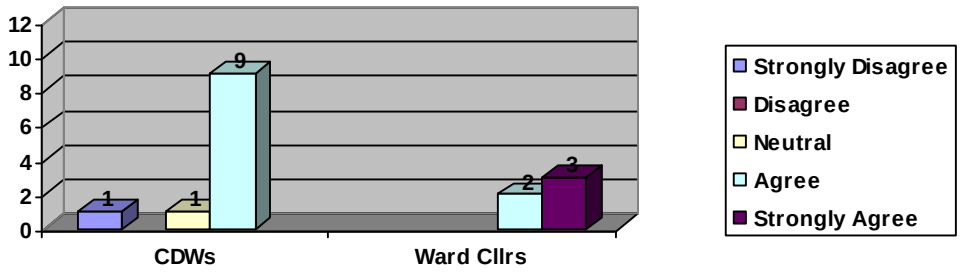
The results reflect that 87% of the respondents agreed that the MayCo and the Municipal Council took into account the recommendations of Ward Committees before taking a decision, while 13% of the respondents disagreed that MayCo took into consideration the recommendations of Ward Committees before taking any decision. It is of concern that 2 out of the 16 respondents strongly disagreed with this statement since Ward Committees are required to communicate their responses to requests and recommendations to residents. This scenario seriously impedes the accountability of the MayCo to Ward Committees and hence the community.

Q15. I am adequately trained and given necessary tools to perform my duties as a Ward Cllr/CDW by the municipality



The results show that 19% of the respondents strongly agreed that they were adequately trained and given the necessary tools to perform their duties, while 69% of the respondents agreed and the remaining 12% disagreed with the statement. The results further confirm that the training sessions facilitated by the Municipality were relevant to the functions of Ward Councillors and CDWs. It is also important, to note that all participating Ward Councillors and CDWs are provided with laptops and cell phones as tools to perform their duties more effectively.

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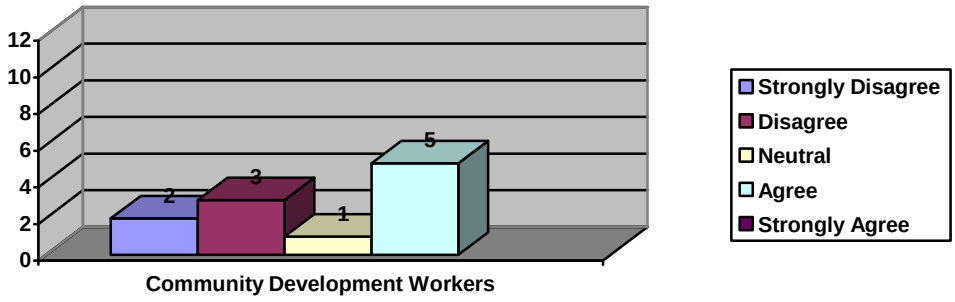
Q16. The Provincial Department of Local Government should be responsible for the payment of my salary at the end of the month



The results show that 18% of the respondents strongly agreed that the Provincial Department of Local Government should be responsible for the payment of CDWs, while 45% of respondents agreed and 27% disagreed with the statement. The remaining 9% remained neutral. In terms of the CDW guidelines, municipalities should play a coordinating role, while the Provincial Government should be responsible for the remuneration and providing resources and support to the CDWs.

4.6 Concluding Remarks

The purpose of this chapter was to present, analyse and interpret the results of the empirical study. The results were presented descriptively, as well as graphically. The overall results indicate that the Bitou Municipality does not adhere to some of the requirements of the CDWP, because only three out of eighteen CDWs were employed by the Provincial Department of Local Government and Housing and only a few of the Community Development Workers confirmed that they had completed the CDW Learnership Programme. Nonetheless the Bitou Municipality's CDWs performed very well in executing their role and responsibilities in bringing government services closer to the people of Bitou. Chapter Five will present a summary of the findings, recommendations and conclusions, based on the research results.

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CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The main objective of this study was to investigate the role of the CDWs in enhancing service delivery in the Bitou Municipality. The previous chapter presented the results of the questionnaire conducted at the Bitou Municipality in order to address the problems identified in Chapter One. The purpose of this chapter is to summarise the research findings and provide recommendations, which emanating from the findings. Furthermore, the problems encountered in the research as well as implications for future research are addressed in this chapter.

5.2 Summary of Chapters

5.2.1 Chapter One

In this Chapter, the significance of the study, key questions pertaining to the study, and the limitations of the study were outlined. The research methodology applied was also outlined.

5.2.2 Chapter Two

In this chapter, the theoretical background to the study was outlined and the literature of the study was traced and reviewed, in order to define the CDWP and provide reasons as to why and how the Programme was introduced.

5.2.3 Chapter Three

Chapter Three offered insight into the research methodology used in this study. A quantitative research approach was chosen in order to summarise a logical solution to the stated problem and sub-problems.

5.2.4 Chapter Four

In Chapter Four, the findings from the data were discussed and analysed.

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5.2.5 Chapter Five

This final chapter of the treatise contains a conclusive summary and proposes recommendations emanating from the research.

5.3 Findings

1. The majority of the respondents (94%) believed that Ward Councillors and CDWs must have a minimum educational level of a Grade 12 Certificate.
2. The findings revealed that most of the CDWs clearly understood their role and responsibilities, but felt a need for roles and functions to be clearly defined, with detailed terms of reference, to ensure a common understanding with other stakeholders, e.g. Ward Committees, Councillors, None-governmental Organisations, Community-Based Organisations, and members of the community. It should be clearly stated where the mandate of CDWs begins and ends, and this also needs to be clarified with other role players in the municipalities and other stakeholders in the broader communities. A major cause of tension in relationships is because CDWs and other stakeholders play similar roles. People are generally unsure as to who does what; as a result, many people are confused about the accountability and governance systems of CDWs. Who is the ultimate level of responsibility? Is it the Speaker's Office, the CDW Regional Coordinator, or Provincial Government?
3. The findings also revealed that living conditions in the wards had improved for the better following the introduction of the CDWP.
4. The findings also revealed that there was a good relationship between CDWs, Ward Committees and Ward Councillors (73%), but that there was also a perception that Ward Committees and Community Development Workers always clashed or competed in the Ward in which they served.
5. The research findings revealed that CDWs should not be affiliated to the ruling or any political party; however Chapter 2 (18) of the South African Constitution guarantees everyone the right to freedom of association. CDWs are meant to be politically neutral or apolitical public servants. The reality is that CDWs operate within a political arena and contextually, politics is a factor. The belief held by the majority of the respondents was that the beneficiaries of the Programme should be everyone,

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irrespective of the political party they supported. The politics of the CDW is underdevelopment, poverty, non-racial society and transformation.

6. The findings also revealed that the majority of the CDWs had not completed the CDW Learnership Programme
7. The findings revealed that CDWs were confused about who was supposed to be responsible for their remuneration (the Municipality or the Provincial Department of Local Government).
8. The majority of the respondents (81%) were actively involved in the development of the IDP and Annual Budget of the Council.
9. The majority of the respondents (87%) believed that the Mayoral Executive Committee (MAYCO) and the Council did take into consideration the recommendations of Ward Committees before taking decisions; therefore, they were not just rubber-stamping.
10. The findings also revealed that the Ward Councillors and Community Development Workers (88%) had been adequately trained and given the necessary tools to perform their duties by the Municipality.

5.4 Implications for Future Research

A need and opportunity exist to develop standard terms of reference for Community Development Workers. Further research is needed to examine and investigate the role of CDWs in service delivery. Future research regarding this topic can be extended to include other local governmental authorities. Further research on a community development programme should generate more innovative ideas and approaches. This will serve to make South Africa and its localities a better place to live in.

5.5 Recommendations

The following recommendations are made based on the findings of the literature and empirical study:

1. The roles and responsibilities of CDWs must be clearly defined, with clear terms of reference. There was a consensus among the respondents that roles and functions need to be clarified for common understanding. The majority of the stakeholders felt that relationships would improve if they had a better

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understanding of the roles, functions and responsibilities of CDWs. As the CDWP progresses people are now calling for clearer more detailed terms of reference. This should clearly state where the mandate of CDWs begins and ends and needs to be clarified in reference to other role-player in the municipalities and other stakeholders in the broader communities. A major cause of tension in this relationship is because CDWs and the other stakeholders play similar roles. People are generally confused as to who does what.

2. All CDWs who have not completed their Learnership Programme must register with Local Government Seta (LGSeta) to complete their learnership, within agreed timeframes. The CDW learnership was introduced under the Local Government Sector Education and Training Authority in 2004 to enables learner CDWs to gain theoretical and practical skills while gaining work experience and a nationally recognised qualification. The CDWP comprises 40 days of formal academic training divided into five blocks over a period of a year; 18 days for mentors to engage with learners and fieldwork assignments given at the end of each training block with practical experience in the field which accounts for another 35 days. The CDW learnership leads to a national diploma in community development after successful completion of a course and assignments. The CDW Learnership is designed to be completed within a year and CDWs should be given an ultimatum to complete this programme not later that one and half year and failure to do so they must be released from the Programme.

3. Ward Committees must have powers vested in them to take decisions, and their recommendations must be noted in Council minutes to avoid to Ward Committees being rubber stampers for Council. Municipal councils must delegate specific functions and powers to ward committees. This will constitute true empowerment and institutionalise public participation at the highest levels of Arnstein's ladder of participation, namely partnership, delegated power and, ultimately, citizen power. The recommendation to task ward committees to implement four developmental community projects through CBP places the final decision-making squarely in the hands of residents themselves, and allows the ward committee the opportunity to challenge poverty and unemployment in the ward. The end-result will be that local

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people identified local needs, local people suggested local solutions, and that local residents complete the identified projects.

4. A memorandum of understanding must be signed between the Bitou Local Municipality and the Provincial Department of Local Government and Housing, which will cover the following aspects:
    (a) appointment procedures
    (b) supervision
    (c) remuneration
    (d) accountability and
    (e) general issues

    Any refusal to sign the standard MOU by Provincial Government will be a reflection of the confusion surrounding the institutional support, supervision and future of the CDWP. The unsigned MOU is already creating discontent among CDWs and the municipality has already incurring both the capital and operating expenditure of the CDWs, off which it is a mandate and a responsibility of the Provincial Department of Local Government.

5. The CDWs must be formerly introduced to the community and other stakeholders, including government departments, to avoid the confusion. Since CDWs are new type of public civil servant the natural progression would be an introduction of CDWs to all levels of government and the broader community. CDWs also suggested having a Western Cape CDW road show publicizing and marketing their role in community development. Another suggestion was to use electricity bills of municipality and newsletters. The revelation is that there is a current lack of common understanding which hampers the objectives of the programme. For example a CDW is required to obtain sensitive data such as household income for social grants. But if the community was never properly introduced it becomes almost impossible for CDWs do their work. It was felt that a proper community introduction is long overdue. The municipality has acknowledged that they need to market and build the profiles of CDWs in the community.

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6. The CDWs must be clearly depoliticized in order to obtain corporative governance from stakeholders. Chapter 2 (18) of the South African Constitution guarantees everyone the right to freedom of association. Yet CDWs are meant to be politically neutral or political public servants. The reality is that CDWs operate within a political arena and contextually, politics is a factor. The belief held by the majority of the respondents is that the beneficiaries of the programme should be everyone's, irrespective of the political party they support. The politics of the CDW is underdevelopment, poverty, non-racial society and transformation.

7. A performance management system must be established for the Bitou Local Municipality's CDWs with a view to monitor, evaluate and manage Community Development Workers. Stakeholders should be involved in the process, and red tape within government departments must be removed. All government departments that are not cooperating with CDWs should be reported to the Office of the Presidency, as the CDWP was the initiative of the Presidency.

5.6 Conclusion

The objective of this research was to investigate the role of Community Development Workers in enhancing service delivery in the Bitou Municipality. The findings of this research study have emphasised that CDWs play a vital role in bringing government services closer to the people. The expectations of enhanced service delivery through public participation on the one hand, and the realities of poverty on the other, suggest a need to understand more fully the dynamics and barriers of public participation at local government.

The CDW challenges are felt more at local government sphere, because of its closeness to where people live. However, huge service delivery backlogs require the mobilisation of all spheres of government to work together in an integrated manner, in a spirit of co-operative government. No single sphere of government can fulfil this role and mandate by working alone in isolation.

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There is a lack of common understanding, which is creating an environment of uncertainty and confusions. The vast majority of all stakeholders are interacting with the Programme based on negative perceptions and assumptions. Local government is wholly discontent, and CDWs feel frustrated, vulnerable and disillusioned. Nowhere is that more clear than in the unsigned Memorandum of Understanding (MOU).

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ANNEXURE A

• PO Box 77000 • Nelson Mandela Metropolitan University

• Port Elizabeth • 6031 • South Africa • www.nmmu.ac.za

Nelson Mandela Metropolitan University

for tomorrow

1st September 2010

Dear Participant

REQUEST FOR PARTICIPATION IN THE STUDY

I am currently registered for the degree in Masters of Public Administration at Nelson Mandela Metropolitan University. My studies include a treatise with the following research topic.

An investigation to the role of Community Development Workers in Bitou Municipality

The main purpose of this study is to assess the role of community development workers in enhancing service delivery and making government services accessible to the community.

I hereby invite you to participate in my study by completing the attached structured questions. Participation is voluntary with the option of withdrawing at any stage of the process and there will be no negative consequences linked to non-participation.

Your responses will be used for the purposes of the study only and I undertake to ensure that the information will be used in such a way that you cannot be identified. Therefore, the final report will not include identifying your personal information.

The structured questions will be used to collect data and you are not obliged to answer all questions. If at any stage you feel uncomfortable to answer any question, you may withdraw your participation. By participating in the study, you could contribute towards the identification of possible CDWP weaknesses and the elimination of the barriers that inhibit community development workers in their role towards enhancing service delivery and making government services accessible to the community.

The research findings will be disseminated to Bitou Municipality in its endeavours to ensure meaningful role of community development workers in matters of local governance.

Your co-operation in this regard will be highly appreciated.

Yours faithfully

Andile Gogi

The Researcher

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ANNEXURE B

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• Port Elizabeth • 6031 • South Africa • www.nmmu.ac.za

1st September 2010

Municipal Manager

Bitou Local Municipality

Plettenberg Bay, 6600

REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE BITOU MUNICIPALITY

Dear Mr. Ngoqo

My name is Andile Gogi, and I am a Public Administration student at the Nelson Mandela Metropolitan University in Port Elizabeth. The research I wish to conduct for my Master's treatise involves an investigation of the role of Community Development Workers in the Bitou Municipal Area. This project will be conducted under the supervision of Prof. K Raga (NMMU, South Africa).

I am hereby seeking your consent to approach a number of relevant municipal officials e.g. CDW's and Ward Councillors regarding the effective functioning of CDW's in the Bitou Municipal Area.

I have provided you with a copy of my treatise proposal which includes copies of the measure and consent and assent forms to be used in the research process, as well as a copy of the approval letter which I received from the NMMU Research Ethics Committee (Human).

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Upon completion of the study, I undertake to provide the Bitou Local Municipality with a bound copy of the full research report. If you require any further information, please do not hesitate to contact me on 082 337 2304 (Cell), 086 603 8039(fax) and gogi@webmail.co.za. Thank you for your time and consideration in this matter.

Yours sincerely,

_____

Andile Gogi

Nelson Mandela Metropolitan University

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Bitou

munisipaliteit umasipala municipality

to be the best together

Private Bag X1002 Plettenberg Bay 6600
Tel+27 (0)44 501 3000 Fax +27(0)44 533 3485

File Rey	Enquiries:	E-mail:
4/4/R	Mr TM Nqolo	tnqolo@plett.gov.za

8 September 2010

Mr A Gogi

PO Box 77000

Nelson Mandela Metropolitan
University Port Elizabeth

6031

Dear Mr Gogi

REQUEST FOR PERMISSION TO UNDERTAKE RESEARCH

Your correspondence dated 1 September 2010 refers.

Permission is granted for you in terms of your request above, to conduct

research at the Bitou Municipality for the purpose of your academic studies.

You are required to arrange interviews with the relevant individuals on your own accord utilising your own resources. It must be ascertained that such engagements are voluntary and do not interrupt or disturb their operational activities in the municipality.

Lastly you are required to indemnify Bitou Local Municipality against any injuries sustained or claims emanating from your research. In addition to a declaration of confidentiality, we also require you to indicate the duration of your research for this purpose within this municipality.

Yours faithfully

LMR IGOQO

MUNICIPAL MANAGER

ANNEXURE D

TO WHOM IT MAY CONCERN

20 June 2011

I Marthina Hendrina Nel, Coordinator: Language Proficiency of the Nelson Mandela Bay Municipality, have edited the language used in the MA Thesis in Public Administration entitled: "***An investigation of the role of Community Development Workers: Bitou Municipality***" submitted by Mr Andile Gogi, a student at the Nelson Mandela Metropolitan University.

I am a South African citizen and a member of the South African Institute of Translators and Interpreters.

I have a BA Hons Degree, majoring in English and Afrikaans and Literary Science, and have been a professional editor since 1981.

M H NEL

Tel 041 502 0060

082 780 3108

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ANNEXURE E

BITOU LOCAL MUNICIPALITY - RESEARCH QUESTIONNAIRE

Section A- Biographical Data

Please use an "X" in the appropriate box or bar

1. Gender

Male		Female	

2. Age

20-29	30-39	40-49	50-59	60+

3. Home Language

Isi Xhosa	English	Afrikaans	Other

4. Educational Level

Below Matric	Matric	Diploma	Degree	Post-Graduate

Section B- CDW/ Ward Councillor Questionnaire

1. I clearly understand my responsibility as a Ward Councillor/ Community Development Worker.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

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2. Community Development Workers/ Ward Councillor must have a minimum qualification of a Grade 12 certificate.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

3. Community Development Workers/ Ward Councillors assist in accessing services to the community.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

4. Community Development Workers/ Ward Councillors must be aware of the challenges faced in their respective wards.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

5. Ward Councillors are not supporting CDWs in performing their functions.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

6. CDWs are not functioning effectively to enhance service delivery.

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Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

7. The living conditions in my ward improved for the better with the introduction of the CDWP.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

8. There is a very good relationship between CDWs, Ward Committees and Ward Councillors

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

9. CDWs must affiliate to the ruling or majority political party.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

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10. I have completed the CDW Learnership Programme

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

11. CDWs/ Ward Councillors regularly attend and participate in ward committee meetings.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

12. Bitou Municipality should be responsible for the implementation of the CDWP.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

13. I am actively involved in the development of the IDP and Annual Budget of the Council as a CDW/ Ward Councillor.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

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14. There is a clear process that the Ward Committee Members and CDWs do not clash or compete in the ward which they serve.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

15. The Mayoral Executive Committee (MAYCO) and the Council takes into consideration the recommendations of the ward committee meetings before taking decisions.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

16. I am adequately trained and given necessary tools to perform my duties as a Ward Cllr/CDW by the municipality.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

17. The Provincial Department of Local Government should be responsible for the payment of my salary at the end of the month.

Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree
1	2	3	4	5

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