

**The role of community development workers in strengthening
participatory democracy: the case of Pixley Ka Seme Local
Municipality**

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**Mini-dissertation submitted in partial fulfilment of the requirements for the
degree *Master of Development and Management in Governance and
Political Transformation* at the Potchefstroom Campus of the North-West
University**

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November 2011

ACKNOWLEDGEMENTS

My first gratitude goes to the Almighty for He has given me life till thus far and it is upon him that I am living and doing great things.

My second gratitude goes to my supervisor Mr. P. W. Heydenrych at the North-West University who supported me in hard times to come across this project and his knowledge on the subject was great. “Your support and encouragement was great and eloquent, not forgetting Mrs. F. Loonate our programme coordinator who was always helping me with a smile even if I was late in my submission, you are the best.”

And of course to my former school Principal Mr. S.V Maseko who was always supportive from the first days at work. “You encouraged me to study and supported me when I was away from work doing studies, thank you Ncamane.”

My gratitude again goes to my colleagues in IEC especially Sibongile Sigasa and Xolani Mpila who adopted me to become part of their family when I joined the organisation; they covered me when I was busy with studies. How can I forget the Pixley KaSeme Municipality officials who helped me access important information in the municipality, especially Mr. Sifiso Kunene who always gave me words of encouragement when it was taught.

Let me not forget my mother Itumeleng who unfortunately did not live to witness this important occasion of her son's achievement. May her soul rest in peace; Robala ka khutso tswako ya Banareng.

Lastly my gratitude goes to the love of my life, my wife Lindiwe who is always a pillar of strength. “You look after our child when I was away making sure that every thing is well taken care of. Thank you MamMsimango you are the gem that I will treasure for ever, I love you.”

ABSTRACT

This study is an analysis of the role of Community Development Workers in strengthening participatory democracy with reference to Pixley Ka Seme Local Municipality. The focus of the study is participatory democracy, public participation and community development.

The implementation of the Community Development workers does not yield the expected result as it was foreseen when it was established. The aim of the CDWs was to bring government closer to the people and improve the delivery of services by government which is not happening. This means that the institution is not delivering its mandate.

The study considers the reasons why the CDWs do not deliver on their mandate. The researcher suggests that a strategic review should be done on the operations of the CDWs. The question at hand is whether the CDWs are strategically significant. If they are not why is it important to have them in the political landscape?

The study presents findings on the role of the CDWs in strengthening participatory democracy in its operations, specifically with reference to Pixley Ka Seme Local Municipality and suggests proposals on the improvement of the institution of CDWs.

Key words

Integrated, participation, democracy, community development workers, service delivery, non-governmental organisations, community based organisations, ward councillors, proportional representation councillors, executive mayor, municipal officials, accountability

UITTREKSEL

Die fokus van hierdie studie het betrekking op die analise van Gemeenskapsontwikkelperswerkers (GOWs) ("Community Development Workers") in die versterking van deelnemende demokrasie met verwysing na Pixley Ka Seme Plaaslike Munisipaliteit. Die fokus is spesifiek op deelnemende demokrasie, openbare deelname en gemeenskapsontwikkeling.

Die implementering van die GOW inisiatief lewer nie die verwagte uitkomst soos verag tydens die daarstelling van die inisiatief nie. Die oogmerk van GOWs was ten einde die regering nader aan die mense te bring en om die lewering van dienste te verbeter, maar dit bly egter in gebreke. Dit beteken dat die instelling nie op sy mandaat lewer nie.

Die studie ondersoek die redes waarom GOWs nie op hul mandaat lewer nie en die navorser stel voor dat 'n strategiese oorsig nodig is ten opsigte van die operasionele aktiwiteite van GOWs. Die vraag is voorts of GOWs strategies betekenisvol is en indien nie, waarom is dit belangrik dat hulle deel van die politieke landskap vorm?

Die studie stel die bevindinge van die navorsing ten opsigte van die rol van GOWs in die versterking van deelnemende demokrasie voor, spesifiek met betrekking op Pixley Ka Seme Plaaslike Munisipaliteit en maak bepaalde aanbevelings ten opsigte van die verbetering van die GOW instelling.

Sleutel terme:

Geïntegreer, deelname, demokrasie, gemeenskapsontwikkelperswerkers, dienslewering, nie-regerings organisasies, gemeenskapsgebaseerde organisasies, wyksraadslede, proporsionele verteenwoordiging raadslede, uitvoerende burgemeester, munisipale beamptes, verantwoordbaarheid

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Chapter 1

Introduction

1.1. Background and orientation

The focus of the study will be on the role of community development workers (CDWs) in strengthening participatory democracy, with specific reference to Pixley Ka Seme Local Municipality. According to the Hand Book on Community Development Workers (DPLG, 2005: 10), it is required of the CDWs to coordinate activities between communities, local government, provincial government, and national government. It is also required of them to assist in the implementation of community outreach projects (DPLG, 2005: 18). Pixley Ka Seme Municipality is situated in the Mpumalanga Province and includes towns such as Volksrust, Amersfoort, Perdekop and Wakkerstroom; the main municipal offices are situated in Volksrust. Municipal service delivery is adversely affected by poor service delivery, non-payment of services and community strikes (Pixley Ka Seme IDP, 2009/2010). However, little impact is made by the CDWs in Pixley Ka Seme (Office of the Speaker, 2010). This study will investigate the reasons for this and make suggestions to address the situation. For this reason, Pixley Ka Seme is chosen as the subject for a case study.

Economically South Africa is a democratic developmental state and, therefore, public participation is necessary to achieve the political objectives set for the country. The government cannot achieve those objectives without the support of the general public; social partners are essential to the achievement of the developmental outcomes. According to the White Paper on Local Government (DPLG, 1998:23) “developmental local government is a local government committed to working with citizens and groups within the community to find

sustainable ways to meet their social, economic and material needs and improve the quality of their lives". In South Africa, the government is committed to developing the state; to guiding the national economic development with efficiency by mobilising the resources of the society, directing them toward the realisation of common goals (COGTA, 2009). In other words, in a developmental state the government rallies all the social partners towards focusing on a common purpose. As South Africa is a developmental state, the focus must then be on addressing development issues and redressing the disparities of the past apartheid era. Therefore, if such achievement is to be realised, public participation is necessary (DPLG, 1998).

Participatory democracy is the form of democracy in which all people take part in the governance of their affairs, both directly or indirectly (Ake, 2003: 8). It is a fact that not all citizens can be in government or in legislatures but government decisions cannot be left to only a few individuals. The citizens who are outside government should take part in the affairs of their governance. This means that those who are elected to the legislatures must create and make use of avenues for public participation; especially during the passing and the amendment of Bills, so that participatory democracy is ensured.

This is reiterated by Phillips (1996:20) when stating that issues of democracy no longer revolve around whether citizens should have an equal right to vote in deciding the composition of their government. In other words democracy should not only be the capability of electing representatives to political responsibility but it should encompass the promises to the electorates, in the sense that lives of ordinary South Africans are improved and those elected are held accountable for their actions. There are other ways of ensuring public participation apart from mass meetings and izimbizos; websites and other technological devices could also be used. Participatory democracy ensures that people on the ground

understand the projects and programmes that are undertaken by government and they also know the challenges that are faced by their government.

A way of improving the lives of the electorates is to involve them in meaningful public participation so that they can help prioritize their needs. Democracy should make the lives of people better through improved services, among other considerations, and that can be achieved through a form of participatory democracy which will come with a *bottom up* management approach. In other words, participatory democracy is not just about entrusting representatives to govern the state but is a collective activity in governance between the elected officials and the people. The people outside government should know what is happening within the government and the better way is when those in government actively involve them.

Nevertheless, people cannot participate on issues of governance at random; there is a need for institutions to intensify their participation and institutionalised participatory democracy in an organised fashion. Denters and Rose (2005: 247) give testimony of the difference between government and governance, where *government* is defined as the institution and *governance* as the environment that includes the people inside government and those outside as well as the systems and structures that enhance governance. Therefore those two concepts are reciprocal in nature. Atkinson (1996:2) state that the institution consists of people assigned specific positions, functions and roles within an organised structure.

Normally the government as an institution operates in an environment, and the kind of environment is what matters for democracy (Atkinson, 2002:2). An active public participation makes an effective participatory democracy that will accelerate the delivery of services because people are involved and they know what is happening within government as well as understanding the priorities

exercised (Phillips, 1996:26). Even if issues are discussed at party level or at parliaments, they must be subjected to public debates before they become programmes or Bills and Acts. Participatory democracy is an important corner stone to service delivery in countries like South Africa that are geared towards development.

The focus in this study is the community development workers (CDWs) that were established by the Department of Co-Operative Governance and Traditional Affairs (COGTA) (then Department of Provincial and Local Government) after the state of the nation address by then President Mr. Thabo Mbeki, in 2003. They were established to strengthen participatory democracy through public participation (DPLG, 2005). Nevertheless, there are questions and doubts relating to the workers of this institution in as far as their organisation as well as their duties are concerned (Carrim, 2010:4). One disappointing thing is that some CDWs were seen participating in the 2009 Pixley Ka Seme community unrest and that is why questions are raised that relate to their capability in executing their functions (Volksrust Recorder, 2009).

However, the major challenge is the execution of their tasks in as far as intensifying democracy within the local sphere and the impact after the tasks have been executed. The CDWs should actually defend the citizenship against the possible undemocratic practices of organs of state. The CDWs have the responsibilities of intensifying participatory democracy by consulting communities on issues of service delivery and acting as watchdogs on issues that relate to their communities.

The introduction of the CDWs is yet to see an improvement in the lives of the people of Pixley Ka Seme and the whole country in as far as participatory democracy is concerned. In their work the CDWs are community based rather

than office based. The main purpose of their stewardship is to serve the interests of the people and they should, thus, be empowered by the people, rather than having the bureaucratic authority of the office; in other words the office is not their place of work but the community is. It is thus expected of them to be agents of “revolution”; as Human (1998:74) would call such people the *revocrats*, rather than bureaucrats. In other words their power is in espousing “revolution” rather than maintaining the status quo.

It is also required of them to encapsulate and intensify participatory democracy in their communities of operation and in that way they will be intensifying participatory democracy and coming with a kind of a revolution that will change the attitudes and operation of government towards the masses (COGTA Mpumalanga, 2009). Community participation is a key concept where communities should make decisions on the type of service delivery they are expecting. Therefore, the mammoth task of the CDWs is to bring government closer to the people. According to the former Department of Provincial and Local Government (now COGTA), the following are the roles and functions of the CDWs:

- Ensuring that ward committees and civil society are informed on government support and services;
- Encouraging ward committees and civil society to engage with opportunities;
- Identifying needs and building on strengths by facilitating community based projects locally;
- Supporting implementation of community activities and projects by community structures such as community workers and community based organisations;
- Providing technical support (e.g., compile reports and documents) to ward committees to monitor community projects and to account to communities and municipalities (Community Development Workers in SA, 2005: 18).

If CDWs could understand their role in the community that would be a very good stepping stone towards engendering participatory democracy. Mare (2000:179) extrapolates that democracy must improve the lives of the people in the sense that there is an equal distribution of resources. Nevertheless for an equitable distribution of resources there must be a cluster of community corps that will ensure that it is happening. Currently, however, the impact that is brought about by the CDWs is limited. It is thus the researcher's aim through this study to find the reasons for this being so and make recommendations on addressing the situation.

1.2. Problem statement

The CDW initiative is very important, as it provides grassroots staff to the municipality, who can support ward committees and assist in creating communication links between their communities and the government (DPLG, 2005: 14). According to Deputy Minister Carrim (2010), a CDW is allocated to each Ward Committee to serve as the CEO of that ward. The CDW must smooth the progress of providing services by bringing people closer to the government. It is further reiterated that CDWs are the catalysts who liaise, coordinate, mobilise, inform and assist communities to have access to information and the services provided by the government. They also assist their communities to identify and communicate their needs to the government at local, provincial and national level; thus bringing the government closer to the people (Mpumalanga Provincial Government, 2010). Unfortunately, the CDWs, who are meant to connect residents with government departments, are not effective. In many cases, these individuals and structures do not seem to *feel the pulse* of the people and are unable to sense looming protests (COGTA, 2010: 3). Therefore, the CDWs are

unable to execute their functions as defined by COGTA and that impedes participatory democracy as being a viable tool toward community development.

However, the problem is that the CDWs do not succeed in promoting participatory democracy, specifically with reference to Pixley Ka Seme Local Municipality. The research problem is encapsulated by means of the following research questions:

- What are CDWs?
- What is participatory democracy?
- What are the ways of deepening participatory democracy in the local sphere of government?
- What is the role of the CDWs in public participation?
- How can the CDWs strengthen participatory democracy?
- What are the indicators of success or failure of CDWs at Pixley Ka Seme Local Municipality?

1.3. Research objectives

The aim of this study is to investigate the role of CDWs in strengthening participatory democracy, in which all the stake holders come together and take part in their affairs.

The primary objectives of this study are to:

- Determine the significance of participatory democracy.
- To provide an analysis of participatory democracy.

While the secondary objectives of this study are to:

- Provide an analysis on the roles of CDWs in participatory democracy.

- Discuss ways of strengthening participatory democracy through the intervention of the CDWs.
- Make recommendations on how the institution could be improved.
- Clarify the roles and responsibilities of CDWs.

1.4. Central theoretical statement

As South Africa is a developmental state, a form a participatory democracy is desirable if the objectives of development are to be attained. There are various role players that have the task of deepening participatory democracy, of which the CDWs are one. The CDWs are crucial in as far as participatory democracy is concerned (DPLG, 2005: 13). They are the members in the communities that must work to enhance public participation. CDWs have to bridge the social distance between people and government (COGTA, 2009). There are operational issues that inhibit the efficiency of the CDWs in as far as participatory democracy is concerned which include the following:

- Their institutional and the operational structure.
- Their qualifications and entrance qualification.
- The professionalization of the institution.

The duplication of responsibilities of the ward councillors and the CDWs, along with the different perceptions between CDWs and the ward councillors in as far as community participation is concerned, has the potential of limiting participatory democracy.

1.5. Research methodology

A literature review was conducted in order to clarify both the concepts of the CDWs and participatory democracy in the context of Pixley Ka Seme Local Municipality with the inference of the South African local governance. Both the literature review and empirical data was utilised in the study. A literature review was conducted in the form of investigating sources that includes the following:

- Articles
- Academic Journals
- Books
- Conference papers
- Government documents
- Policies
- Research papers at North-West University and other universities

1.5.1. Empirical data

Information was gathered through an empirical investigation by means of interviews and a questionnaire.

1.5.2. Interviews

Qualitative research makes use of two types of interviews, which are the phenomenological interview and the focus group interview (Strauss and Myburgh, 2006: 42). This study made use of phenomenological interviews that is aimed at gathering data concerned with the lived experience of respondents (Strauss and Myburgh, 2006: 42). The researcher was not part of the discussion

but facilitated the flow of the discussion. The interviews were recorded in order to avoid the obscuring of information. The research population included:

- Community development workers
- Ward councillors from Wards 2 and 3
- Speaker of the Council
- Mayor of Pixley Ka Seme Local Municipality
- Director: Corporate Services of Pixley Ka Seme
- Director: IDP and LED of Pixley Ka Seme
- Chairpersons of the ward committees in Wards 2 and 3

Out of the eleven wards connected to the municipality, Wards 2 and 3 – along with the CDWs living there – were selected for this study because of the regular occurrence of community protests toward municipal services delivery.

1.5.3. The questionnaire

The development of the questionnaire was directed toward the residents of the municipality. There are both short questions and open ended questions that respondents completed in less than 5 minutes. Due to illiteracy being an issue in those communities, respondents who are not able to read and write were assisted by the researcher. For the research to be effectively carried out, 25 respondents were randomly selected. The process of completing the questionnaire was conducted in a one-week period. The respondents questionnaire had the right to remain anonymous.

1.6. The research paradigm

Both qualitative and quantitative research methods were applied during the research process, though the focus leant toward a greater qualitative research. The study had been conducted in a specific geographical area, which is Pixley Ka Seme Local Municipality, in Mpumalanga Province, South Africa. The problems and challenges in the case study were identified and juxtaposed so as to put forward recommendations for addressing issues identified.

1.7. Outline of the chapters

Chapter 1: Background, orientation and problem statement.

Chapter 2: Theoretical review of CDWs and participatory democracy.

Chapter 3: The roles of the CDW in Pixley Ka Seme Local Municipality.

Chapter 4: Empirical study on the functioning of the CDW's in Pixley Ka Seme Local Municipality.

Chapter 5: Findings, recommendations, and conclusion.

Chapter 2

Community participation and participatory democracy

2.1. Introduction

The focus in Chapter 2 is on the role that the community development workers (CDWs) play in strengthening public participation and participatory democracy. To engender a clear understanding in the mind of the reader the following aspects shall be dealt with: Origin and the background of CDWs, definitions of the CDWs; participatory democracy and local government; public participation and its benefits. The legislative and authoritative responsibilities of the CDW's will also be analysed. An analysis of the effectiveness of the CDWs in strengthening participatory democracy within the legislative framework pertaining to local government in South Africa will also be presented in this chapter.

Vast bodies of literature are available on CDWs to conduct a study of this magnitude. The institution of the CDWs is important, as it ensures that participatory democracy is deepened within our communities. This kind of echelon is necessary to address developmental issues in the communities of South Africa (Mbeki, 2003). Former President Mbeki reiterated the importance of the CDWs and stated that they were introduced in order to bring government closer to the people, to enable communities to use government services as a base to stimulate and accelerate community development (CDW Indaba, 14 March 2008).

In the research process the following documents were consulted: The Constitution of the Republic of South Africa, legislation, policy documents, The

White Paper on Local Government, journals, text books and work of other researchers related to the topic. The CDW Programme is not just about giving certain individuals employment in government but is geared towards participatory democracy and public participation. If public participation is to take place at its best then there will always be a need for stakeholders that live among ordinary people to ensure that maximum participation in their community indeed takes place and people are assisted on issues that pertain to services delivery from government. Institutions such as the CDWs assist the communities on public participation, especially during ward meetings where issues such as integrated development planning (IDP) and local economic development (LED) are matters identified for discussion.

The need for a democratically elected local government that is accountable to their local communities is stressed in The Constitution of South Africa (Constitution, Act 108 of 1996: Chapter 7). Again, in the White Paper on Transformation of Public Service Delivery (DPSA, 1997:18) access to public services by ordinary members of the communities is emphasised – irrespective of their class and geographical location. The document is not merely a well written document; in it the democratic rights of the people in respect of services is stressed. The concern here is that certain members in the public service and certain municipality officials are not compliant to the objectives of White Paper on Transformation of Public Service Delivery – and this renders our democracy ineffective.

The constitutional objectives will be unachievable because of certain public servants who are not doing their work as expected. With regard to service delivery this situation has brought about a crisis: the delivery of services was in a chronically poor state; which is why the CDW posts were originally created. For this reason former President Mbeki declared the formation of the CDW in his State of the Nation Address (Mbeki, 2003). This study shall address the following issues:

- The concept of participatory democracy
- The significance of participatory democracy
- Democracy and public participation
- The concept of Public participation
- Types of public participation
- Levels of public participation
- The significance of public participation
- Overview of the Community Development Workers

2.2. The concept of participatory democracy

The point of departure is to define *participatory democracy* in respect to the South African political landscape. In South Africa the concept of participatory democracy is founded on the premise of a political shift from the apartheid epoch that was characterised by a system which was repressive and non-consultative, to the one that is underpinned by democratic values and public participation.

Ismail *et al* (1997:28) view participatory democracy as a political system that tends to emphasise people's direct involvement in the decision making process. According to the Constitution (Act No. 108 of 1996) local government must provide a democratic and accountable government for local communities. Local democracy as enshrined in the Constitution means that the communities must fully take part in the affairs of their local government. The political paradigm came in with a form of democracy that is participatory so that the citizenship must be involved in dealing with issues affecting them. The concept of participation and democracy are interrelated. Nsingo and Kuye (2005:749) reiterate that there can be no reference to democracy without reference to participation and further states that the two terms are intertwined. A true democracy cannot be applicable without participation (Van Craneneburgh, 2011: 444). According to Van Craneneburgh, (2011:443) democracy is good governance, accountability,

participation, and human rights. Those values form the pillars of true democracy in any democratic state, especially in South Africa.

Good governance means that people are not oppressed by the government and those in governments do not use state machinery to oppress them. Good governance also means separation between legislature, the executive and the ruling party. When there is no separation between the institutions then it is not good governance, which could be a form of a hegemony that is undesirable. *Accountable government* means that the leaders are politically and financially accountable to the masses and if they don't they are immediately ousted from the government through a vote (Van Craneneburgh, 2011: 444). This is also supported by Phillips (1996:29) when stating that the main weapon against representatives who disappoint them is to try to evict them next time. The concept of evicting them next time means to outvote representatives that are misrepresenting the people. Napier (2007:377) reiterate the notion that accountability has gained currency in academic and governing circles in many countries of the world and is linked to ideas such as good governance and democratizations. This is juxtaposing the concept that the crucial part of good governance is accountability.

Democracy is a type of political system where the inhabitants of a country vote in elections that are held on a regular basis (Phillips, 1996:29). Apart from that the National and Provincial Legislatures, along with the Chapter Nine institutions (which include: the public protector, human rights commission, auditor general and the independent electoral commission) in the case of South Africa, will ensure that democratic principles are followed and the government is held accountable in strengthening constitutional democracy. According to Napier (2007:376) accountability refers to the duty of government to explain or answer for one's conduct and being subjected to a constant monitoring process either by higher or lower government authorities or within authorities and respective

electorate and constituencies. In that way democracy is being practiced in a democratic state.

All the government departments must account to the parliament and parliamentary committees, such as the Standing Committee on Public Accounts (SCOPA), on their governing activities. In respect to local government democracy (DPLG, 1998:24) the municipal councils plays a role in promoting local democracy in a way that monitors the mayoral committees and hold them accountable too.

In true democratic governments the vote of the people must have power to bring a regime change and the power of determining future politics. Therefore vote is not the end of participatory democracy but it is the beginning. Many acknowledge the term *democracy* to mean a form of government where the wishes and interests of the people are paramount (Nsingo and Kuye, 2005:5). Bekker (1996: 12) defines democracy as a type of a political system in which all the citizens have an opportunity and even a duty to take part in decision making processes. The democratic government has the interest of the people at heart, rather than the interest of the leaders.

The Public Service Commission (2008:5) states that public participation is an important pillar for building and sustaining democracy throughout the world. This means that in a democratic system the people have the universal adult suffrage in that they elect representatives into the position of responsibility and take part in decision making processes, especially in policy making. Magstadt (in Heydenrych, 2008:705) states that participatory democracy goes farther when he argues not only that citizens would participate actively in politics – given the chance – but that they should participate, i.e., they have the right to do so. Public participation is not a privilege but a constitutional right. Public participation leads to improved decision making, and creates trust and a shared vision among

stakeholders, who are then more willing to contribute their ideas, needs, suggestions and information (Department of Water and Forestry, 2001:19).

In Reconstruction and Development Programme (RDP) (1994:40), in as far as the development programmes are concerned, public participation is viewed as a form of capacitating the affected communities. Within the South African political context public participation is not viewed as a form where the elites in government and other bureaucratic institutions will pursue participation for their own agendas; rather, it is viewed as a collaborative programme where all the stakeholders are actively involved and empowered (Swanepoel and De Beer, 1997: 129). However, public participation must be the responsibility of every one if the South African democracy is to be a success (Phillips, 1996:31).

Even though public participation is important, all stakeholders must guard against a situation when such divergent opinions are brought in and ultimately stall the programmes and projects at stake. Nevertheless, the size of a political system limits the kind of participation. If the political system is small then the chances are that all members of the community or state can participate meaningfully but when the system is large they cannot participate directly, then representative democracy will be the norm (Bekker, 1996: 12). People on the ground will elect their representatives who will represent them in government or any other position of responsibility. The elected representatives are obliged to deliver on their electioneering promises and if they do not, they will be voted out and replaced by others. In other words, the representatives go to government with a political mandate from their constituencies.

Those who are elected in government to represent the masses must report back to their constituencies. This is what happens when the concepts of participation and democracy are interrelated. In the Constitution (Act 108 of 1996, Chapter 1) it is stated that the founding principles of the constitution are the democratic principles that include human dignity, non-racialism, non-sexism and the right to

vote. This means that South Africa encourages a form of a participatory democracy where the leadership will report to the electorates on matters of governance and the people that elected them hold them accountable for their actions. The people on the ground are expected to give input that will form part of decisions taken in government.

The concept of participatory democracy is derived from the concept of community participation. Bekker (1996:40) defines community participation as a process where the common amateurs of a community exercise power over the decisions related to the general affairs of a community. In other words, there are people in the communities who are not paid but they are actively involved in the affairs of their community and in doing so they gain the respect of their community. The Public Service Commission (PSC) (2008:9) defines participation as, an involvement of the citizens in initiatives that affect their lives. This means that all the people in a community are actively involved on issues that matters, especially issues pertaining to their surroundings. The people will also come together in participatory arenas organised by government. Barber (1984:175) brings in the concept of talking in a democratic dispensation as he states that “at the heart of strong democracy is talk”. It is important that all the parties should talk and listen to one another. It should not be about the government representatives talking all the time, they must also sharpen their listening skills and listen what is said by the people on the ground.

On the global scale different democratic systems have been established but the one that is significant to the South African context is participatory democracy (ANC, 2009). This is supported by the Freedom Charter (1955) in which it is stated that “The people shall govern”. The ANC election manifesto (2009) reiterates that democracy means empowering people, especially women, workers, youth, and rural people to participate in decision making processes that directly affect their lives. The ANC manifesto stresses participatory democracy, which encourages active citizen participation through social cohesion. According

to Coetzee and Graaff (1996: 305), there are two types of participation: direct and indirect participation. Direct participation refers to making decisions directly while indirect participation on the other hand, uses a small group to make decisions of importance on behalf of their constituents.

Except for the legitimacy of the government, the other main factor in democracy is that of *consultation*; the elected representatives have a political obligation of consulting those who elected them. Ababio (2004:283) states that municipalities are by law required to consult community when planning and making decision that will affect their welfare. The thin thread of losing participatory democracy is when the government representatives forget those who elected them, as they sometimes do, which has long lasting repercussions. In local democracy when the elected representatives forget those who elected them the chances are that their community will start repeated strike actions that will result in the burning of government property, such as libraries and clinics. Tshishonga and Mafema (2010:564) support the statement when stating that the country has witnessed service delivery protests taking place in many municipalities with a new and dangerous intensity.

On the global scale various ways of defining *democracy* may be found but in South Africa the concept of participatory democracy is significant, for it will improve the quality of lives of the poor, as it is stated in the Bill of Rights (Act, 108 of 1996) that everyone has a right to proper housing, food, and water. The South African democracy must address issues such as better housing, clean water, removal of sewage, and clean environment. When those issues are attended to, then the communities in South Africa can stand tall and witness the benefits of democracy. That is why democracy is defined as a system that must change the lives of ordinary people for the better (Stoker, 1996: 188).

It is suggested that while poverty ravages local communities or when the gap between the rich and the poor communities is too wide, then democracy serves no purpose. Hindson (2003:156) support the statement when stating that despite its relative wealth and a well-developed modern economy, the new South Africa remains plagued with widespread poverty and high levels of inequality. South African democracy is not to be merely conceptualised in theory; rather, democracy must be implemented in order to effectively address the inequalities of the past and encapsulate the principles of the Constitution, the supreme law of the country. When democracy is discussed in South Africa what is meant is that people must have access to clean water, electrification of their houses, better housing and access to quality education. The democratic government must rally with all the stakeholders, including the private sector and the economic monopolies to create jobs. The government must have a plan for ending poverty and the most effective way of doing that is to follow a pattern of participatory democracy that will improve quality of life, especially through better education. Better living conditions are the utmost goal of the South African democracy.

Democracy is not about the ANC (or any political party, for that matter) winning the election polls but it is about the people who will take charge of the destiny of the South African community. According to the Independent Electoral Commission (2007:7) “democracy should be underpinned by the principles of political equality, representation of different views including minority views, accountability and regular elections that would constitute a legitimate authority and improve the human condition”. Which party wins the election polls is not important; what matters is the effective delivery of services to the population. When people have a lackadaisical attitude toward their government they may not benefit in any real way from their government and, instead, corruption and fraud shall take its toll because the people are not participating in the political process (Phillips, 1996:20). People must have power to recall those in government who are greedy and those who embezzle the tax payers’ funds; which are both

signals of an ailing democracy (Pityana, 2004:19). This is not a matter for constitutional amendment; rather, it is a matter of active participation, so that wrong doers will be discovered early in their tenure before they have done much damage and the matter is addressed appropriately.

2.3. The significance of participatory democracy

If participatory democracy was insignificant then the leaders of most countries of the world would have not followed the route of instituting it. There are many benefits to be reaped from practicing participatory democracy like some countries in East Asia practice participatory democracy that has benefited them economically. According to Brettschneider (2011: 76), democratic rights are a necessary condition of democratic legitimacy. Therefore, the state will have the status of democratic legitimacy and will gain respect worldwide. When government is legitimate then it is easy for it to obtain international funding and investment for the country. According to Phillips (1996:20), democracy no longer revolves around whether citizens should have an equal right to vote in deciding the composition of their governments. The ordinary people must understand clearly what is happening in their government and have trust in those people that represent them. In summary it can be said that the advantage of democracy is a better life and improved living conditions for all. Again, May (2011:2) recognises three core values: Equality of interest, political autonomy, and political reciprocity. Democracy also embodies the benefit of:

- Peace and stability
- Strengthening of democratic institutions
- Protection of human rights
- Good and clean governance
- Regular free and fair elections
- Prosperity of the population
- Rule by the majority and the protection of the minorities

The major benefit of democracy in any state is a good life for its people. The most important benefit of people who live in any democratic state is peace and stability. Wars and turmoil are not necessary; therefore, the democratic process will create peace that is necessary. In a democratic state people are satisfied with their leadership and when they are not they would just oust them through the power of the vote in a peaceful transition, not on the mouth of the barrel of a gun, as it does occur in some African states. This is what any human being desires; not the repression by one system to another. The elected has a political mandate to fulfil. That mandate comes from the people that elected them and at a certain interval they must return to their electorate and report and engage them in other matters. This means that in a democratic dispensation people know and understand their priorities in government.

2.4. Democracy and public participation

In developmental countries, such as South Africa, democracy is influenced by public participation. It is desired that the people of South Africa should be directly involved in decision making processes. Apart from the election process, people must be involved in issues of government; therefore, in this context public participation and democracy are inseparable. Democracy means empowering people, especially women, workers, youth, and rural people in the decision making processes that directly affect their daily lives (ANC, 2009:3). The government cannot work alone and suddenly present development projects that would not address the needs of the people. People must take ownership and be involved in all projects that directly affect their lives.

The concept of participatory democracy means that people must own the government, as stated in the Freedom Charter “the people shall govern”. Therefore those that are in government must participate in community affairs in

such a way that they mobilise and capacitate people on the ground to participate effectively and meaningful in government processes, even though they may be outside government. This is supported by the election strategy of the ANC (2009) that say, “Together we shall do more”. Indeed much can be done if the ANC would practice participatory democracy in the form of *doing things together*, and not just as a mere campaigning tactic. If the government in power can take cognizance of the people then all the developmental objectives, such as fighting poverty through decent work, better education, health, housing and rural development, would be more easily achieved. Barber (2003:151) reiterates this when referring to self-government by citizens rather than representative government in the name of citizens. In South Africa this is the perfect political system to address the atrocities of the past – but only when it is well implemented.

Though the concept of democracy is much talked about in South Africa, achieving it is still but a dream. This is evident from the quality of life of most of its citizens. While the people are promised many things, not much is being delivered. The only thing that is evident is the gap between the rich and the poor, followed by corruption in government circles. As long as the negative events are taking place among government officials and politicians, democratic values and real benefits will be impossible to achieve. This is supported by the Human Science Research Council (2005: 2) when stating that South Africa has had one of the most unequal distributions of income in the world. The table below show the poverty gap in South Africa according to HSRC (2005).

Table 2.1: Poverty indicators by province

Province	No. of poor persons (million)	% of population in poverty	Poverty gap (R billion)
Eastern Cape	4.6	72%	14.8
Free State	1.8	68%	5.9
Gauteng	3.7	42%	12.1
KwaZulu-Natal	5.7	61%	18.3
Limpopo	4.1	77%	11.5
Mpumalanga	1.8	57%	7.1
North West	1.9	52%	6.1
Northern Cape	0.5	61%	1.5
Western Cape	1.4	32%	4.1
South Africa	25.7	57%	81.3

Source: Fact Sheet HSRC: 2005

2.5. The concept of public participation

There are various ways of defining *public participation*. The National Framework on Public Participation (DPLG, 2005:2) defines public participation as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making. In simple terms, public participation is when people involve themselves, to a greater or lesser degree, in organisations directly or indirectly concerned with the decision making about and implementation of development (Coetzee and Graaf, 1996:312).

In South Africa public participation should not focus on acculturating the African people into the Western culture, as was done during the colonial period when the colonialists came in with a modernisation agenda. African people were discouraged to do things in their own way but were required to follow the western

style, and even forced to change their way of life to accomplish that (Swanepoel and De Beer, 1997: xiii). When people participate in this process the agenda should not be that of the elites and monopolies deciding what needs to be done for the poor, underdeveloped people.

Public participation should be characterised by a two-way interactive process that is equal in input from both the government and the people. It should not be one-way communication initiated by those in power or a situation where the government plans programmes, which the people must simply receive. People of a community or a village know what they have and what they need. Developmental agencies and government should thus consult with the people on all developmental issues, as they (the people) know their needs. The nature of development that will take place within a city will differ to the nature of the development that takes place in the rural areas; therefore, the people concerned must be consulted because they exactly know what type of aid they would want to receive.

Participation that is in the form of political patronage is not appropriate. In South Africa the agenda of public participation is motivated by the objectives of development, which is the agenda that is espoused in the Freedom Charter (1955). That kind of development is aimed at promoting the people to become independent and fight poverty. The aim of participation in the democratic processes is to fight poverty and make the communities self-reliant, freeing them from being dependent on NGOs for provisions. This is supported by Swanepoel and De Beer (1997: xiii), when stating that development is not about placing facilities among the poor or creating infrastructure; development is about releasing the community from the poverty trap so that they can take responsibility of their own destiny. As the local government is closer to the public; public participation cannot be avoided if good governance is the desired outcome.

This means that local government cannot shun public participation; it must simply embrace it. Further, though the distance is greater between the communities and provincial and the national government that does not exonerate their obligation to public participation. In other words, all the levels of government are obliged by the Constitution (Act No. 108 of 1996) to engender public participation in their governing processes. If a government department wants to excel in its executive duties the point of departure is to engage the ordinary people in all avenues of participation.

When a local government does not ensure the participation of their community then their people might vent their frustration through strike action, which in itself is a form of poor governance. Such action has resulted in municipal property being vandalized and people losing their properties and/or lives. The underlying reason for this is that community members are not consulted on projects that affect them and are clueless as to what is happening within their municipality or neighbourhood. Another possible cause for such action is that they become uncomfortable about the councillors they have elected. These happenings can be averted only through real public participation (Carrim, 2010:1).

It is also important to note that good public participation can only be established through good public participants. In most cases criticism about public participation is levelled against the government representatives and officials, especially at the level of local government while those who must constitute the public arena, which are the communities, remain most often forgotten. The government cannot participate meaningfully if the people are not committed. The government has to capacitate and educate people on the importance of public participation and create avenues. In The Municipal Systems Act (2000, Section 16(1) of Chapter 4) it is stated that the municipality must develop a culture of municipal governance that complements the 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. Community participation deepens democracy by giving local citizens a direct say in a range of decisions and processes which affect them (Municipal Systems Act of 2000, Section 17(2) of Chapter 4).

The South African democracy is therefore informed by public participation. It is important to note that public participation is not about convincing people on what has already been planned; the public should be part of the planning from the beginning. Public participation is efficient when people are organised in the form of stakeholders that have interest. The Non-Government Organisations (NGOs) and the Community Based Organisations (CBOs) are crucial in as far as public participation is concerned. The local government is expected to implement programmes, such as LEDs and the IDPs, in a manner that engages people. Those programmes can be effectively implemented if the local government engages its citizens; not to call a public meeting early in the morning knowing that most people are at work, where only the elderly people will attend and be convinced on issues that affect the whole community, and that will not be acceptable to the community at large. That would be an unfair practice that is sometimes done at the local government level. Local government programmes can only be enhanced by full public participation. Public participation takes various forms and types as explained below. Literature shows that there are different types of public participation that will be discussed below.

2.6. Types of public participation

According to the Public Service Commission (2008:22), the following represents a typology of public participation. There is no type that is more important or greater than the other; each depends on the context and time. All of them can make a meaningful contribution towards the concept of public participation.

2.6.1. Passive participation

In *passive participation* the communities are only told what is going to happen in their surrounding area. The communities normally have confidence in the people they have elected and whatever they are doing they assume it will indeed benefit them. The problem is that the people they entrusted with responsibility often do the opposite or come in with their personal agenda. However, at some stage this kind of participation is infested by corruption because it cannot be caught early.

2.6.2. Participation in information giving

Participation in information giving tends to be a technocratic kind of public participation, where the community answers questions over the telephone or other technology, such as emails and websites, is used as a form of participation. Those methods can only succeed where the level of literacy is high and the culture of face to face interaction is not so important.

2.6.3. Participation by consultation

In *participation by consultation* people are consulted but the decision is taken sometimes after the information has been gathered during the consultation process. At times the final decision may not be one that falls in the ownership of the people; in other words, things can change drastically after the consultations in a way not anticipated. Normally specialists, such as researchers and consultants, are employed to complete the task. This kind of participation will give positive result on certain issues, such as the name change of a city or municipality. While this method does seem to be expensive, it does have positive results.

2.6.4. Participation for material incentive

In participation for material incentive the people participate by providing resources, such as labour, in return for food and/or cash. Sometimes people may provide the resources without the material return, as in the case of volunteer workers - an influence by former President Mbeki, who encouraged people to assist voluntarily within their community. This kind of participation helps the community take care of the community properties, as they have a feeling of ownership thereof.

2.6.5. Interactive participation

In *interactive participation* the people and the government interact as a means of participation. According to the Public Service Commission (2008:22), participation is seen as a right and not a means to earn project goals. In this case the government and the people are engaged on an equal basis; the government will not dominate the other stakeholder. This is effective when there are organised groups that have community objectives but divergent opinions can be a drawback to the success of a project.

2.6.6. Self-mobilisation

In *self-mobilisation* the people take their own initiative to participate, with the government then becoming a stakeholder. The project is owned by the people, not the government. This means that the government is only supporting and monitoring the initiative.

The following are types of public participation according to the World Bank in Heydenrych (2008:707). The World Bank has its own way of classifying types of

public participation though they essentially mean the same as the typology suggested by the PSC (2008: 10).

2.6.7. Persuasion

Persuasion has common characters with passive participation, in the sense that there is one-way top down communication. According to the World Bank, the communities are informed and manipulated and have no real input or influence. In other words, the government or the agency that is concerned came in with a ready-made plan in which people are required to support or buy in without any input from their side.

2.6.8. Mobilisation

In *mobilisation* the development agency or an outsider who arrives with a ready planned project, sets the agenda and determines the process. This is a situation where the development agencies call others for contribution of labour or funding. The development agenda is not subjected to any discussion or scrutiny. Here mobilisation, according to the types of participation described by the Public Service Commission, is equivalent to participation for material incentive. According to the World Bank mobilisation is also implemented to increase people's sense of ownership and engender a responsibility for the sustained maintenance of the project.

2.6.9. Participation

In participation the citizens influence decisions and share responsibility for the outcome but often the agenda is set by others. The government or the development agencies only guide the discussion and become active when

technical or strategic expertise is needed. Participation is equivalent to interactive participation as described by the PSC (2008:10).

2.6.10. Consultation

In consultation the people analyse the information and decide on the course of action. People are consulted to give their inputs on the project at hand, the inputs are then later scrutinised, when they are refined and the best inputs are retained and the others discarded. Consultation is the same as participation by consultation as described by the PSC (2008:10).

2.6.11. Collaboration

In *collaboration* there is partnership, joint action, and co-production. The people are working with others to set priorities and participate in implementing on a basis of equality with the other stakeholders. In collaboration participation is not a top-down approach but collaborative, and the people feel an ownership of the project.

2.6.12. Empowerment

In *empowerment* the community is in control of the project, they are empowered and they decide on their course of action for the project. Nevertheless, empowerment should not exonerate the government or any development agency to come in for support, more especially funding. This type of participation is equivalent to Self-mobilisation, as described by the PSC (2008:10).

2.7. The levels of public participation

According to the White Paper on Local Government (1998:33), the municipalities require active participation by their citizens on four levels that are as follow:

2.7.1. As voters

The citizens should actively support all cases when they may vote on an issue, to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote. They elect people into political leadership and that is just one form of participation. To show the maximum participation in this regard it is expected of the Independent Electoral Commission to increase the number of voters on the common voters roll. It is also expected from the public to participate in voting, especially during local government elections which are normally characterised by low voter turnout.

2.7.2. As citizens who express views

Through different stakeholder associations the citizens may express their views before, during, and after the policy development process to ensure that policies instituted reflect community preferences as closely as is possible. The views may be expressed at community meetings where issues of development are discussed. This means that community members must avail themselves when meetings are scheduled; those meetings are avenues for every member of the community, not just for certain individuals that have a community status.

2.7.3. As consumers and end-users

As consumers and end-users who expect value-for-money, affordable services and courteous and responsive service. Members of the public also participate as users of the services that they must rent or lease. The local government has an obligation of rendering good quality services and the public is expected to pay for those services, which will create a good interaction between local government and the surrounding community (DPSA, 1997).

2.7.4. As partners involved in resource mobilization

Organised partners are involved in the mobilisation of resources for development, for profit businesses, non-governmental organisations and community based institutions. The White Paper on Local Government (1998:33) provides that municipalities can utilise partnerships to promote emerging businesses, support non-governmental organisations and community based organisations, mobilise private sector investment, and promote developmental projects, which are initiated but not necessarily financed by local government.

It should also be noted that the different types of public participation referred to above may also be present on the different levels of public participation.

2.8. The significance of public participation

Public participation is significant for the simple fact that people will be continuously engaged in their communities, to uplift living standards and make the community a better place to live in. The National Framework on Public Participation (DPLG, 2005:2) states the following factors concerning public participation to be most important:

- Public participation is designed to promote the values of good governance and human rights;
- Public participation acknowledges a fundamental right of all people to participate in the governance system;
- Public participation requires recognising the intrinsic value of all of our people, investing in their ability to contribute to governance processes;
- People can participate as individuals, interest groups or communities more generally;

- In South Africa in the context of public participation in community is defined as a ward, with elected ward committees;
- Hence ward committees play a central role in linking elected institutions with the people and other forums for communication, such as the izimbizo, roadshows, and the makgotla, reinforce those links with communities.

Public participation is important because it legitimises a local authority by making it acceptable to the municipal community and it contributes to the creation of community solidarity (Ababio, 2004: 275). The community must be part of the governance of their local affairs in the sense that they must be involved in the matters of governance. The ward committees must be active and councillors are expected to interact with their community in matters of governance. One important aspect is that people that take part in community issues are well informed. Therefore, public participation is another learning avenue where people are capacitated. Public participation is a legislative obligation; all people must take part in the affairs of their governance so that they understand the issues of development and governance.

The various types of public participation reflect that the government must be closer to the people, engaging them meaningfully in the developmental programmes so that developmental outcomes will be achieved within a specified period set for their completion. Historically most of the cultures in South African have oral traditions; therefore, face to face interaction is necessary though the application of the technological devises, including twitter, facebook, emails and the embracing of such developments should be encouraged as a matter of *staying with times* and technology because it is not desirable for any community to be technologically backward. What is important about public participation is that it is not a privilege, but a right. It also helps to narrow the social distance between the government and the people, while educating and capacitating the people. This is reiterated by Public Service Commission (2008: 9) when stating

that citizens are not just consumers of services rendered by government, but are also critical role players with a stake in the election of governments and how such governments should run the affairs of the country.

2.9. Overview of the Community Development Workers

In The Handbook on Community Development Workers (CDWs) of South Africa it is stated that “they are community-based resource persons who collaborate with other community activists to help fellow community members to obtain information and resources from service providers with the aim of learning how to progressively meet their needs, achieve goals, realize their aspirations and maintain their well-being” (DPLG, 2005: 14). The CDWs were established after the state of the nation address presented by President Mbeki, in 2003. The CDWs were introduced in order to act as the direct link between the government and communities to promote democracy, social and economic integration, and social justice. The CDW programme was meant to be an effort by government to deepen democracy at local community level and was intended to give citizens of the country direct access to government in a people-centred way. It was hoped that this people-centred approach would bring government to the doorstep of individual citizens, in keeping with the principles of Batho Pele (DPLG, 2005: 13).

This explains the need to have the CDWs living in the communities that they serve, so that they will have firsthand knowledge for addressing issues that matter to the community. It was not a political misguide to decide to have such people in the communities, though there could be political shifts and contrasting opinions about the programmes under consideration. Some may view this as a political tactic of the ruling party in order to strengthen their hegemony. While that could be correct in certain instances, as long as the people engage their CDWs to their benefit that will not be the case. It was also not a political fallacy to implement the programme of the CDWs, though some members of the institution

may well be fallible. There are indeed cases recorded where the efforts of CDWs have resulted in the realisation of improvements in certain communities (Mbeki, 2008), while there is still much to be done by others so that the people of South Africa can reap the benefits of living under a democratic government. The programme of the CDWs is the effort of government to reengineer service delivery, particularly in the rural areas where service delivery has traditionally been slow and suffering (Handbook on CDWs, 2005: 8).

Should the public and the municipal workers have had a properly established working relationship (meaning that the developmental promises of the government had already been established) then the creation of the CDW would have not been necessary, as the communities would already have had access to the government provided services without problems. The aim and timing of establishing the CDW corps was good, though at some point in time the programme will have to be reviewed.

The following are the functions of the CDW as specified in The Handbook for CDWs (DPLG, 2005:17-18):

- “Disseminate government and other information to community members in a timely and equitable manner.
- Supervise work teams of volunteers or community members involved in community projects, such as those employed on public works programmes.
- Assist communities in understanding, developing and submitting Integrated Development Plans to municipalities and other spheres of government or donors.
- Coordinate inter-departmental programmes and encourage improved integration.
- Maintain ongoing liaison and collaboration with various community-based organisations and other cadres of community-based workers.

- Promote the principle of Batho Pele and community participation.
- Alert communities and other service providers to problems and delays in the delivery of basic services.
- Assist in the implementation of government programmes and projects.
- Liaise and advocate on behalf of communities with government, parastatals, NGO and private sector donors.
- Monitor and evaluate the impact of developmental government projects and programmes on communities and submit a report to the relevant structures of government.
- Help government in its efforts to realise the People's Contract of a better life for all."

In summary, the duty of the CDWs is to bring government closer to the people. They are expected to coordinate the inputs of all the stakeholders, such as the CBOs, NGOs, and government departments to support a common purpose, which is a better life for all people. That is the reason former President Mbeki recommended an echelon that is multi-skilled and able to execute those responsibilities (Mbeki, 2003).

According to the Local Government Bulletin (May 2011), the CDW programme is a strategic government initiative aimed at bridging the gap between government and the community they serve, thereby also creating a critical link in terms of public participation. The Offices of the Premiers in each province of South Africa is responsible for the co-ordination of the programmes, while provincial local government departments provide the administrative and logistical support. In short, the CDW are within the communities to strengthen participatory democracy through capacitating, educating and encouraging public participation.

The individuals who are employed to fill these positions need to be multi-skilled in a real sense; preferably people who have, for example, a background of

developmental studies and not merely comrades within the communities. These are the kind of revocrats that must disseminate government projects, programmes and other information to community members in a timely and equitable manner and assist communities in understanding, developing and submitting Integrated Development Plans to municipalities and other spheres of government or donors. Should the provincial government department have appointed people who have the necessary credentials to fill these positions, the possibility exists that the community strike actions that negatively affected certain municipalities, including Pixley Ka Seme Local Municipality, could have been avoided (Sowetan, 2010:3) It should also be stated that the CDWs have so far failed to reduce the nationwide service delivery protests of rural communities.

It is high time that a milestone review be conducted on the role of the CDWs, to implement improvements and make adjustments on their operations. It cannot be denied that some of them are not skilled and competent to hold their positions. This is the reason they are not fulfilling the mandate handed to them, and their communities are suffering as they do not execute their functions. This is supported by the Independent Democrats, when they state that the CDWs were draining the fiscus while doing nothing (Sowetan, 2010:1). Indeed, the CDWs will be subjected to contradictory views that are politically charged because some of them do not deliver or execute their tasks.

Though there are some CDWs that have displayed a sterling contribution to their communities, there are others who have not contributed anything toward changing the lives of the people in their neighbourhoods for the better. In such instances action needs to be taken because in general the South African communities need development; therefore, they should not be held back by individuals who do not perform. In other words, those who do not do their duties must either improve their track record or find their way out of the system.

The creation of CDWs is viewed as a very important initiative to bring government nearer to the people, enabling it to respond to real community needs (SAMDI, 2005: V). After the entrance of the democratic government in 1994 the pace of addressing the developmental backlog presented many challenges, hence CDWs were brought in to fast track the addressing of service delivery issues (Handbook on CDWs, 2005: 8). It needs be emphasised that this kind of individual should be selfless, who will work tirelessly in focussing on helping their community fight poverty. They also should be individuals that reside in the ward where they operate, to better understand the challenges their neighbourhood experiences.

2.9. Conclusion

In South Africa the provision of essential services is not merely a favour to the community but is a constitutional matter. Those who are in public service are not doing any favour to the community in doing their work. Essential services cannot be provided as an exchange for money or anything that has a monetary value; it is the legislative obligation of those who are in public service that they must fulfil. In fact, failure in this act is tantamount to the destruction of the South African community.

In the Constitution of the Republic of South Africa (Act 108 of 1996: Chapter 7) it is emphasised that a healthy environment must be provided for the citizens of the country to live in, which includes the provision of essential services by local governments to the area that is within its jurisdiction. The legislative acts that focus on local government reiterate a government system that is participatory in its approach to the population. However, the individual communities must reciprocate by becoming involved in the issues of the day; it is their democratic right to do so and, if they renege on this, the local government must double their

effort to encourage their community to buy into the system through addressing issues that are of interest to them.

Community based workers and the community development workers must also build capacity in their citizens and do their work with love and respect to the country. Those who have not contributed to this in any way should change their attitude and apply themselves to their tasks. South Africa needs the services of community workers that are patriotic and stakhanovists who work with zeal; they must have the courage to work to improve the conditions in their country.

Development is, however, not about the delivery of goods to a passive citizenry; rather, it is about active involvement of the community in addressing their needs (Leboa, 2003: 25). When people become actively involved in local government projects their lives improve. This can only be realised, though, when the local government engage with their community in participatory democracy.

Chapter 3

The role of Community Development Workers in Pixley Ka Seme Local Municipality

3.1. Introduction

In Chapter 2 an analysis of participatory democracy and public participation was provided, as well as an overview of community development workers (CDWs) in the South African general political landscape. In Chapter 3 the focus is on the role of the CDWs with particular reference to Pixley Ka Seme Local Municipality. This chapter will provide answers to whether, within the public sector, CDWs are indeed strategically significant. Further, answers are provided to questions posed on whether the CDWs can address and solve the service delivery backlog in South Africa.

The concept of the CDW is related to community development which, within the South African political landscape, is not a new concept. A community development worker works collectively with a particular community or communities to bring about social change and improvement in the quality of life (Gerber & Mothlake, 2008:3). According to Gerber and Mothlake (2008: 4), CDWs work together with individuals, families and/or whole communities to empower them to identify their needs, opportunities, rights, and responsibilities; to assist them in planning what they want to achieve and take appropriate action to achieve those objectives and, lastly, develop activities and services to improve their quality of life.

What is important is that development agents that works with communities on issues that pertain to their development must be fully engaged with the affected

people when doing so. They must work collaboratively with the communities and not work for them. The development projects must not only be owned by the development agency but must, collectively be owned by the affected communities.

With regard to *development*, in the developing countries less has been done to fight against poverty and improve the lives of people. This is reiterated by Swanepoel and De Beer (1997: XI), who state that development in the third world countries has suffered an abuse. The view is supported by Korten (1996: 480), who states that the record of earlier community development and cooperative efforts is largely a history of failure.

The development projects implemented by the international agencies have achieved little in improving the lives of the communities in the third world countries where they were conducted; which was not the original intention. In short, they were catastrophic. Those projects only resulted in promoting a dependency syndrome that ruined the living conditions of the people they were meant to serve. It falls, thus, upon the African people to develop their own strategy that will emancipate them from the poor conditions they were left in by their former colonial masters; that strategy must set them free from the mentality of saying “*everything from Europe or America is best*”. The enemy is no longer the colonial master; rather poverty is. This poverty, in the South African context, is attributed to colonialism and apartheid. Firstly, Africans need to establish a mechanism that will unbind them from the negative mentality of saying “*Only Western countries have solutions for all the atrocities committed in Africa*”; when, in fact, the solution should lie with the Africans themselves. Africans need to fight poverty at all cost, collectively, because – it has already been proven – that external intervention alone shall not free the Africans from poverty.

The development agenda must help people in a sense that they are uprooted from the poverty trap. Development outcomes must encourage people to be

independent, which is a workable recipe for improving their living conditions. The development agenda in Africa and Asia brought only the extraction of natural resources by the developed Western countries, rather than improving their life conditions; which explains why it is said to be a failure. This clearly demonstrates that development projects in the early twentieth century were infested by political agendas that enriched the mining home countries, rather than improving the lives of the local people. The development that came in through the international development agencies did not benefit the third world countries and help them escape from the poverty trap.

The deployment of the community development workers in South Africa is in response to the conditions expounded on above. Africans must establish their own development agenda that is suitable for the African context. However, foreign intervention cannot be undermined or shunned, as Africa is also part of the global family. However, Africans must develop their own development initiatives and stop being *cases for charity* of the West. With this deeper or contextual understanding of the role of CDWs in South Africa as well as Pixley Ka Seme Local Municipality, the following topics are to be covered in this chapter:

- The theoretical concept of community development
- Overview of community development in South Africa
- The roles of CDWs in Pixley Ka Seme local municipality.

3.2. The theoretical concept of community development

The point of departure is to define the concept *community development*. Coetzee and Graaf (1996, 313) define development as, the conscious process wherein small, geographically contiguous communities are assisted by the more developed community to achieve improved standards of social and economic life.

Community development is about placing individuals at the centre of the development process and helping them realise their potential (DPLG, 2005:12); it acknowledges that the best solution to a problem comes from the communities that experience and face challenges. *Development* is anything that transforms people's lives for the better. Development can take the form of improving infrastructure or building capacity on issues that need to be addressed. Development can be categorised in the following manner below.

3.2.1. The capitalist view on development

The capitalist view of community development is: foreigners, especially from Europe and Northern-America, establishing intervention programmes for development, while defining the way of life and the type of governance that must be pursued by those on the receiving end of the intervention. When communities do not succumb to what is defined by the foreigners then the intervention is withdrawn. Swanepoel and De Beer (1997:18) postulate that the basic point of departure is that poor countries will become developed if they follow the path taken by Northern countries before them.

The capitalist view is that developed communities will go to the undeveloped communities and assist them to achieve better living standards. This is actually not true; the truth is that they are actually extracting resources from the host land for the benefit of their home country. In the capitalist development paradigm, there is a relationship between the rich from the North and the poor from the South (Naiman 1997: 221). The rich from the North, they assert, assist the poor from the South by giving up part of the material wellbeing gained in favour of the disadvantaged. The mentality created is that the poor communities from Africa and Asia cannot stand on their own; instead, they will ever be dependent on the West for their wellbeing. Thus, the Europeans are viewed as the trendsetters of global development.

The developed communities go to the undeveloped communities to extract their resources, even if they are claiming to improve their living conditions. This is actually a form of exploitation of the undeveloped communities. In Africa this kind of community development agenda did not benefit the developing countries; instead, it has perpetuated poverty in those communities. That is the reason authors such as Swanepoel and Coetzee (1997) view development in Africa as having been a failure.

The view is supported by Nabudere (1997:203), when he states that the fact that development, as a strategy of modernization, has failed to meaningfully take place in a majority of the countries of the third world is no longer a dispute. The capitalist development paradigm is top-down, in other words it is handed down from the government or the development agencies (the authorities) to the people; which is a cumbersome/bureaucratic exercise handed to the people that must benefit. The top- down approach undermines the potentials and capabilities of the poor people.

3.2.2. Modernization view to development

The other development paradigm is *modernization*. Modernization theorists view development as being the poor countries follow the path taken by the rich countries from the West in improving their life conditions (Swanepoel and De Beer, 1997: 18). In this theory there are two distinct worlds, which is the world of the undeveloped and the world of the developed, the world of the blacks and poor, versus the world of the whites and fairly rich. It is also titled the pre-modernized world and the post-modernized world which are at the two ends of the spectrum. In this case the undeveloped poor black people must forsake their traditional values and be encapsulated in the Western values along the capitalist

lines if they want to live a better life. Development is viewed as when the poor people are acculturated into the Western norms, values, and lifestyle without question.

In this theory the concept of the two distinct worlds remains a challenge. The two worlds manifest themselves into the core and the periphery. The imbalance between the two worlds escalates until the core becomes economically stable and the periphery remains in the poverty trap; the gap between the rich and the poor tends to grow. The citizenry in the periphery is attracted to the core where they are exploited in terms of labour (Coetzee and Graaf, 1996:89). Those in the peripherals are continually dependent on the core.

The two development paradigms did not benefit the communities of the poor in the past and, likewise, they shall not benefit in the future. They are attributed to the nature of being arrogant, only focused on materialism and individualism. It is only the development agencies or development authorities that determine the nature of the development, without considering the views and the contextual factors of the local communities. Countries that were affected by the development projects, including industrialization and modernization, have the characteristic of dual economies; which, in South Africa, are the economy of the poor black people and the rich white people. The two paradigms do not consider the sustainability of the available resources. They extract everything that is of value and their rate of consumption is high. A reason why the modernist development theory has failed is that the programme is a replica of the European way of life and is Eurocentric.

3.3. Social development

Another development paradigm is *social development*. According to Jacobs and Cleveland (1999:13), social development is the release and channelling of social

energies through a more complex social organisation to enhance productive capacity and achieve greater results. In this case development integrates all the issues of development that includes, economic, social, political, cultural, scientific, ecological and technological; which is unlike capitalist and modernization forms of development. This is the kind of development that considers the contextual factors of the community, before addressing them. This kind of development is socially driven and is taking place in the social setup. Social development puts the society at the centre of development. It also encourages people to be independent.

3.3.1. Economical aspect

Economic development occurs when productivity rises, which enables people to produce more, earn more and consume more. To do so they have to be motivated to learn new skills, adapt to new work processes, and adopt new technology; changes which in past ages have met with considerable social resistance (Jacobs and Cleveland, 1999: 20). The aspect of development is focused on the economic issues of humankind. The emphasis is that people must improve their economic wellbeing. It is done through funding of development projects and programmes by the World Bank or IMF, though the funding had the long lasting effect of trapping the third world countries under a burden of financial debts. The agents of social development must therefore interact with the communities where development projects have been implemented. The development programmes of organisations such as the IMF and the World Bank should not be the only options that could aid in developing the circumstances of poor communities; there are agencies that could help, including the governments and other community based institutions. Skills development is the most important issue that will engender an economic viability within people. Therefore, more

people need to be re-skilled, so that issues of skills shortages are addressed in this changing/developing environment.

3.3.2. Social aspect

The social aspect of development acknowledges that society must be at the centre of development and that the society must benefit. It supports people in claiming their individual human rights, meeting their needs and having greater control over the decision making processes which affect their lives (Mubangizi, 2009: 437). Development must not be about things but about people (Nyerere, 1973). Therefore, development should improve the social context and not undermine the social fibre in a community. In other words development must not undermine the morals and the ethical standards which are part of the social fibre in a community. People are part of the collective society and they live in a specific society so development must be based on social values. Nyerere (1962:2) extrapolates that people must have the mindset of working for their community so that development will indeed be achieved. This means that people must work and put their energies to the execution of tasks that are positive to the development of their community or country. The social aspect of development starts with the mindset and it is then taken by the society, in order to improve their wellbeing. In the South African context the learning institutions have obligations of breeding a generation that must love their country and display patriotic attitudes.

3.3.3. Political aspect

It is a fact that politics plays a major role in development, as development is influenced by political issues. Schools of political thought include: capitalism, socialism, communism, and democracy, to name a few. When people are discontent with any political issue (such as occurred in the Growth Employment and Redistribution Programme (GEAR), when certain role players in the political domain were not happy with the proceedings), then a conflict situation will develop. The South African Communist Party (SACP) and Congress of South African Trade Union (COSATU), which believe that development in South Africa must be informed by socialist policies, were negatively disposed towards the GEAR policy. Those who are in opposition to a policy will lobby for support of their position and may show their discontent by picketing. Development takes place in a political landscape that is characterised by conflicts, oppositions and debates. This is the reason Swanepoel and De Beer (1997: 48) states that politics has a profound influence on development. The main issue in this instance is whether the influence is positive or negative. The politics of the day informs the policies that govern development. In the European countries development is informed by the market, which has a capitalist orientation; and in Tanzania development was informed by the socialist theory called Ujaama (Nyerere, 1962), where people were encouraged to serve their communities as determined by President Nyerere. Many policies that concern development in South Africa are informed by the Freedom Charter. Even if Ujaama was a failure that does not mean socialism is also a failure. The way in which development is executed determines the outcome attained.

3.3.4. Cultural aspect

Development also takes place within the cultural terrain and should therefore be sensitive to cultural issues. Culture is a cornerstone of human development and identity. For an example, the South African people respect their burial grounds; destroying cemeteries to establish a modern settlement will be to evoke an outcry on the people. Any development project that affects their cultural activity negatively will not be supported; further, the development project may even be sabotaged. It is crucial that the government and other developmental agencies involve cultural practitioners in the decision making process when undertaking a development project. Culture must no longer be the *missing pillar* of development (Commonwealth, 2011). Therefore, culture must be given greater consideration when any development project is proposed. A development project that undermines culture is bound to fail.

3.3.5. Science, technology and development

Science and technology are an essential aspect of development. Development calls for the service of scientists and technicians, who must provide solutions to social issues from a scientific perspective to address societal issues, such as poverty, unemployment, and the protection of the environment (Ngubane, 2002:2). However, when development initiatives do involve science and technology the sustainability of the resource must be recognised, which can be supported by corporate social responsibility initiatives of established companies. Such initiatives must incorporate investment in research and development. They must not only involve the exploitation and depletion of natural resources but must also involve the prevention of pollution. It is undesirable when science and

technology supports the forces of terrorism through the development of weapons of mass destruction; in this aspect science and technology has become a threat to both community development and human kind.

3.3.6. Ecological aspects

The ecological aspect of development is significant because development takes place in the physical environment. In most situations the environment suffers the consequences of development. Though ongoing development is an agenda that cannot be ignored, the environment must be protected at all cost. The government must implement policies that protect the environment, as must the municipal councils develop similar by-laws. Protecting the environment against degradation by development projects is not the responsibility of government alone; the people hold equal responsibility in protecting the environment to sustain a physical environment fit for future generations.

This is justified by the Bill of Rights (Act 108, Chapter 2 Section 24 of 1996), in which it is stated that everyone has a right to secure ecologically sustainable development and use of natural resources, while promoting justifiable economic and social development. This means that all the citizens of the country within all developmental endeavours hold the responsibility of protecting the natural environment. Plants and animals, both on land and in water, must be protected. Those areas that have been depleted by development projects, including mining and road construction, need to be rehabilitated as a matter of course. In the preamble of the National Environmental Management Act (107 of 1998) it is stated that the state must respect, protect, promote and fulfil the social, economic and environmental rights of everyone, and strive to meet the basic needs of previously disadvantaged communities. Development in third world countries was

abused by the Western countries, in the sense that they approached the undeveloped African countries with the claim that they would be supporting development within those countries; however, they were actually exploiting rather than giving solutions to the situation (Swanepoel and De Beer, 1997: XI).

3.4. An overview of community development in South Africa

The issue with the capitalist and modernization development paradigms is that they were more intently focused on economic development than the other aspects of development. Therefore, other aspects of human development needing to be simultaneously addressed with that are negatively affected. When fathers leave their families and go to work in the urban areas their families are adversely affected. The effects of industrialisation and modernization as development projects have undermined the social fibre in most African societies. Community development that is properly suitable for a democratic state must put the community at the centre of development, together with all the aspects of their lives. Development must not be a form of duplicating the life style from the West, though it must inherit good technological practices from the West.

Community development in South Africa is informed by history. Global and local historical events have an influence in the development path that South Africa must undertake. Colonialism had a negative impact on the lives of the South Africans, especially the black people. People were stripped of their land by the colonialist and spent decades serving the colonial master. The Cold War also had a negative bearing on the development path that South Africa should take. Apartheid was a nail in the country's coffin; the governing system brought in many atrocities, such as poverty, inequalities, racial discrimination and separate development that have resulted in tension between racial groups within South

Africa. South Africa is characterised by a history of inequality and racial segregation, the result of the apartheid system. The development path in South Africa will therefore take a path that is aimed at addressing all the atrocities of the past. The issues that are at stake and need to be addressed in South Africa are: poverty, the low level of literacy, HIV pandemic, land distribution, housing shortage, potable water, and access to basic municipal services.

Those challenges are not the sole responsibility of the government and the government cannot address the challenges alone. Those are the problems of the South African population; it is, therefore, necessary that committed public servants and other patriotic South Africans come to the fore and assist in diminishing the challenges. To which effort the private sector must add their efforts at corporate social responsibility; they must fund projects and institutions that are needed to be funded, rather than funding projects and institutions they would like to support.

The other factor that makes community development significant is that it is a tool for community empowerment and capacity building. When communities are empowered they will understand their rights and obligations. Community projects can be successfully driven when the participants are capacitated with the required skills. Therefore, the main area of development is to build capacity among the affected communities, so that they will effectively drive the projects themselves.

Community development in South Africa is driven by the government, a handful of private sector institutions, and NGOs that are concerned with community upliftment. The people that work alongside communities must be comrades that are determined to serve their communities, even if no payment is received for their efforts. These are the people who must understand the logistics of development in their area of operation. It is important that the development projects are effectively executed because the country cannot afford to have

projects failing, while the people are in need of development. When a project fails it is a major loss for society at large. The development projects are informed and regulated by the policies of the country that are operating within the legislative framework. The policies and pieces of legislation that govern development are essential in ensuring the attainment of the objectives that are informed by the past legacy. The subject matter of the documents consulted below are concerned with development and any organisation that is concerned with development will operate within the policy guidelines:

3.5. The policy framework of development in South Africa

3.5.1 Freedom Charter

The Freedom Charter forms the foundation of all the development projects in South Africa. Even if the Freedom Charter was not developed by the stakeholders in all the various sectors of the population, it promotes social justice. In the Freedom Charter it is stated that, “the people shall share in the country's wealth”; which means that all the people are eligible to a fair share of the wealth of the country. Therefore, the developing of policies that address inequalities is essential. The truth is that an equitable share of the countries resources cannot be possible because individual properties are attributed to individual earning. But people must have access to basic necessities and be above the poverty line, so they can live well. The aim of the Freedom Charter is to protect everyone who lives in South Africa – black or white – from experiencing abject poverty.

3.5.2. The Constitution

The South African Constitution is the supreme law of the country (Act 108 of 1996). Any policy development must be aligned to the Constitution; if that is not the case, it is not constitutional and it cannot operate as a policy. In the preamble it is stated that the people of South Africa recognise the injustices of the past. Therefore, through the Constitution the injustices of the past must be addressed. In the Bill of Rights it is stated that the basic rights are: a right to access health care services, education, food, water and adequate housing. The Constitution commits the South African Government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security. The government must therefore develop legislations to ensure that the basic human rights are achieved. The aim within the Constitution is to maintain human dignity. All the other policies are therefore informed by the Constitution. The protection of the environment is a constitutional matter. The people of South Africa are therefore constitutionally bound to protect the fauna and flora of the country. It is, therefore, imperative that all the South African people must uphold the Constitution while they are still living.

3.5.3. Reconstruction and development programme

The Reconstruction and Development Programme (RDP) is a plan to address the social and economic problems that people face within South Africa. It is recognised in the RDP that all the problems and ills in society are interconnected. Addressing the problems, therefore, a consolidated approach need to be followed in which all the stakeholders play their part. The aim of the RDP document is to

address the alleviation of poverty, to address the imbalances of the past, and to revive the human dignity from which the African people were stripped off by colonialism. Though the implementation of the RDP failed at the policy level, the objectives are still challenges that need to be embraced at societal level. South Africans still need to RDP their soul, as the former President Nelson Mandela proclaimed in 1994 (Edigheji, 2007: 150). The people of the country still long for a *social glue* to hold its people together as a nation and provide a unified sense of moral direction. The RDP was established with the notion of *nation building*, in the sense that all the South Africans must come together to address the challenges that face them. It was also aimed at developing our human capacities, democratizing the state and society, and building the economy.

3.5.4. The White Paper on Local Government

The White Paper on Local Government refers to local government as a developmental government. This means that local government is about development in their local sphere of governance and influence. The focus of that document is about fighting poverty directly and the restoration of human dignity. In that way the lives of people must be improved through the rendering of service by the local government and infrastructure development. The White Paper on Local Government advocates an integrated and coordinated approach to development. People from all the sectors, including national and provincial departments, parastatals, trade unions, community groups and private sector institutions, must come together to coordinate an approach to development. According to the White Paper (1998:22)), the aims put forward to achieve developmental objectives are the following:

- Provision of household infrastructure and services,

- Creation of liveable integrated cities, towns and rural areas,
- Local economic development,
- Community empowerment and redistribution.

This could only be done through an integrated development approach that is aimed at capacity building, infrastructure development, improved service delivery and a coordinated local economic development.

These points indicate some of the policy documents that guide and inform the kind of development that South Africa is set to pursue. All the government departments have programmes that must address the inequities of the past and development of their local communities. The Skills Development Act is an aspect of capacity building that must be undertaken by all the divisions of the department and the private sector.

3.6. Integrated sustainable development

South Africa needs development that is integrated and sustainable. This means that all the stakeholders must work together in instituting development in the townships, villages and towns. The development agenda must be owned by every one that is a part thereof. Within any local area many different agencies contribute to development, including national and provincial departments, parastatals, trade unions, community groups and the private sector institutions (DPLG, 1998). Integrated planning is about joining forces and creating a consolidated plan that will achieve the desired objectives. The municipalities each need to have an integrated development plan; likewise, the African continent must also have its own development agenda, where the international agencies will fund strong development institutions such as NEPAD. When such

institutions are stable and strong the international agencies shall not take advantage of Africa as they are currently doing. The international agencies must be players within the African development agenda; which can only be possible when the Africans have an African agenda with an African vision.

Sustainable development is about achieving the sustained economic growth needed to meet human needs, improve living standards, and provide the financial resources that make protection of environmental possible. Sustainable development is normally focused on the environmental issues (Korten, 1996).

Though sustainable development is about the environment, it can achieve that through an integrated approach. The building of capacities among citizens would help even in protecting the environment. Both South Africa and Africa need an integrated development approach that will fight poverty and unemployment throughout the whole continent, while ending its dependency on international funding.

3.7. The role of CDWs in Pixley Ka Seme local municipality

Due to the service delivery backlog, poverty and unemployment, the institution of the CDWs is no longer a debatable but rather an essential issue. The introduction of the Community Development Workers Programme (CDWP) prioritizes community development as an approach to dealing with problems relating to the lack of or poor service delivery and escalating poverty, along with other development ailments (Tshishonga & Mafema, 2010: 5).

Pixley Ka Seme Local Municipality is not isolated in experiencing those issues. Pixley Ka Seme is in the rural part of Mpumalanga Province, where there are deep societal challenges within the community. Like in other municipalities,

Pixley Ka Seme has community development workers or CDWs in its employ, both as matter of policy and to fast track service delivery backlogs. The municipal area is divided into 11 wards, each having its own CDW. According to the IDP document (Pixley Ka Seme, 2011-2012) there are 95 000 people living within the municipal area. Such a population compared to just 11 CDWs reveals that much has to be done to address the issues within the community. The CDWs, who are employed by COGTA in the Mpumalanga Provincial Government, report to the office of the speaker of the municipality.

As defined in the Handbook on CDWs, they are employed to execute the following functions:

- Assisting in the removal of development deadlocks.
- Strengthening the democratic social contract.
- Advocating an organised voice for the poor.
- Improved government community network.

The CDW programme is a strategic government initiative aimed at bridging the gap between the government and the communities it serves (Local Government Bulletin, 2011). A core duty, for example, is to disseminate information to the public, even though it creates discomfort for the councillors and the municipal officials. In other words there is information that is kept confidential by the municipal officials and the councillors while the CDWs disseminate the information to the public as they believe that any information that concerns the work and programmes of the municipality must be subjected to the public domain. In that way the CDWs are seen to be divulging important information in order to claim popularity in the community. This is one aspect that is making the work of the CDWs to be difficult. At least, such information dissemination would contribute to community empowerment and thus also community development and therefore this cardinal role of CDWs in Pixley Ka Seme are not successfully fulfilled.

Proper support is needed to make the institution of the CDWs effective in dealing with all the problems that are related to the poor people. As stated in the Handbook on CDWs, in all the provinces they must be under the responsibility of the Office of the Premier. The requirement exists that in Mpumalanga Province the CDW programme must be restructured, so that they report to the office of the premier, which will make them effective, while shielding them from interdepartmental conflicts.

3.8. Conclusion

Capitalist and socialist views to development, as two opposing theories can no longer be subjected to argument. The South Africa people need development, whether under a socialist or capitalist format, that is not an issue. However, the development approaches implemented must be integrated and benefit the marginalized South Africans, in a sense of democratising development, as the White Paper on Local Government (1998), refers to it.

In addition to representing community interests within the Council, municipal councillors should promote the involvement of citizens and community groups in the design and delivery of municipal programmes. (White Paper on Local Government, 1998:25). The CDWs are not exceptional as a group that must work collaboratively with the municipality in order to bring local democracy and public participation. The white paper emphasizes the principles of working together with all stake holders. This is also applicable to the CDWs that they will achieve the objectives when they work collaboratively with other stakeholders.

Chapter 4

Empirical study on the functioning of the CDWs in Pixley Ka Seme Local Municipality

4.1. Introduction

The focus of Chapter 3 provided the background of community development workers (CDWs) in Pixley Ka Seme Local Municipality as well as South Africa at large. The focus in Chapter 4 is on the research methods used to gather data through an empirical study. The focus is also on the research design, the sampled area and the population. The findings of the empirical study are reflected on in Chapter 5.

The reason for conducting the empirical study was to determine whether the CDWs do in fact understand their role in the community of Pixley Ka Seme Local Municipality. Further, the aim in this study is also to discover whether the people in the communities know about the CDWs in their area. Much has been said about the CDWs in the political spectrum; some say that they are just people that are used by the African National Congress (ANC) government to lure more voters into their fold (Sowetan, 2010). It would thus be unfortunate if people working for the communities would also be involved in transactions that exchange votes for development. And if that was to be like that, it would also be unfortunate that visionless and unskilled comrades should be deployed into such responsibilities. If such actions are happening then it could be said that there is a contamination of the government bureaucracy in South Africa with that of the political arena (merging of party and state). Such a contamination will hold negative consequences for both the people that must benefit from the development

programmes and the government who must render the service that is concerned with development.

Before embarking upon such generalisations an empirical study needs to be undertaken that will either prove or disprove the validity of such statements. The empirical study will establish the facts on the role of the CDWs within the communities they serve. This study will also establish whether the CDWs do reach out to their communities and address issues that affect them. For that matter the communities must be knowledgeable about the CDWs and if they are not, it will clearly indicate that CDWs are not in fact serving their communities. This chapter shall address the following issues:

- Research methodology
- Data collection methods
- Conclusion

4.2. Research methodology

Research methodology is a procedure in which research is conducted. That includes the data collection methods and data analysis. According to Strauss and Myburgh (2006: 9), research is a diligent and systematic enquiry or investigation of a subject or a phenomenon to discover or revise facts, theories or application. Welman and Kruger (1999:2) view research as a process in which scientific methods are used to expand knowledge in a particular field of study. This explains that in research the researcher undertakes a scientific journey to establish facts. For the collection of data to be effective it is thus important that the following process is followed as a mechanism of doing the empirical study:

- **Conceptualization**

The *conceptualization* phase is about defining the concept of any project. In this phase the researcher identifies the need analysis, sets goals and objectives (Van Der Waladt, 2008: 13). Conceptualization is also about defining what must be gathered during the data collection process. When a researcher has clearly identified the knowledge that will be searched for then it is easier to undertake the next step. It is thus important to conceptualize what will form part of the data, as a way of avoiding ambiguity. This is an important step of the process, allowing the researcher to know where to start.

- **Planning**

After the conceptualization, *planning* is the next phase in the data collection process. This phase is informed by the conceptualization of the data collection method. It is composed of the scope break down and time management of the activities to be undertaken. At this stage logistical component like transport and budget could not be avoided. It is also important that the sequence of activities is identified and planned for. In this study the availability of resources and time inform the kind of planning to be undertaken (Van Der Waladt, 2008: 13).

- **Execution**

The *execution* phase is when the project is rolled out. The execution includes the time and resources the researcher will find essential in order to undertake a study. This phase is also informed by the planning phase; when that is done well then the path of the execution phase is easier to follow (Van Der Waladt, 2008: 13). The researcher has responsibility of managing all the project activities that concern the research.

- **Data collection**

Data collection is an essential phase of any research process. Much time must be given to this phase to discover findings based on facts. Any research study defines its position as either quantitative or qualitative. This undertaking will be supported by a qualitative paradigm, to establish the social issues in the situation. The difference between the qualitative and quantitative paradigms is that the quantitative paradigm is concerned with numbers and statistics, while the qualitative paradigm is concerned with the understanding of a phenomenon. In qualitative research, unlike with quantitative research, there is no step by step or a fixed recipe to follow (De Vos et al, 2011: 312). The research is thus undertaken in words rather than in numbers, which is applicable to qualitative paradigm. Qualitative research produces descriptive data, generally using people's own written or spoken words (Brynard & Hanekom, 1997: 29).

For this research study a questionnaire and interviews will be applied as data collection tools. The data will be analysed in order to find facts about the role of the CDWs. The interrogation of subjects that are ordinarily the residents of Pixley Ka Seme Local Municipality and the officials in that municipality will extrapolate facts about the roles of the CDWs.

4.3. Data collection methods

For the purpose of this study two data collection methods that will be applied have been identified; which will, according to the researcher, ultimately deliver the expected results. The survey questionnaire and interviews will be applied simultaneously.

Data Collection is an important aspect of any type of research study. Inaccurate data can impact the results of a study negatively and ultimately lead to invalid

findings. Data collection methods vary along a continuum; at the one end of the continuum are quantitative methods and at the other end qualitative methods (World Bank, 2003). Data are raw information that is obtained through observation, surveys, enquiries, questionnaires and interviews. The raw material may not mean anything until it has been put through a data analysis process.

4.3.1. The questionnaire as a data collection method

The questionnaire is an effective way of getting answers from research participants. It is vitally important that the questionnaire be well prepared and structured in a manner that will exceed the expectations of the researcher and other stakeholders in the research arena. The questionnaire should be brief and include only questions which are absolutely to the point, to collect all the relevant information (De Vos *et al.*, 2011: 193). In this study the questionnaire was compiled to test biographical particulars, knowledge, perceptions, views, beliefs and attitudes of a particular population. The questionnaire establishes the understanding of the CDWs in relation to public participation and participatory democracy, as defined by the Constitution (Act No. 108 of 1996).

4.3.2. Advantages and disadvantages of the questionnaire

A questionnaire, as a tool for research, presents advantages and disadvantages. The advantages and disadvantages are discussed below. It is therefore important that the disadvantages and advantages be carefully considered when a questionnaire is to be applied as research tool. This means that not just any research tool could be a perfect for a situation, as various situations differ and *one size cannot fit all*.

Advantages of questionnaires

- Questionnaires are cost effective. They are cost effective in terms of preparation and distribution. This is also a time saving method of data collection.
- Questionnaires can be distributed to a population in a large geographical area. This means that the questionnaire is easy to distribute; one can even travel by public transport to far-off places without inconvenience.
- Questionnaires can reach diversified subjects at a reasonable time and within the ambit of reasonable resources.
- Questionnaires can protect the identity of the respondent in the sense that the respondent will not be engaged in any debate with the researcher or the field worker.
- People who are not good at expressing their views can find the questionnaires convenient; one will then be at greater liberty to write than to speak (De Vos et al, 2011: 190).

Disadvantages of questionnaires

- Open ended questions have the potential of generating an exorbitant amount of data that could be time consuming to sift and analyse.
- Respondents may lack interest in completing questionnaires as they may find them to be not beneficial or not of personal interest.
- Respondents may misunderstand or misinterpret the questions and supply information that he/she might have not supplied should the questions have been properly understood.

- Questionnaires can be completed by people who are not representative of the intended sampled population; even if they are part of the targeted population and the collected data will then not be accurate (De Vos et al, 2011: 190).

4.3.3. Questionnaire construction for this study

The steps presented below are the steps to developing a questionnaire. Though, according to De Vos et al (2011: 190), the exact order may vary somewhat:

- **Determine which information is being sought**

Before designing a questionnaire, a researcher must first decide on the kind of information that is necessary for the study.

- **Choose a question type**

The administration method determines the type of questions that will be included in the questionnaire, e.g., written form, email or web form, telephone interview, or verbal interview. It is always advisable that the questionnaires be accompanied by a covering letter that serves to introduce and explain the purpose of the questionnaire to the respondents (De Vos et al, 2011: 190). The question content must only include the ones that will obtain the desired information.

- **Determine the general question content needed to obtain the desired information**

Use the simplest language possible to convey the meaning of the question. The questionnaire must be clear, neat and easy to follow. The questions must be

numbered and must not be clumsily compiled. The questions must be arranged in an effective chronological order.

- **Choose the exact question wording**

Avoid leading questions which may influence the respondent to reply in a particular manner. The questionnaire must not be ambiguous, that is, using different meanings several times, double negatives or double-barrelled questioning. Questions must be specific so that respondents will understand what the questions are asking. Offensive questions must be discarded because respondents will not cooperate if they realise that. The following must also be taken in to cognizance:

- Determine the form of response.
- Specify the physical characteristics of the questionnaire (paper type, number of questions per page.)
- Test the questionnaire and revise it as needed.

4.3.4. The content plan of the questionnaire

The questionnaire was composed of two sections. Section A enquires about the biographical information of the participant that includes:

- Gender
- Ethnicity
- Age
- Level of literacy
- Location
- Number of people in dwelling

This section, however, does not require names and addresses or anything that can identify the participant. The biographical information does not require information that leads to prejudice, such as socio-economical information.

Section B enquires about the CDWs specifically in Pixley Ka Seme Local Municipality. It is important that a questionnaire not prove to be an inconvenience to the participant, therefore, completing it must be easy. The ease of completion was expedited in the sense that some questions were in multiple-choice format and others the participants were required to indicate their chosen answer. The following options are represented as choices:

- Very well
- A little
- Only by name
- Never heard of

While other choices are as follow:

- Exceptionally well
- Good
- Poor
- Very poor

Questions that required the participant to affirm or negate were also provided. Wherever a participant chose *Yes* or *No* as their answer a motivation was required of them. On top of the first page of the questionnaire is a covering letter that states the name of the researcher, the name of the supervisor, the institution of learning and the aim of the questionnaire. However, the contact details of the researcher and supervisor were provided in the questionnaire.

4.3.5. The administration of the questionnaire

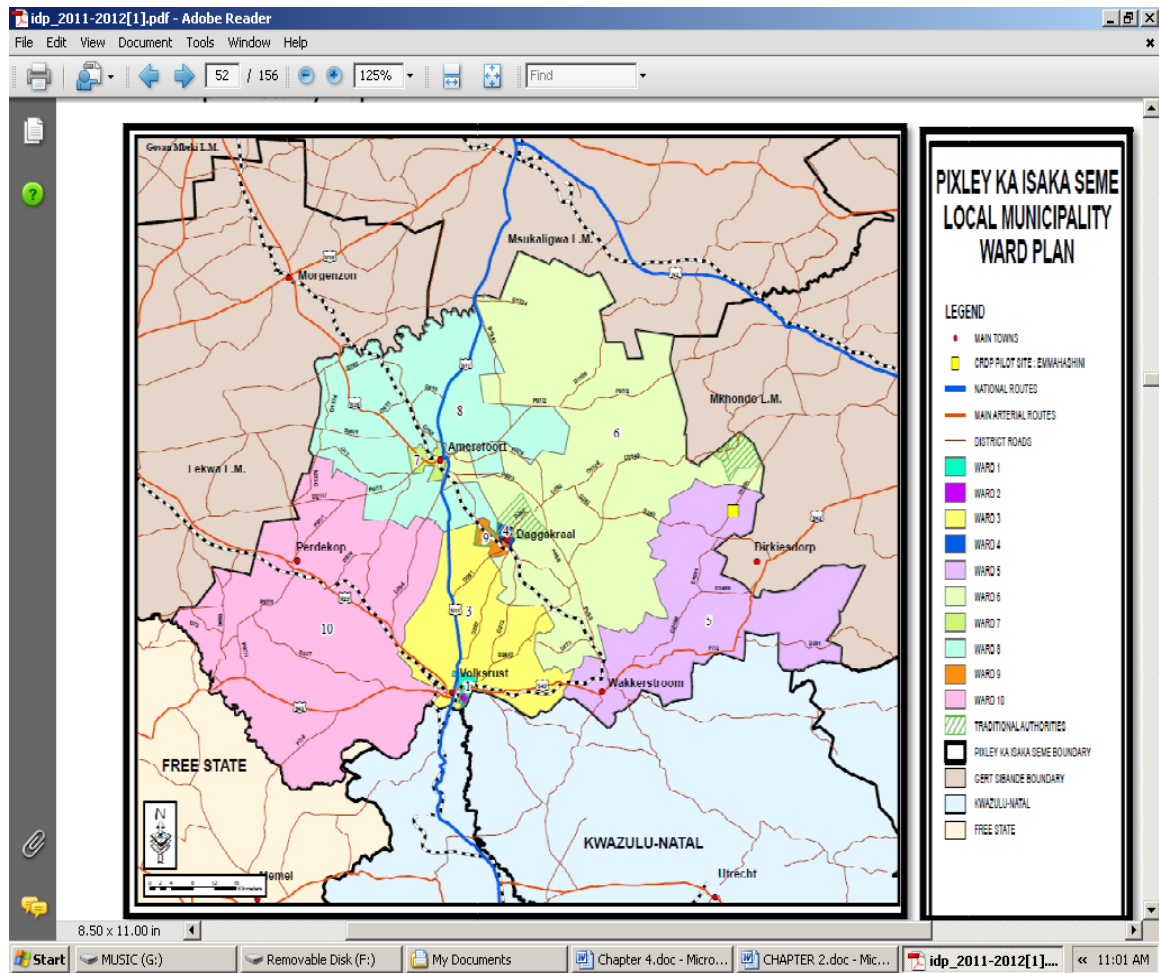
Copies of the questionnaire were distributed to the members of the community in Pixley Ka Seme for completion. As funds were not made available during the planning phase to recruit field workers, the researcher was, therefore, not in a position to hire any fieldworkers. The researcher himself conducted the administration of the questionnaires. Twenty five questionnaires were distributed to the community members. Twenty questionnaires were expected to be returned. The participants were permitted to complete the questionnaire while the researcher waited. It was of great importance that the researcher exercised calm patience while waiting for the return of the document. The researcher was available to help the participants where they did not understand a question but did not assist them with answers.

De Vos et al (2011:188) states that the researcher must leave the questionnaire with the respondent, so that the participant will complete it in his/her own convenient time and collect it later. While that is good under normal circumstances; in this scenario the participants – many of whom were illiterate – may not have completed their form at all, in fact they may eventually have lost the questionnaire and, in the long run, the researcher may not have re-collected any of them. The researcher, thus, remained, largely, in the background and could at most encourage the respondents to continue with their contribution or lead the conversation back to the subject (De Vos et al, 2011: 189). Some participants who did not have the time to complete the questionnaire immediately did request the opportunity to complete the questionnaire at their own convenient time; however, the researcher returned later to collect the document within the appointed data gathering schedule.

4.3.6. The target population

According to Brynard and Hanekom (1997:43), *population* refers to objects, subjects, cases, and events which the researcher wishes to research, to establish new knowledge. A *target population* refers to the population to which the researcher ideally would like to generalise the research results (Welman and Kruger 1999: 122). The target population of this study is confined to Pixley Ka Seme Local Municipality. The researcher targeted the community members, officials of government departments, municipality officials and councillors. Anyone who was a current resident in Pixley Ka Seme Local Municipality was eligible to be part of the target population, irrespective of class or economic status. Proof of residency was not a requirement before a questionnaire was issued because such information did not have any negative consequences on this study.

Table 4.1: Map of Pixley Ka Seme Local Municipality



Source: IDP document of Pixley Ka Seme local municipality: 2011-2012

4.3.7. Sampling

Normally the total target population for a study is so large that, from a technical point of view, it is impossible to conduct a research on all of them (Nong, 2007: 53). Most often the research work will be undertaken using a sampling of a population rather than a census (Kolb, 2008: 178). That implies that in censorship all the members of the population are targeted; it is an expensive procedure

when the population is numerically and spatially inconvenient. Censorship can only be undertaken in populations that are small so that every individual undergo the study process. Because in Pixley Ka Seme the population is large, a census cannot be conducted. Thus, the sampling method to be applied for this study is the non-probability random sampling method.

For this study twenty five questionnaires were randomly distributed to the community of Pixley Ka Seme. According to Brynard and Hanekom (1997:43), the benefits of sampling are that:

- It is easier to study a representative sample of a population than the entire population.
- Sampling saves time, especially if it is a large population that is distributed over a large geographical area.

4.4. Interviews as a data collection tool

The second tool for data collection applied in this study is that of the *interview*. An interview is a qualitative research technique using interpersonal communication between researcher and research subject (Kolb, 2008:141). The aim of the interview is to explore ideas, gain knowledge, or develop a hypothesis that can be tested using quantitative research as contemplated by Kolb (2008: 142). That activity was conducted in this study so that more information that is reliable to the aim of the study could be collected. Poor interviewing skills, poor phrasing of questions, or inadequate knowledge of a participant's culture or frame of reference may result in a collection of data that obtains few useful data (Donalek, as quoted by De Vos *et al.*, 2011: 343).

Both semi-structured and in-depth interviews formed a part of the research process for this study. The *semi-structured* interview lies between the two

extremes; the unstructured and structured interview. In the structured interview the questions are prepared beforehand and no deviation from the question schedule is permitted.

The *unstructured* interview is usually employed in explorative research, to identify variables in a particular unfamiliar area (Welman & Kruger, 1999: 196). As the subject is an unfamiliar area, no interview schedule is prepared beforehand. As mentioned above, the semi-structured interview lies between the two extremes: the unstructured and the structured. The interview schedule is prepared beforehand and deviation from the schedule is permitted when necessary.

4.4.1. The in-depth interview

The *in-depth* interview is a one-to-one discussion on a single topic for an extended but set time period. The in-depth interview is conducted between an interviewer and a single participant. Compared to other types of interviews, the in-depth interview permits a degree of flexibility in the questions, in the sense that while an interview schedule is prepared, deviation is permitted. That enables the interviewer to ask other probing questions that were not included in the interview schedule. The process of this interview undergoes phases that are as follows: the opening phase, the questioning phase, and the closing phase (Kolb, 2008:146).

The opening phase

In the *opening* phase the researcher introduces himself/herself and clearly states the aim of the interview. This is the phase where the researcher must be able to get the attention of the interviewee and buy him/her into the process for maximum participation. This is the phase in which the researcher must build an atmosphere of trust so that he/she will get the necessary data for the study.

The questioning phase

The *questioning* phase is when the real questions of the study are posed to the interviewee, to which he/she is expected to provide answers. The phase will start with general questions and move to more specific questions. The interviewer will also pose probing questions, to ensure that the information the participant has provided has been correctly understood (Kolb, 2008: 146). This is the phase where there is an interrogation between the interviewer, the interviewee and the subject matter.

The closing phase

The *closing* phase is when the researcher must thank the interviewee for participating in the interview and enquire whether the participant has any questions for the interviewer or the research.

The following are the techniques for preparing the interview event as stated by De Vos et al (2011:347).

- The participant must do 90 per cent of the talking.
- Ask clear and brief questions.
- Ask single questions or one question at a time.
- Ask open-ended questions.
- Avoid sensitive questions.
- Start with questions that are not controversial.
- Sequence questions from general to specific.
- Avoid leading questions.
- Do not interrupt the interviewee while speaking.
- End the interview at a reasonable time.

4.4.2. The advantages and the disadvantages of interviews

According to Key (1997: 10), the advantages and the disadvantages of interviews are as follow:

Advantages of the interview method

- Very good technique for getting the information about the complex, emotionally laden subjects.
- Can be easily adapted to the ability of the person being interviewed.
- Yields a good percentage of returns.
- Yields perfect sample of the general population.
- Data collected by this method is likely to be more correct compared to the other methods that are used for the data collection.

Disadvantages of the interview method

- Time consuming process.
- Involves high cost.
- Requires highly skilled interviewer.
- Requires more energy.
- May sometimes involve systematic errors.
- More confusing and a very complicated method.

4.4.3. The administration of the interview process

Participants for the interviews were selected in the sense that they provided the desired data. They were individuals who had the appropriate knowledge with regard to the subject at hand. The individuals who were interviewed included:

- Two members of the local CDW corps
- Two ward councillors
- Office of the Speaker of the Council
- Office of the Mayor
- Director: Corporate services of Pixley Ka Seme
- Director: IDP and LED of Pixley Ka Seme
- Two chairpersons of ward committees

Those individuals were knowledgeable about the subject at hand. The researcher also discovered their individual and political opinion on the subject matter.

4.5. Conclusion

The research methods applied by the researcher have their advantages and disadvantages. Some disadvantages were dealt with in order to conduct the project. There were challenges with regard to the busy schedules of both the participants and the researcher. Some of them were, for one reason or another, prevented from participating in the research process as originally planned. However, all the questionnaires were completed because the researcher waited for them to be completed, while administering the data collection process. Ultimately, the questionnaires were administered and returned within the allotted time frame. The participants were enthusiastic about completing the questionnaire.

One challenge to the conducting of the project was the large geographical expanse of the municipal area under consideration, which placed a greater demand on scarce resources on the part of the researcher. The researcher was compelled to use his own transport and the available stationery at the work place.

Despite all the challenges involved the project was well conducted and all the necessary information was collected.

Chapter 5

Findings, recommendation, conclusion

5.1. Introduction

In Chapter 5 the data and analysis are presented. The questions posed in Chapter 1 that pertain to the ability of the community development workers (CDWs) to strengthen participatory democracy while executing their duties, both in Pixley Ka Seme Local Municipality and South Africa at large, as defined by policy are also addressed (DPLG, 2005:18). This research is concerned with experience and observation of participants; the result of the study was derived from the application of a mixed but skewed qualitative data analysis technique. According to De Vos *et al.* (2011:397), data analysis is the process of bringing order, structure, and meaning to the mass of collected data. Brynard and Hanekom (1997:48) state that while collecting data one should continuously bear the following in mind:

- The topic of the research
- Hypothesis for the research
- Objectives of the research

An empirical study replies to the points mentioned above. The questions are designed in a way that the researcher elucidates answers to the research topic and objective. The data was collected through the conducting of semi-structured interviews and application of a questionnaire. The people interviewed were ward committee members, councillors and officials at Pixley Ka Seme Local Municipality. Both the interviews and the questionnaire are representative of the community of Pixley Ka Seme Local Municipality. The respondents were spatially distributed throughout that municipal area. The participating community members

were each given a questionnaire to complete, which took less than ten minutes to accomplish. The interviews conducted with the affected people were each timed to last 30 minutes. It took the researcher a week to complete the task of circulating copies of the questionnaire to the participants. In total 25 participants were approached to be part of this study; while the researcher hoped to receive at least 20 answer sheets back again. Out of the 25, 23 participants returned their completed answer sheets to the researcher. That means the submission rate was exceptionally well. The rest of this chapter will encompass:

- Questionnaire presentation
- Questionnaire interpretation
- Presentation of the interviews
- Interpretation of the interviews
- Recommendations.

5.2. Questionnaires presentation

Section A

Section A of the questionnaire is concerned with the biographical information of the respondents, to determine the biographical profile of the participants in this research project.

5.2.1. Gender of respondents

Table 5.1: Gender of Respondents

Gender	percent
Male	42%
Female	58%

5.2.2. Population group of respondents

Table 5.2: Population Group of Respondents

African	92%
White	8%
Coloured	0%
Indian or Asian	0%

5.2.3. Age of respondents

Table 5.3: Age of Respondents

Between 16 and 21	4%
Between 22 and 35	46%
Between 36 and 45	50%
Between 45 and 55	0%
Above 55	0%

5.2.4. Education of respondents

Table 5.4: Education of respondents

Grade 11 or lower	8%
Grade 12(Matric)	50%
Post Matric (diploma, certificate)	25%
Bachelor Degree(s)	9%
Post Graduate	8%

5.2.5. Size of the respondent family household

Table 5.5: Size of the respondent family household

Live alone	4%
2	4%
3	21%
4	25%
5 or 6	29%
More than 6	17%

5.3. Interpretation of the information of the respondents

5.3.1 The gender of the respondents

The statistical information of the questionnaire indicates that 58% of the respondents that participated in the survey were female, while 42% were male. It is usual to have such a representation with regard to sex ratio in the municipal area; more females than males live there, as reported in the IDP (2011 to 2012).

5.3.2 The ethnicity of respondents

Most of the people that participated were Africans, which showed at 92% and whites 8%. One reason for this representation is that most of the non-African people refused to participate, even though the researcher explained the aims of the research. However, this did not stop the researcher from going on with the project, to gather as much data as he could. The aim of the research was,

however, not to concentrate on the participant's race, as that was not crucial to this study.

5.3.3. The age range of the respondents

Most of the people that participated in the study range at the age between 22 and 45, 96% of the respondents are within this age bracket. This does not, however, give an indication of the age distribution of the population in the municipality. The said age bracket is politically aware in the municipality, they are also politically active and those are the people that are aware of issues in the area.

5.3.4. The educational background of the respondents

Out the people that participated in the study, 92% had at least a Matric Certificate. The literacy level validates the data collected, as most of the people that participated do possess a Matric Certificate; when answering the questionnaire, therefore, they made informed choices. 42% of the respondents had an undergraduate qualification and 8% had a postgraduate qualification. Only 8% of the participants had qualifications that were lower than Grade 11 (Standard 9).

5.3.5. The type of settlement of respondents

None of the participants resides in the village, they all live in the townships that are semi-suburbs of the location settlements. Therefore, 100% of the participants are staying in the townships and town. Only 4% of the respondents live alone and 17% live in a household of more than six members. 96% of the people that participated live in a family of more than one member.

Section B

5.4. The activities of the Community development Workers in Pixley Ka Seme Local Municipality

5.4.1. How well do you know about the community development workers (CDWs)?

Table 5.6: Knowing about the CDWs

Very well	42%
Well	4%
A little	33%
Only by name	21%
Never heard of	0%

Of the people that completed the questionnaire, 46% knew the CDWs well (42%+4%). Out of the given number 42% knew them very well, 33% knew just a little about the CDWs, and 21% have heard of them by the name 'CDWs' but has never seen them. No-one had never heard about them. Therefore, all the participants knew that there are people who work within their communities called the 'CDWs'.

5.4.2. How do you rate the contribution of the CDW'S towards public participation in the municipal area?

Table 5.7: Rating the CDWs

Exceptionally well	8%
Good	42%
Poor	46%
Very poor	4%

There is an equal ratio between the ratings of the CDWs by the participants: 42% rate them good, while 8% rate them exceptionally well. On the negative side 46% rate them poor, while 4% rate them very poor. It is a matter for concern when 50% rate them. The picture that is depicted about them is certainly not good; it does not reflect well on them. With regard to the extreme ratings it is only 4% for very poor and 8% very good, which is not too bad a rating. These give a connotation that not all of the CDWs are doing well; some are too bad, as indicated by the survey. In the analysis of the above question the highest percentage (46%) of the respondents feel that CDWs are not doing enough work. According to the handbook on CDWs (DPLG, 2005:17), one of the attributes of the CDW is to enhance public participation. As 46% of the respondents feel that the enhancing of public participation is not done, the problem lies with the CDWs.

5.4.3. Do you think that the CDWs are competent in doing their work?

Table 5.8: The competency of CDWs

Yes	46 %
No	54 %

The percentage of the participants on the negative side (54%) is higher than that on the positive side (46%). This is an indication that most of the people were not happy about CDWs. Some of the respondents provided a motivation in which they stated that they do not know them or their role; while some stated that the CDWs only help their political affiliates. Others reiterated the second statement by stating that their CDWs are politically oriented. Some feel that when the CDWs do their work they do not respond to the concerns and issues of the people. One respondent stated that CDWs never helped them. Some say they are not visible and they do not attend public meetings. This indicates that CDWs are doing less in executing their duties.

5.4.4. Are CDWs properly skilled?

Table 5.9: Are CDWs properly skilled?

Yes	54%
No	46%

54% felt their CDWs are properly skilled, while 46% disagreed. Though the skills gap is a major challenge throughout South Africa, the skills gap among members of the CDW corps can be properly addressed. There are skills within the membership of the CDW corps; therefore they are able to execute the necessary programmes to arrive at the desired outcome.

5.4.5. Did you have a case that was intervened by the CDWs?

Table 5.10: Personal experience of working with a CDW

Yes	25 %
No	75 %

75% of the respondents did not have a case that was intervened by their CDW, while 25% did. That does not mean people of Pixley Ka Seme do not have difficulties that need intervening by a CDW. Therefore, this indicates that the CDWs attended to few cases.

5.4.6. Can you give the CDWs a general evaluation over the manner in which they perform their tasks?

You can choose between 1 and 4, 1 representing very poor and 4 being very good. Place a cross on the figure you think applies to the CDW's.

Table 5.11: General evaluation of CDWs

Very poor	Poor	Good	Very good
1	2	3	4
33%	25%	25%	17%

On the analysis of the above question, 58% of the people that participated in the questionnaire were not satisfied with their CDW, while 42% were satisfied. The impression gained is that the CDWs are not doing enough. They are not executing their duties as expected and, thus, the objective of bringing government closer to the people is not achieved.

5.5. Presentation of the interviews

In Chapter 1 of this study it was mentioned that the following people were to be interviewed in the process of data collection:

- Community development workers
- Ward councillors of Ward 2 and 3
- The Speaker of the Council
- The mayor of Pixley Ka Seme local municipality
- Director: Corporate services of Pixley Ka Seme
- Director: IDP and LED of Pixley Ka Seme

All those people were interviewed, except the mayor. After interviewing members of the office of the IDP and LED it was the researcher's opinion that the point of data saturation had been reached; the last respondent in the interview process was reiterating and affirming what had been said by earlier participants. As a result, the researcher felt that visiting the office of the mayor would not be necessary, as that would not deliver new data. Further, In order to ensure that

the respondents remained anonymous they are labelled as Respondent Number 1 to 7. In that way their privacy was ensured.

The data collected during interviews was summarised and is presented as follows:

Question NO: 1

Can you tell me about the Community Development Workers, who are they? What are their roles?

Respondent 1

They are special cadres of government, appointed to close the gap between people and government. They are there to enhance the following: Projects and Services. The CDWs also encourage public participation.

Respondent 2

They are public servants under the employment of COGTA. They bridge the gap between government and the communities.

Respondent 3

They mediate between people and government. Identify problems and resolve them.

Respondent 4

They are community based workers. They are cadres that go an extra mile in ensuring that work and services reach communities faster and they unblocked bottle necks in enhancing service delivery. They ensure that communities are kept abreast in government programmes and are responsible for community awareness.

Respondent 5

It is a concept that came with President Mbeki feeling that there was a gap between communities and government in terms of information. The reasons to establish the CDW corps were as follow:

- Communities not informed
- Communities can not access services
- Government offices are at a central place like in town.

After such considerations there was a need to create field workers, called the CDWs.

Respondent 6

According to the workshop the responded attended, CDWs should help councillors. Interact with a councillor in that ward. He or she is a part of the ward committee. A CDW can stand on behalf of a councillor in certain community meetings. The respondent reiterated that communication is very important between a councillor and the CDW.

Respondent 7

It is a concept that was established by President Mbeki in order to strengthen community participation. They were established in order to create a link between government and the communities, to support wards.

Question NO: 2

Do you think that CDW's play a role in strengthening participatory democracy, If they do, how?

Respondent 1

Yes they do. Some participate as ward secretary. They take part in the budgeting process. Encourage participation in the IDP process.

Respondent 2

Yes. They help in dissemination of information. Encourage public participation on other issues and services.

Respondent 3

Yes they do. Their reporting system is efficient thus whatever they report reach the provincial office efficiently. They mediate on school issues. They take part in IDP processes. They actively take part in ward committees. They are also involved in house visits.

Respondent 4

They don't. They act in contrary to the government and municipal programmes. They are opposing everything that comes from councillors and municipal officials. They are full of confusion. They are highly politicized.

Respondent 5

They are supposed to do that but they don't. Linking the CDWs with the local programmes is a challenge. Their programme and the municipality programmes are not aligned. Some are supportive to the municipality programmes while others are not. Their accountability structure is not in the municipality, but lies with the province; therefore, municipality cannot hold them accountable for any deviation.

Respondent 6

There is no communication. They claim to be educated. There is no cooperation between the councillors, municipal officials and the CDWs. Therefore participatory democracy is something impossible.

Respondent 7

Yes. They are members of ward committees where they are secretaries.

Question NO: 3

Do CDW's contribute towards public participation in your municipal area?

Respondent 1

Yes They do. They participate in the IDP and budgeting processes. They highlight challenges that are faced by the communities.

Respondent 2

Yes they do. They even disseminate information that was hidden by officials and councillors. They tell the public the truth. They ensure that ward committees and School Governing Bodies are functioning.

Respondent 3

Yes they do. There is a good coordination between ward committees and CDWs. Public participation is there and is encouraged by the CDWs.

Respondent 4

Yes and no. Some do to a larger percentage while others are infested by political issues.

Respondent 5

They don't. They are actually an opposition in the field of work.

Respondent 6

They are not helping in public participation at all. They oppose other stakeholders in front of the public.

Respondent 7

Yes, they disseminate information from government to the communities efficiently. They play a role in all the community structures that are formed by government like the community policing forum, local economic forums, SGBs and others.

Question NO: 4

Do they understand their roles?

Respondent 1

Yes they encourage local democracy. They know their roles as they have undergone training.

Respondent 2

Generally they understand their roles but more training is required especially training on presentation skills, project management and communication skills. They also need more supporting work tools.

Respondent 3

Yes they do understand their roles and they execute them as expected. The challenge is that they do not have rights to summon community meetings only the councillor does.

Respondent 4

No they don't. They do not have a holistic idea and strategy that concern their roles. Therefore they are not strategically efficient.

Respondent 5

Yes they do because workshops were conducted. The province has taken them to a workshop, 50% of them demonstrated a positive response. Some are doing their best.

Respondent 6

They do even if they undermine other officials and councillors.

Respondent 7

They do understand their roles. They meet every Thursday to discuss issues that concern their programmes and prepare their reports. They have facilitated all sector departments to address issues of services.

Question NO: 5**Are they skilled enough to execute their duties?****Respondent 1**

Skills are there. They have undergone training. They know the issues that affect their communities. Many forums are influenced by CDWs. They have intervened in some issues in the local communities and households.

Respondent 2

Yes they are. They need work tools like laptops and vehicles so that they can be effective.

Respondent 3

They are well trained. They are re-skilled and work shopped so that they can execute their tasks with no hassles.

Respondent 4

They do have resources but not enough. They are not fully capacitated so the execution of their tasks suffers. Even the contract of employment is confusion.

Respondent 5

Initially there were no skills but capacity building has been provided. To others it has served the purpose but to others nothing.

Respondent 6

They have undergone an intensive training but their tasks are not well executed. They know what to do even if they do not do what they are supposed to be doing.

Respondent 7

They are well trained. Capacity building programmes have been done on them after they were appointed.

Question NO: 6

What is your view about the CDWs, should they be disbanded and be redeployed to other sectors or should they be kept operating as CDWs?

Respondent 1

No, people will suffer when they are disbanded.

Respondent 2

No they should not be disbanded. They only need more capacity building.

Respondent 3

No they shouldn't. Because they are helpful in the communities in which they are working.

Respondent 4

They should be disbanded; they are not strategically significant, their roles could be accommodated to the National Department of Monitoring and Evaluation.

Respondent 5

Disbanding them will not serve any purpose but reviewing their operations is essential. They must operate like any traditional government department with a supervisor in an office. They must be aligned to government programmes.

Respondent 6

They should be disbanded as they are of no help where they are supposed to be helping.

Respondent 7

CDWs must not be disbanded. It will be a mistake if anyone can propose their disbandment. They only need development in the sense that they study towards developmental studies. An academic programme at a level of a diploma or a degree must be developed in order to make this sustainable.

5.6. Interpretation of the interviews

The interviews revealed contrasting views on the role of CDWs in enhancing participatory democracy in Pixley Ka Seme local municipality. Certain participants were of the opinion that CDWs delivered no impact, while others felt otherwise. The presentation revealed a balance between respondents who felt the CDWs are doing nothing and those who felt their contribution were significant. This revealed that some of the members were giving their fair contribution in their community, while others were not. There are people who feel that CDWs are not doing enough and this can not be said out of dislike but it is what people have observed. For the fact that many people felt that they do not see the importance of the CDWs it means that they are not performing. Those who are not doing enough have dented the institution negatively; which is the reason CDWs are now subjected to this research review. The findings reveal the following:

- Lack of cooperation between officials and the members of the CDWs
- Political interference in the institution
- Lack of capacity among certain members
- Skills shortage.

Both the responses from the questionnaires and the interviews reveal that there is no coordination between the municipality and the CDWs. The functions of the CDWs are not well coordinated to the municipal processes such as local economic development and the integrated development programmes. The municipal officials can not summon members of the CDWs to a community meeting or any visit to the community, they can only invite them hence they do not report to the municipality. The reporting process of the CDWs is a challenge hence they can not be aligned to the municipality programmes. It is important that the strategic significance of the CDWs must not be subjected to political abuse and caricature; the debate about them must only be in the public domain and not in the political arena as it is a matter of public interest rather than politics. The establishment of the CDWs is due to the political perception that service delivery is suffering. Even if service delivery is suffering it could not have been an instant response to a political statement such as the SONA (2003). The establishment of CDWs were not subjected to intensive studies and research that would have gave answers to their establishment.

5.7. Recommendations

Some people in the communities that were interviewed in the study feel that CDWs are just a waste of tax payers' money and a political tool for certain political elites. They are of the opinion that the government must do away with them. Their opinions do however make sense indeed, as far as certain members of the CDWs are concerned, but disbanding them will not reduce the service delivery backlog, just as having them will not solve all the atrocities experienced in communities. The service delivery backlog is also not attributed to the poor performance of the CDWs alone though they would make a great impact if they were doing well.

The findings have, therefore, manifested themselves into perceptions of situations that have led to communication breakdown between certain stakeholders concerned. The environment in which the CDWs operate is very volatile and benefits to the community are adversely affected under such circumstance. It is important that this finding be addressed in an efficient manner, so that the CDWs will fulfil their mandate in future.

Human and other logistical resources have been invested in establishing the CDW corps; so disbanding them will be another waste. The retraining of people and deploying them to other sectors, such as the ministry responsible for monitoring and evaluation in the President's Office, will not be a solution to the situation.

According to the findings of the research the following recommendations are offered:

- The members of the CDWs must be depoliticized and professionalized. This means that when appointing any person to be a CDW, proper procedures must be followed. Any one who qualifies may be appointed not to deploy certain individuals from the ruling party. Cadre deployment should be avoided because people from different political parties lives a single ward therefore it is improper to deploy work for comrades and friends.
- The universities in South Africa must develop a study programme at the diploma and degree levels to serve a part in CDW development. Stakeholders must come in, to develop the sector; also models of CDWs that are practiced in other countries must be studied in order to improve the South African model.

- The present members that are employed as CDWs must be encouraged to further their studies. Time frames should set so that at a particular year all CDWs are expected to have completed a desired qualification.
- The CDW institution must be developed to properly support their operations. This means that a division at the provincial and the national government must be created in order to create a synergy in the operations of the CDWs.
- The organisational structure need to be improved in the sense that line functions must be made clearer. The CDWs can not be reporting at the municipality while they are not employed there. There must be a structure of CDWs with a manager that will coordinate control and monitor the functions of the CDWs in every municipality.
- The legislative framework and policies that are concerned with the work of CDWs should be amended in order to address problems that relates to their operations.

The CDWs need resources in order to make their work effective specifically offices. Presently they do not have any office at the municipality level. Having their own offices will make their work easier; they can not always be accommodated in the municipality offices and at a certain stage they must stand on their own and have their own infrastructure. They also can not always ask for stationery and other office equipment at the municipality as this is not making them an autonomous and independent structure.

A proper leadership that will coordinate programmes of the CDWs is required. The department should appoint qualified people to manage the CDWs at the municipal level. This will help them have a clear direction on operations and programmes. Therefore the CDWs need someone who will be their face at local level, especially in public participatory programmes. A person who will coordinate their programmes with other departments and the municipality and that will

reduce tensions. Marketing of the programme must be consistent and continuous so that an awareness of the programme can be sustained and the functions of the CDWs emphasized (SAMDI, 2005:49). It is important that CDWs must be known in their communities and that could be done through a marketing strategies and community outreach.

5.8. Conclusion

In the findings it was evident that CDWs are not performing their duties. The non performance of the CDWs posed a challenge on the statement made by the former president Thabo Mbeki when he said, “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 (DPLG, 2005). The statement remains a challenge for as long as the CDWs are not performing in order to address the development deadlocks, strengthen the democratic social contract, improved government community network and advocate an organised voice for the poor.

The concepts of participatory democracy, public participation and community development require their attention but because concerns are raised about them then the issues remain unattended and not actualised. The manner in which some CDWs conducted themselves in the work has shown that they will not bring any changes in their communities and that is a matter of concern. The findings reveal that in general CDWs are not performing their duties in strengthening participatory democracy in Pixley Ka Seme municipality as they should be. People are still confronted by service delivery backlogs even if there are people who must ensure that the atrocities that are related to service delivery are addressed in a democratic manner that is transparent, inclusive, flexible and

accountable and adheres to the developmental aims articulated in the White Paper on Local Government.

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Annexure A



NORTH-WEST UNIVERSITY
YUNIBESITHI YA BOKONE-BOPHIRIMA
NOORDWES-UNIVERSITEIT
POTCHEFSTROOM CAMPUS

QUESTIONNAIRES AND INTERVIEW SCHEDULE

Name: Thato Mashaba

www.nwu.ac.za

Student number: 22394346

31 August 2011

Cell Number: 0737434882

mashabat@elections.org.za

Dear Sir/Madam

Can I be allowed to conduct interviews with the following people whom some of them are the officials in Dr. Pixley Kalsaka Seme Municipality? The duration of the interviews will take three weeks. I will use after hours and break times for interviewing the respondents that are in the table below.

Name of interviewee	occupation	Date	Time
Simelane Charles	CDW ward 3	06.September 2011	17:00
Msibi Dumile	CDW ward 7	09. September 2011	14:00
Fikelephi	CDW ward 6	16. September 2011	14:00
Mavuso BS	Councilor ward 2	07.September 2011	13:00
Hlakutse NE	Councilor ward 3	08.September 2011	17:00
Malatsi V.P	Executive Mayor	13. September 2011	16:30

Luhlanga ZH	Speaker of the council	12. September 2011	13.00
Kunene S.N	Manager: Corporate	14. September 2011	17.00
Mavuso O.D	Manager: IDP and LED	15. September 2011	17.00
Msimango Thulani	Chairperson of ward 3	10. September 2011	15:00
Kubheka Brenda	Chairperson of ward 2	17. September 2011	15:00

Questionnaires

Twenty questionnaires will be distributed on 16 and 17 September that is Friday and Saturday 2011 between 17:00 and 20:00. Respondents will fill the form while the field workers are waiting. This will be done through the assistance of family members specifically the young once who can walk for long distance around the townships.

Annexure B

31 August 2011

RESEARCH QUESTIONNAIRE

TOPIC

The role of community development workers in strengthening participatory democracy: A case of Pixley KaSeme Municipality

Dear sir/madam

My name is Thato J. Mashaba, a resident of Pixley KaSeme Local Municipality and a student at Northwest University. I am undertaking a research project to determine the Role of Community Development Workers in Strengthening Participatory Democracy in Pixley KaSeme Local Municipality.

I kindly request, that you complete the following short questionnaire regarding your knowledge on Community Development Workers in your ward. It should take no longer than 10 minutes of your time. Your response is of the utmost importance to me. Please do not enter your name or contact details on the questionnaire. It remains anonymous.

Should you have any queries or comments regarding this questionnaire, you are welcome to contact me telephonically at 0737434882 or e-mail at mashabat@elections.org.za.

Yours faithfully

Thato Mashaba

PLEASE ANSWER THE FOLLOWING QUESTIONS BY CROSSING (X) THE RELEVANT BLOCK OR WRITING DOWN YOUR ANSWER IN THE SPACE PROVIDED.

Section A – Background information

This section of the questionnaire refers to background or biographical information. Although we are aware of the sensitivity of the questions in this section, the information will allow us to compare groups of respondents. Once again, we assure you that your response will remain anonymous. Your cooperation is appreciated.

1. GENDER

Male	
Female	

2. ETHNICITY

African	
White	
Colored	
Indian or Asian	

3. AGE

Between 16 and 21	
Between 22 and 35	

Between 36 and 45	
Between 45 and 55	
Above 55	

4. YOUR HIGHEST EDUCATIONAL QUALIFICATION?

Grade 11 or lower (std 9 or lower)	
Grade 12 (Matric, std 10)	
Post-Matric Diploma or certificate	
Baccalaureate Degree(s)	
Post- Graduate Degree(s)	

5. HOW WOULD YOU DESCRIBE THE AREA IN WHICH YOU ARE RESIDING?

Township	
Village	

6. SIZE OF YOUR HOUSEHOLD, I.E. THE NUMBER OF PEOPLE, INCLUDING YOURSELF, WHO LIVE IN YOUR HOUSE/DWELLING FOR AT LEAST THREE MONTHS OF THE YEAR

Live alone	
2	
3	
4	

5 or 6	
More than 6	

Section B

This section of the questionnaire explores the activities of the Community development Workers in Pixley KaSeme Local Municipality.

1. HOW WELL DO YOU KNOW ABOUT THE COMMUNITY DEVELOPMENT WORKERS (CDW'S)?

Very well	
Pretty well	
A little	
Only by name	
Never heard of	

2. HOW DO YOU RATE THE CONTRIBUTION OF THE CDW'S TOWARDS PUBLIC PARTICIPATION IN THE MUNICIPAL AREA?

Exceptionally well	
Good	
Poor	
Very poor	

3. DO YOU THINK THAT THE CDW'S ARE COMPETENT IN DOING THEIR WORK?

YES	
NO	

4. If yes, why?

.....

5. If no, why?

.....

6. DO YOU THINK THAT THE CDW'S ARE PROPERLY SKILLED?

YES	
NO	

7. DID YOU HAVE A CASE THAT WAS INTERVENED BY THE CDW'S?

YES	
NO	

If yes, how was the case resolved?

.....

8. CAN YOU GIVE THE CDW'S A GENERAL EVALUATION OVER THE MANNER IN WHICH THEY PERFORM THEIR TASKS?

You can choose between 1 and 4, with 1 representing very poor and 4 being very good. Place a cross on the figure you think applies to the CDW's.

1	2	3	4
---	---	---	---

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Annexure C

RESEARCH INTERVIEWS

Topic

**THE ROLE OF COMMUNITY DEVELOPMENT WORKERS IN
STRENGTHENING PARTICIPATORY DEMOCRACY: A CASE OF DR. PIXLEY
KA ISAKA SEME LOCAL MUNICIPALITY**

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Introductions

- Name of the researcher
- Place of residents and work place
- Aim of the interview

Ethics

Agree with the respondents to record or not to record.

There will be no violation of privacy.

The information gathered will be confidential and it will only be available in the research work and shall not be given to any one. No incentives for participating in the research project.

Interview

1. Can you tell me about the Community Development Workers, who are they? What are their roles?
2. Do you think that CDW's play a role in strengthening participatory democracy? If they do how?
3. Do CDW's contribute towards public participation in your municipal area?
4. Do they understand their roles?
5. Are they skilled enough to execute their duties?
6. What is your view about the CDW's, should they be disbanded and be redeployed to other sectors or should they be kept operating as CDW's?