

**THE EVALUATION OF THE IMPACT OF A
COMMUNITY EMPOWERMENT PROGRAMME ON
RURAL COMMUNITIES**

BY

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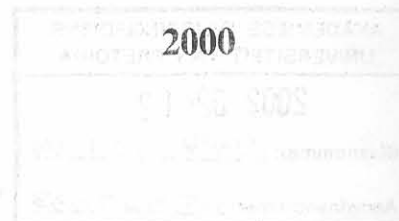
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SUMMARY

The goal of this study was to investigate the impact of the Public Works Programme on the lives of the community members in the townships of Soweto and Mamelodi. The objectives were to determine the extent of the programme's reach, to investigate the reasons for the programme's success or failure, and to determine the most effective way of implementing the programme.

The study was conducted in the townships of Soweto and Mamelodi, which required a great deal of time and effort. The study was carried out in the form of a case study.

DEDICATION

In my dreams, I was flying high above the clouds, like an eagle, floating and gliding. I felt great.

Awake, I felt thirsty of learning more and more, on uncovering and discovering human behaviour. I felt strongly desirous.

I drunk as much as I could of it, becoming more thirstier than before, as I did. I felt challenged and complete.

I now know that at the end of my drinking, I would have accumulated much of it, flying, floating, and gliding above those clouds. Feeling more freer than before.

These achievements are dedicated to my family members. My lovely wife, Mosley and our two sons, Pfano and Thabang, and little baby Muofhe, my mother Phophi and my six sisters, Muofhe, Tshinakaho, Alidzulwi, Annah, Elisa and Jeaneth.

Thank you for the support, I will always love you.

DN Mamburu

SUMMARY

The goal of this study was to evaluate the impact of the Community Based Public Works Programme (CBPWP) on rural communities. The study's objectives were to investigate through a literature study issues regarding community empowerment and community empowerment programmes; to investigate through an empirical study, the impact of the CBPWP on rural communities; and finally to formulate guidelines and make recommendations on the most effective implementation of the CBPWP on rural communities.

The researcher hypothesised that rural communities which received adequate CBPWP tend to be empowered, therefore this study aimed at establishing whether the CBPWP had an impact on the rural communities that it was intended to empower.

The researcher conducted an in-depth theoretical study on the concept community empowerment which is a new and an effective approach in empowering communities. The community empowerment approach emphasises strong community participation in the processes of the programmes, after which communities will gain enhanced capacity building, full ownership of the assets and minimized reliance on outsiders, and have sustainable development.

Community empowerment was elaborated through the discussion of its elements, its historical background, the process and the empirical outcomes. From a literature study, it was delineated that the CBPWP can effectively empower rural communities if their projects adequately satisfy its six objectives, namely; strong community participation, labour intensive methods of construction, education and training, management and maintenance of assets once they are completed, targeting the most needy within communities and sources of funding.

The population for this study was composed of all the communities who applied for the CBPWP from the Department of Public Works in the Northern Province. Forty eight communities applied for the programme. Twenty one received, and twenty seven did not receive the programme. These two groups represented the experimental and the control groups, respectively. The stratified random sampling method was utilized to draw five communities from each the experimental and the control group. Each of these ten selected communities contributed six of its steering committee members as respondents for this study. A total of sixty respondents participated in this study.

The method of data collection that was implemented was a triangulation of quantitative and qualitative methods, but the main focus was on qualitative, namely; focus group interviews. The respondents' opinions and feelings about the objectives of the CBPWP were captured through asking them questions which were formulated around the objectives.

Through coding procedures, data were reduced from twelve pages transcriptions to a manageable size. Data were presented in themes, tables and figures, and were then interpreted.

The study formulated guidelines and made recommendations regarding the impact and the implementation of the CBPWP on rural communities.

KEY TERMS

Community empowerment

Community empowerment programme

Capacity building

Community participation

Impact evaluation

Affirmative action

Rural community

Grassroots

Community projects

Programme evaluation

OPSOMMING

Hierdie studie het ten doel om die impak van die Community Based Public Works Programme (CBPWP) op landelike gemeenskappe te evalueer. Die doelstellings van die studie was om deur middel van 'n literatuurstudie kwessies rakende gemeenskapsbemagtiging en gemeenskapsbemagtigingsprogramme te ondersoek; om met behulp van 'n empiriese ondersoek die impak van die CBPWP op landelike gemeenskappe te ondersoek, riglyne te formuleer en aanbevelings te maak ten opsigte van effektiewe implementering van die CBPWP in landelike gemeenskappe.

Die navorser het hipoteties veronderstel dat landelike gemeenskappe wat betrokke was by die CBPWP, 'n geneigtheid tot groter bemagtiging toon. Gevolglik het hierdie studie ten doel om vas te stel of die veronderstelde bemagtiging wel plaasgevind het.

'n In-diepte teoretiese studie oor die konsep van gemeenskapsbemagtiging is deur die navorser onderneem. Die gemeenskapsbemagtigingsbenadering lê sterk klem op gemeenskapsdeelname in die prosesse van die programme, met die gevolg dat gemeenskappe verhoogde bekwaamheid, volle eienaarskap van bates met minimale afhanklikheid van buitestaanders en voorgesette ontwikkeling het.

Gemeenskapsbemagtiging is verder ondersoek deur die kenmerke, historiese agtergrond, die proses en die empiriese uitkomst te bespreek. Uit die literatuurstudie kan afgelei word dat die CBPWP landelike gemeenskappe effektief kan bemagtig indien die projekte aan die volgende ses vereistes voldoen: aktiewe gemeenskapsdeelname, arbeidsintensiewe konstruksiemetodes, opvoeding en opleiding, batebestuur en batebeheer, die identifisering van behoeftiges binne die gemeenskap en bronne vir befondsing.

Impak-evaluering

Die populasie bestaan uit al die gemeenskappe wat aansoek gedoen het vir die CBPWP by die Departement van Openbare Werke in die Noordelike Provinsie. Agt en veertig gemeenskappe het vir die CBPWP aansoek gedoen. Een en twintig gemeenskappe is toegelaat tot die program en sewe en twintig was onsuksesvol. Hierdie twee groepe verteenwoordig respektiewelik die eksperimentele groep en die kontrolegroep.

Program-evaluering

Deur middel van 'n gestratifiseerde willekeurige steekproefmetode is vyf gemeenskappe van die eksperimentele groep en die kontrolegroep respektiewelik gekies. Elk van hierdie tien groepe is deur ses gemeenskapsreëlingskomitee-lede as respondente verteenwoordig. In totaal het sestig respondente dus aan hierdie studie deelgeneem.

'n Kwalitatiewe datainsamelingsmetode naamlik fokusgroeponderhoude is gevolg. Die respondente se menings en gevoelens is getoets deur vrae wat rondom die doelstellings van die CBPWP program geformuleer is.

Deur middel van koderingsprosedures is die data vanaf twaalf getranskribeerde bladsye gereduseer na 'n hanteerbare hoeveelheid data. Die data is aangebied en geïnterpreteer met behulp van temas, tabelle en figure.

Uit die navorsing is riglyne en aanbevelings geformuleer met betrekking tot die navorsingsmetodiek wat toegepas is asook die impak en die effektiewe implementering van die CBPWP op landelike gemeenskappe.

SLEUTEL TERME

Gemeenskapsbemaagtiging

Gemeenskapsbemaagtigingsprogramme

Kapasiteitsbou

Gemeenskapsdeelname

Impak-evaluering

Regstellende aksie

Landelike gemeenskappe

Grondvlak

Gemeenskapsprojekte

Program-evaluering

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CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

Much energy has been invested towards the development of the poor rural communities with less promising achievement, and yet these communities are still regarded as backward. Why is that so? The answer is that those communities did not receive sustainable development. Sustainable development is ensured by successful community empowerment. Community empowerment approach is possible if social work practitioners link both the economic and the social capitals of communities in their community work interventions (Sherraden & Ninacs, 1998:1). Sustained development is achieved through the enhancement of the capacity of communities to actively take control of their own development.

According to Schwerin (1995:56), a community empowerment programme has the aim "to increase your capacity to define, analyse, and act on your own problems."

In this study, the researcher intends to evaluate the impact of a community empowerment programme, namely the Community Based Public Works Programme (CBPWP) on the rural communities in the Phalala district of the Bushveld region in the Northern Province.

Communities who received and those who did not receive the CBPWP, the experimental and the control groups, respectively, will participate in this study.

To achieve effective evaluation of the programme, the researcher discusses in detail the motivation for the choice of the subject, problem formulation, goal and objectives of the study, the hypothesis, research approach, type of research, research design, research procedure and strategy, the pilot study, description of the research

population, sample and the sampling method, ethical issues, limitation of the study and definitions of key concepts.

1.2 MOTIVATION FOR THE CHOICE OF THE SUBJECT

The researcher is employed by the Community Based Public Works Programme (CBPWP) under the Department of Public Works and had rendered the programme to twenty one of the forty eight rural communities who applied for the programme. Evaluation studies of the impact of the CBPWP on rural communities had not yet been done and it is along that backdrop that the researcher felt the study was of utmost importance.

King, Keohane & Verba (1994:15) have stated that “a research project should make a specific contribution to an identifiable scholarly literature by increasing our collective ability to construct verified scientific explanations of some aspect of the world”. Their statement became the source of the second motivation of this study, namely that the researcher was influenced to contribute additional programme evaluation knowledge towards the social work profession.

1.3 PROBLEM FORMULATION

Problem formulation is according to Leedy (1989:46), the heart of the research study. He advises that the researchers should “formulate a problem that is carefully phrased and represents the single goal of the total research effort” (Leedy, 1989:46).

Mamasela (1998:20), on the other hand, states that a research problem is that difficulty that was identified together with its possible proposed solution/s.

Rural communities in South Africa were not sustainably empowered. It is why they have lowered socio-economic and political backgrounds, the lack of necessary infrastructures such as roads, electrification, sanitation, recreational facilities, etc, and they have become more poorer, more dependent and more apathetic than those ones which have received sustainable empowerment. Specific community

empowerment programmes such as the CBPWP were implemented in order to address the conditions of communities, but their impact on these communities were not evaluated.

This study is of utmost importance because it is concerned with the evaluation of the impact of the CBPWP on rural communities.

1.4 GOAL AND OBJECTIVES OF THE STUDY

1.4.1 GOAL

The goal of this study was *to evaluate the impact of the CBPWP on rural communities.*

1.4.2 OBJECTIVES

- To investigate through a literature study the issues regarding community empowerment and community empowerment programmes.
- To investigate through an empirical study the impact of the CBPWP on rural communities.
- To formulate guidelines and make recommendations regarding the impact of and the implementation of the CBPWP in rural communities.

1.5 HYPOTHESIS

Hypotheses were defined by Leedy (1989:60) as "tentative, intelligent guesses posited for the purpose of directing one's thinking toward the solution of the problem."

This concept was further simplified by a definition which says “a hypothesis is a statement about the *relation between two variables* which implies that its truth can be tested. It is thus subject to acceptance or rejection, usually at a certain level of probability” (Behr, 1988:5).

Hypotheses possess in them an activity for collecting, analysing and interpreting the data that are to be utilised to solve the problems.

The hypothesis for this study is: *if rural communities receive an adequate CBPWP community empowerment programme then they tend to become empowered.*

1.6 RESEARCH APPROACH

Both the qualitative and quantitative research approaches were utilised in this study. To be more specific, the dominant-less- dominant model was utilized. According to Creswell in De Vos (1998:360), it means that the “researcher presents the study within a single, dominant paradigm with one small component of the overall study drawn from the alternative paradigm.” In this study the qualitative approach is dominant with a small component of quantitative data.

1.7 TYPE OF RESEARCH

The type of research for this study was evaluative research because the researcher wanted to evaluate the impact of the CBPWP on rural communities. According to De Vos (1998:367), evaluative research is “the systematic application of social research procedures for assessing the conceptualisation, design, implementation and utility of social intervention programmes”. For Mark (1996:230), “Program evaluation is a type of research that uses established social science research methods to evaluate the success or effect of a social service program.”

1.8 RESEARCH DESIGN

Every scientific research project requires a plan that tabulates all the activities which are to be utilised in answering a research problem.

A research design is that plan, which is defined as “a plan that shows, through a discussion of our model and data, how we expect to use our evidence to make inferences” (King, Keohane & Verba, 1994:118).

Suchman (1967:91) elaborates on the importance of a research design by mentioning that “it indicates the general approach to be used, for example, experimental, field survey, clinical observation, and specifies the actual procedures for selecting the population to be studied.”

This study utilised a quasi-experimental design to evaluate the impact of CBPWP on rural communities.

A quasi-experimental design appears in a situation when two groups “the receipt and non-receipt of service” are compared (Cheetham, Fuller, McIvor & Petch, 1994:22).

To be more specific in this study, the quasi-experimental design, namely the comparison group posttest-only design was utilised. According to Fouché and De Vos in De Vos (1998:131), “this design (also called the static group comparison design) can be illustrated as follows:

Experimental group: X O1

Comparison group: O1”

In a static group comparison design, Tripodi (1981:218) writes, one group is the experimental group, which is exposed to the independent variable (X). The other group, the comparison group, is not exposed to X.”

In this study, the experimental group is composed of the communities who received the CBPWP programme, and the control group of those who did not receive the programme. A posttest comparison between the two groups was implemented. The comparison group posttest-only design was chosen above other designs because it does not expose the respondents to harmful effects for study purpose. In this case, the control group was not purposefully denied of the CBPWP for the interest of the study, (compare Strydom in De Vos, 1998:25.)

1.9 RESEARCH PROCEDURE AND STRATEGY

In this study, both the qualitative and quantitative methods of data collection were utilised. Since the feelings and opinions of the respondents about the obtaining of the objectives of the CBPWP was the main focus of the study, respondents were engaged into focus group interviews to saturately discuss the identified topics around the programme's objectives.

According to Schurink, Schurink and Poggenpoel in De Vos (1998:314), a focus group interview can be described as “a purposive discussion of a specific topic or related topics taking place between eight to ten individuals with similar background and common interests.”

Templeton (1987:5-6) contributes a definition that states, focus group interviewing is “a small, temporary community, formed for the purpose of the collaborative enterprise of discovery.”

Rural communities are mostly of low educational background. The focus group interviewing method of data collection was relevant to them as it offered them an opportunity to discuss sensitive issues in small groups and did not require expressions in a written language.

The researcher trained an observer who became judgemental when recording responses from participants. An observer made use of tally sheets to focus their "observations on specific behaviours" (Rosenthal & Rosnow, 1984:122). The tally sheets are referred to as score forms in this study.

Lehmann and Mehrens (1971:84) emphasise that "observers have to be well trained on what to observe and what to ignore in order to do their job correctly", and that their recording forms used for recording responses from respondents are to be prepared earlier on in advance.

The quantitative data was collected through an attendance register to obtain the biographical profiles of the respondents. Limited quantitative data regarding the obtaining of the CBPWP objectives was also compensated by the qualitative data.

1.10 PILOT STUDY

Literature study, consultation with experts and feasibility of the study will be discussed in this section.

1.10.1 LITERATURE STUDY

According to Royse (1991:40), literature review helps relate the research problem to the existing theory. It also helps generate the hypotheses when the researcher will be combining "an empirical investigation results with its findings" (Fouché & De Vos in De Vos, 1998:57-58).

The researcher gathered the theoretical knowledge regarding community empowerment and community empowerment programmes through consulting a variety of books, journals, theses, newspapers and reports. Authors of these materials ranged from the locals to the nationals and to the internationals. This ensured valuable information.

1.10.2 CONSULTATION WITH EXPERTS

The researcher consulted the following experts:

Mr Koena Mathatho was an Assistant Director in the Nutrition Services under the Department of Health and Welfare and an expert on community empowerment programmes and rendered the Community-Based Nutrition Project (CBNP) to specific communities. Mr Mathatho shared materials regarding community based programmes with the researcher. He also delineated the similarities between the CBPWP and the CBNP.

Mr T.E. Rivisi was a Senior Communication Officer in the Office of the Premier of the Northern Province and a Public Administration Masters student at the University of Pretoria. He believed funding is the backbone of community empowerment programmes without which the programmes will be unable to kick-start.

Mr S.L. Sithole was a senior lecturer in the Social Work Department at the University of the North. To him, it makes perfect sense to evaluate any programme that was initiated by either governmental or non-governmental organisations.

1.10.3 FEASIBILITY OF THE STUDY

This study was feasible because the researcher had obtained co-operation from both the respondents of the study and the custodian of the CBPWP, the Northern Province Department of Public Works. The department supported the researcher by offering bursary for the study.

1.10.4 PILOT TEST OF FOCUS GROUP INTERVIEW

The researcher utilised two rural communities representing the experimental and the control groups who were not to be part of the research project, to do a pilot test for the focus group interview.

The pilot test enabled the researcher to reformulate the focus group interview questions and develop adequate technical skills for recording the interviews.

1.11 DESCRIPTION OF THE RESEARCH POPULATION, SAMPLE AND THE SAMPLING METHOD.

According to Arkava and Lane (1983:27), a population refers to the individuals, groups or communities who possess specific characteristics that set boundaries on the study units.

In their glossary of terms, Rosenthal and Rosnow (1984:478) defined a population as “the organisms or other units from which we have drawn our samples and to which we want to generalise.”

Forty eight rural communities in the Phalala district of the Bushveld region in the Northern Province who applied for the CBPWP formed the population of this study. It was both difficult and impossible for the researcher to collect, analyse and interpret data regarding the programme evaluation from all these rural communities, and as a result, a sample was drawn from the population.

A sample is defined as “the element of the population considered for actual inclusion in the study” (Arkava & Lane, 1983:27). A sample is therefore a subset of the entire population (Davitz & Davitz, 1996:11).

There were 21 communities who received the CBPWP and 27 communities who did not receive the CBPWP representing the experimental and the control groups, respectively. The procedure was to draw two sampling frames from these populations. A sampling frame is according to Philliber, Schwab and Gloss (1980:73), a procedure of assigning a number to every member of the population. Rose (1982:51) mentions that “the most important point about a population is that in principle it can be enumerated, i.e. all the members can be listed. This list is termed a *sampling frame*.”

Numbers assigned to both types of communities (those who received and those who did not receive the CBPWP) were written on small cards that were mixed and a selection made to draw five from each group through the lottery method (Nigel, 1993:87).

This type of selection is termed stratified sampling which ensures that respondents of the research project are proportionally selected and that subgroups of the communities are included in the study. Five communities from each the experimental and the control groups that were selected contributed six of its steering committee members each as respondents for this study. A total of sixty respondents participated in the study.

1.12 ETHICAL ISSUES

Two ethical issues were considered in this study, firstly; that the respondents were not deceived into participating because they were given an opportunity to express their willingness to take part in the study, and secondly; the National Research Foundation's (NRF) financial assistance towards this study was accordingly acknowledged by the researcher (Strydom in De Vos, 1998:25-32).

1.13 LIMITATION OF THE STUDY

The researcher identified the following limitation:

- * steering committee members as representatives of their respective communities were the respondents for this research study, therefore generalizability is violated because these members possess properties that are different from those of the population they seek to represent. That is, steering committee members were elected due to some special leadership skills that they possess which might not be available in their respective population.

1.14 DEFINITIONS OF KEY CONCEPTS

Important key concepts to be discussed in this section are community empowerment, impact, programme and rural communities.

1.14.1 COMMUNITY EMPOWERMENT

Community empowerment was defined by Potgieter (1998:216) as “a process of increasing personal, interpersonal and collective power which allows individuals, families, groups and communities to maximise their quality of life.”

According to Schurink in De Vos (1998:407), it is “the process of increasing personal, interpersonal and political power, enabling individuals or collectives to improve their life situation.”

Communities who were sufficiently empowered are able to do things on their own, thus limiting their reliance on the outside help. Such communities have a stronger say on the decisions that affect their own lives.

1.14.2 IMPACT

Impact denotes gathered information regarding the outcome or the effectiveness of an intervention or programme (Cheetham, Fuller, McIvor & Petch, 1992).

Rossi and Freeman in De Vos (1998:374) say that “an impact assessment gauges the extent to which a programme causes change in the desired direction.”

Impact is the measurement used to determine if change has been effected by an intended intervention or programme. An impact assessment process is therefore an important component of every programme for it is through it that one can tell if the programme has indeed achieved what it was intended for.

1.14.3 PROGRAMME

A programme is “any organized effort on the part of some official or voluntary agency to provide some public service or to meet some social problem” (Suchman, 1967:8).

For Lombard (1991:115), every programme has procedures that are to be followed which are made up of specific activities that are arranged to meet certain goals.

A programme is usually associated with time frame and funding which should be expropriated in order for a problem to be solved. A programme is any method or procedure with its relevant activities, coupled with specified period to do them and the necessary funding, meant at ameliorating social issues.

1.14.4 RURAL COMMUNITIES

Rural communities are backward and still retain their traditional relationships. Toennies called them *gemeinschaft* to mean they are characterised by “kinship, friendship and commitment to land” (Chambers & McBeth, 1992:22-23).

According to Lombard (1991:222), “ ‘rural’ can be used to describe the unique problematic nature of development in rural or country areas, thus, a rural area is an area which has backlog in comparison to cities.”

The rural communities are those environments that are less developed than the other areas within a given society.

1.15 CONTENTS OF RESEARCH REPORT

This study is divided into six chapters which are briefly outlined below.

Chapter one outlines the motivation for the choice of the subject, problem formulation, goal and objectives of the study, hypothesis, research approach, type of research, research design, research procedure and strategy, pilot study, description

of the research population, sample and sampling method, ethical issues, limitation and definitions of key concepts of the study.

Chapter two discusses community empowerment, its elements, its historical roots, its theoretical background, its process, and the roles of social work practitioners during the community empowerment process.

Chapter three outlines some examples of community empowerment programmes from both American and South African community backgrounds. The characteristics of these programmes are discussed.

Chapter four discusses programme evaluation research, different types of the programme evaluation and the process of evaluation research. It also discusses the content of the Community Based Public Works Programme, its objectives and the process.

Chapter 5 outlines the empirical research findings of this study. In the first section of the chapter, the study discusses the research methodology and in the second section, the actual empirical findings of the study.

Chapter six outlines conclusions and recommendations regarding the study.

1.16 SUMMARY

This chapter discussed the general introduction of the study with the focus on appropriate research methodology. In the next chapter, the study will give detail discussions on community empowerment, its elements, historical roots, theoretical background, the process and the roles which social work practitioners play during the community empowerment process.

CHAPTER 2

COMMUNITY EMPOWERMENT

2.1. INTRODUCTION

Community empowerment is the concept that is at its earliest stage of development in South Africa. It is a concept that both influences and is influenced by the social transformation. It is about replacing the old ways of life with new ones, therefore, it is a movement from underdevelopment towards development. Community empowerment concerns knowledge, skills and attitudes which those who were disadvantaged utilise to take lead of their own development. It is an important concept in the social work profession these days because it presupposes that community development is possible when communities actively participate in addressing their own problems.

In outlining community empowerment the current chapter is divided into three sections.

The first section defines and describes community empowerment as concept in detail. The elements of community empowerment namely; community empowerment is part of community development, entitlement, large membership, power, facilitation, social action, conscientization, inclusivity, redistribution, behavioural change, financial resources and self-reliance, are discussed. The section also discusses the historical roots of community empowerment. According to the historical roots of community empowerment, the approach has undergone three major periods to date, namely; early years period between 1893 and 1917, the wartime and interwar years between 1917 and 1945; and the recent period which is of years between 1945 and to date.

In the second section of this chapter, the five theoretical perspectives of community empowerment, namely, the developmental perspective, ethclass perspective, critical perspective, feminist perspective and the ecological perspective are discussed.

The third section of this chapter outlines discussions around the community empowerment process and the roles of social work practitioners during that process. Community empowerment process has six phases, namely; identification, preparation, appraisal, negotiations, implementation and evaluation.

During the community empowerment process, social workers play a number of roles. The roles for social workers were categorised into two sections, namely; the directive and non-directive roles. Directive roles require more active involvement whilst the non-directive ones, require passive involvement on the part of social work practitioners.

2.2. THE CONCEPT COMMUNITY EMPOWERMENT

This section attempts to define and describe the concept community empowerment. It will name and discuss its twelve elements and the historical roots.

There is a variety of definitions of the concept "community empowerment" in literature, but the researcher has in this study selected a few that he feels would simplify understanding of it to the readers. The definitions for community empowerment were derived from Chambers and McBeth (1992) and Christian (1998).

Community empowerment is the process of enhancing the communities' capacity building standing so that they become self-reliant and self-sufficient. It is a foundation on which community development takes place wherein people develop ownership of their projects and programmes thereby sustaining their growth socio-economically and politically. According to Chambers and McBeth (1992:21), community empowerment includes members' active participation when they transfer

skills, knowledge and attitudes from authorities and the outsider experts to themselves and their communities.

Community empowerment is facilitated by the project managers, co-ordinators and community developers who usually come from the funding institutions. The process of community empowerment occurs only in a peaceful and resourceful environment. The mentioning of the word “empowerment” in the social work profession has today become so high that an outsider may feel it is a synonym of the community work method. Community empowerment is termed “community encouragement” to denote that it “suggests activities related to both economic betterment programs and the enhancement of local leader skills and capacities” (Chambers & McBeth, 1992:26).

Christian (1998) sought out different definitions of empowerment from grassroots community activists who took part in the Objective One Status Programme which was funded by the European Community, and came up with six that are listed as follows:

- * “Empowerment is a social mechanism which allows underprivileged individuals, communities and groups to be able to take advantage of social opportunities. Black empowering means acceptance on an equal basis of a black society within the UK” (Brooks in Christian, 1998:21).
- * “A process of positive action to redress the balance of 400 years of institutional racism, that will enable black individuals and organisations to activate their full potential in British society” (Broad in Christian, 1998:22).
- * “There is no definition of empowerment of black communities in Britain because the term is based on assumption (i.e. there are black communities) and depends on the full co-operation of people with power (i.e. white people). Ideally, a simple definition would be to ensure access to all employment opportunities, resources and services regardless of race, colour, gender or

religious affiliation and one could monitor the situation through contract compliance based on percentages" (Bryson in Christian, 1998:22).

- * "Empowering Black Communities in Britain is: 1) To ensure that Black people are able to control their own destiny (including economic development etc.). 2) Identifying and developing mechanisms to harness investments (i.e. in the local area [Liverpool] to ensure job creation and employment opportunities for Black local people" (Downes in Christian, 1998:22).
- * "Supporting the Black Citizens' power and aspirations to collectively organise and promote the positive contributions and active citizenship Black people offer towards the Economic, Social and Political Advancement of all citizens" (O'Shea in Christian, 1998:22).
- * "Empowering the black community should be a process by which people who are excluded through racism gain knowledge, skills and the power to challenge decisions that affect their lives and the wider community. Equally it is about having the power to make decisions. The concept has been expropriated by public policy makers and watered down into the notion of creating partnership - the consensus approach. [However] If we have no power we are unequal partners and therefore powerless in the decision making process" (Yardly in Christian, 1998:22-23).

The six empowerment definitions cited by these Liverpool community activists indicate that in order for empowerment to occur, there should be an unequal distribution of social, economic and political resources in the community. Empowerment is accordingly invited to redress this state of affairs and provide the disadvantaged communities an equal footing to participate actively in controlling their own destiny, i.e. development for people by people themselves.

A valuable definition of empowerment is obtained from Kent (in Schwerin, 1995:56), which states "to be empowered is to increase your capacity to define, analyse, and

act on your own problems.” Empowerment means an individual, group, organisation, or community has reached a state of gaining mastery over own life. The concept of empowerment in professional fields is closely associated with words like self-esteem, self-reliance, self-actualization, self-transformation, competence, power, coping skills, active participation, community building and the global social or political transformation of an individual, group, organisation or community.

important topic

Community empowerment is concerned with the taking over of power, knowledge, skills and attitudes by the disadvantaged communities to redress their own community problems. This also means that the community which is successfully empowered is able to improve its own life with minimum reliance on the outsiders.

The proceeding section will discuss the elements of community empowerment individually.

Brown 1996

2.3. ELEMENTS OF COMMUNITY EMPOWERMENT

physical, ac

It is necessary to divide the concept community empowerment into parts that will be discussed individually. In this regard twelve elements of community empowerment, namely; community empowerment as part of community development, entitlement, large membership, power, facilitation, social action, conscientization, inclusivity, redistribution, behavioural change, financial resources and self-reliance were identified. These elements indirectly explains in detail what community empowerment is.

economic

2.3.1. COMMUNITY EMPOWERMENT AS PART OF COMMUNITY DEVELOPMENT

development

The first element of community empowerment maintains that the approach itself is part of community development. This means that community development is achieved through a series of approaches, one of them being community empowerment.

Community development is a holistic approach of developing all the sectors of the community so as to improve the well-being of community members. Schurink (1998:406) defines it as “a process designed to create conditions of economic and social process for the whole community with its active participation.” Community empowerment is dependent upon community development and is therefore its important component. This means that in each community developmental project, one identifies a community empowerment element that is attached to it. Community empowerment occurs *vis-a-vis* community development process. Community development is therefore a general concept and community empowerment a specific part of it.

Community development aims at promoting the welfare of the community in components such as physical, economic, political and empowerment (Ferguson-Brown, 1996:189). Community development is aimed at comprehensive development and “the improvement of the quality of life of the individual and the community on the physical, social, economic, and political terrains” (Lombard, 1991: 205 - 206).

Looked closely community empowerment and community development have similarities as they address the importance of a community to decide on its own, they both are primarily process oriented, they promote self-help and they both concentrate on the development dimensions of a community such as physical, economical, social and political. According to Lombard (1991:212-217), physical development means community infrastructures such as roads, housing, dams etc., economic development means mining, agriculture, self-help projects, etc., social development is primarily aimed at human development and secondarily at the development of services and lastly, political development concentrates on the development of network of organisations and structures, the democratic involvement of a community in its own programmes, the election of steering committees, etc.

2.3.2. ENTITLEMENT

Entitlement is legitimacy over something.

Community empowerment “is a psychological state, a sense of competence, control and entitlement that motivate individuals to move to a higher quest for positions that have more power” (Mondros & Wilson, 1994:228). When members go about discussing the causes of their problems and how to best address them, they are said to have enhanced their competence. The word “entitlement” concerns who the legitimate claimant of resources or power is. Entitlement has a social, economical and political connotation, in that it can be used similarly with the rights that are defined as “powers and privileges to which members of a political entity are entitled by designation and assignation of the state in which they belong” (Simon, 1994:19). People qualify for certain entitlements through their demographic characteristics, e.g., the poor, disabled, the aged, etc.

The democratic social system is that which accesses individuals/groups/organisations/communities to their political rights. Only empowerment is able to enhance community social and political participation and democratisation (Schwerin, 1995:174). If every individual, group, organisation or community is positively accessible to their democratic rights, there will be minimal social problems in their environment and alternatively in the whole society.

2.3.3. LARGE MEMBERSHIP

The third element of community empowerment was identified as large membership which means that in order for the community empowerment process to take form, there should be citizenry participation.

The importance of public input and members' participation is highly acclaimed in the process of community empowerment. The practitioner has to have adequate recruiting skills of bringing members together for a common goal, as suggested by Mondros and Wilson (1994:34). According to them, large memberships make the organisation seem powerful to power holders and the public so that it seems more legitimate and a sufficient representative of the larger communities. Large

membership easily threatens the authority with confrontation and does not suffer breakdown when members drop-out through attrition (Mondros & Wilson, 1994:37).

By only bringing the large membership together will be nothing to the empowerment process unless efforts to drive the membership or constituents towards action to redress their socio-economic and political standing are also made. This is where the mobilization concept comes to picture. Mobilization is defined as “the collective activation and application of community or group resources towards the acquisition of social and political goods by the social action organizer” (Morrison, 1987:3). Mobilization is employed to improve the socio-economic and political conditions of the disadvantaged, therefore in order for it to occur, there should be uneven distribution of resources in the society.

Mobilization that led to political empowerment in Bolton, Mayersville and Tchula counties in Mississippi in the United States, for example, occurred because racism excluded blacks and other minorities from participating in the politics of their communities (Schwerin, 1995). Mobilization should be viewed as modernization as it replaces all forms of traditionality. Organizers have tasks of encouraging grassroots with a commitment and willingness to challenge the *status quo*. For mobilization to be strong and effective, civil rights organisations should link networks with the local, national and international organisations. These organizers should have characteristics such as, having outstanding leadership skills, education, good socio-economical and political status, charismatic leadership, received training in a career and should be young and active.

Through mobilization, the masses are enabled to yield more power that will access them to taking over governance of their local organisations. This suggests that mobilization concentrates on decentralisation. The Government (which should be regarded as a centre) should be forced to decentralise power (that is, it should give control to the communities). Control by grassroots is stronger and more effective than that of the centre.

Organizers should use good recruitment skills in drawing large membership for their organisations. Large membership is the base for an organisation and is effective in bringing about social change. Recruitment is meant for fundraising, marches, demonstrations, boycotts, campaigns, recruitment of new members, letter writing, etc. Successful recruitment resolves member attrition (Mondros and Wilson, 1994:43-75).

Four stages in the recruitment process of members were cited in Mondros and Wilson (1994) and will be discussed in this section. These stages are (i) identifying a member pool, (ii) creating and communicating the message, (iii) initial engagement, and (iv) sustaining and deepening participation.

* *STAGE 1: IDENTIFYING A MEMBER POOL*

This stage is characterised by the recruitment of those members who will in turn attract their significant others into joining the organisation. Members of this kind are usually the respected individuals within the community such as a school principal, a priest, a politician, etc. Social gatherings, clubs, churches, schools, hospitals, etc. are places where recruitment of large numbers of people could be done at a very short space of time.

Organizers should consider recruiting the minorities and coopt them into their organisations.

* *STAGE II: CREATING AND COMMUNICATING A MESSAGE*

Recruiting messages should be moulded with the recruits in mind. Firstly an organizer should assess the interests of those who are to join the organisation and despatch the messages during the community meetings, conventions, conferences, etc.

People are attracted into joining organisations by their self-interests and some seek help from the organisation for the problems that they cannot solve themselves. It is therefore very effective for organizers to include people's self-interests in their recruiting messages. Self-interests could also be a drawback due to the fact that most people usually leave the organisations immediately after their problems were solved and to counter this, organizers should add other messages to their recruiting ones.

Organizers implement methods of recruiting such as personal contact, door-to-door visits, telephone calls, attend community meetings, mail, media, etc, and "the best recruitment method is one that costs little and yields many of the right kind of people" (Mondros & Wilson, 1994 :59). Organizers could also influence their recruits to recruit from their own social networks. The recruitment process should be an ongoing task of organisations.

* *STAGE III: INITIAL ENGAGEMENT*

According to Mondros and Wilson (1994 :65), the organizers try "to capture the interest of new recruits so that they come to participate more regularly and intensively in the organisation and its activities." Recruits come with diverse hopes to the organisation, and it is up to the organizer to marry their hopes with the organisation's abilities. Plugging-in process takes place when the organizer identifies tasks that could be performed by some new members and allocates those tasks to them. Plugging-in is the process that should be quickly and speedily implemented, otherwise new recruits will feel uncomfortable and leave the organisation. New recruits could also be provided with training and support for action when they transit from being members to being activists.

* *STAGE IV: SUSTAINING AND DEEPENING MEMBER INVOLVEMENT*

People are the most important resource for power and as such their member attrition after their problems were resolved should be avoided through the sustenance of

their involvement. According to Mondros and Wilson (1994:75-76), sustained members are those who continuously renew their membership and attend activities of the organisation, whilst members whose involvement has deepened take on tasks that are demanding, for example, being the chairperson and/or the secretary. The former make few contributions to the organisation, are general members and receive less communication whilst the latter put more of their energy to the existence of the organisation, are members of the organisational structure and are decision-makers.

Membership

The organizers see to it that members are influenced to replace their passive roles with the active ones within the organisation. If members are given enough of their own way, provided with enough responsibility, staff and organizers refrain from doing tasks that members can do, are trained, and have right and obligation to participate, the membership attrition can be minimised. Sustaining involvement could be increased by rewarding members with gifts, salaries and/or praises, recognition or compliments. Deepening the members' involvement is to groom them into leadership roles.

The role

Organizers are the ones who make social action organisations a success by recruiting participants, acquaint them with the organisational issues, and facilitating their action through a vast number of skills. Most of them have a strong sense of justice, fairness, responsibility to people, analysis of power and are students of need and/or expectancy theory schools of thoughts. They are able to transform private problems into public issues. They are expected to have an in-depth understanding of both the communities' socio-economic and political environments. They should train members on developing own organisational structures, fund-raising events, accountability, responsibility and commitment. The organizers send the message which helps people feel they are not alone in the problem, they are not to be blamed for the problem and that they have the right to be protected from the problem. Organizers help members to think and act for themselves whilst at the same time they become their "comrades-at arms" (Mondros & Wilson, 1994 :25). Organizers organise for social change.

The process

Social change is achieved through mediation.

Mediation is defined as “an effort by a neutral third party to resolve a dispute through the conduct of a face-to-face meeting between the disputing parties” (Schwerin, 1995:7). Mediation is a form of conflict resolution that is empowering to both the disputants, the mediators and the larger community. Mediation is non-coercive, reaches resolutions that are mutually agreeable, is easy to reach and is inexpensive. Negotiation, conciliation and arbitration are forms of mediation. Mediation hold social groups and communities together thereby maintaining the social control and bringing peace and justice to the neighbourhood. It is through this conflict resolution method that disputants’ communication is encouraged and enhanced. Mediation is a vehicle that enhances democratic participation and is preferred over authoritarianism by most social work practitioners.

2.3.4. POWER

The fourth element of community empowerment was identified as power which means the control over resources and an ability to take decisions.

Solomon (in Lee, 1994:12) stated that empowerment concerns the transfer of power from the advantaged to the members of the disadvantaged groups. It pertains to “powerlessness” that should be removed in order to advance the well-being of the people (Rappaport, Swift & Hess, 1984:3). Power is getting someone do something he/she would not do in an ordinary life situation and it serves an individual’s interests.

The absence of power makes an individual or community feel alienated from self and could lead to poor participation in activities that are geared at constructing own environment. The powerless have inadequate consciousness and do not regard their immediate social institutions as intimidating and oppressing to them. Powerlessness is exacerbated by the stigmas that are attached to people such as the poor, patient, dependant and women.

Actually in the real life situations, people with problems are experts and principals of their own accord. Social work practitioners should believe that people can change and that they can also alter their own environments. This suggests that power could take the form of knowledge, skills or expertise. Community members can be trained into technologies of doing their own community assessments and then take action afterwards (Gibson & Worden, 1984:30).

There are four different types of power relations that were distinguished by May, namely; power over, against, for and power with (Schwerin, 1995:72). For Fay (1987:120-121), power over, against and for is exploitative, manipulative and authoritative as it compels the other party in the relationship to do something out of own will. Power over is undemocratic and exposes many individuals/groups and/or communities to serious environmental problems. In this fashion the practitioners apply the medical model which consider clients as stage, "battleground or stage, the patient devolves into a passive and on-looking object, rather than a subject acting in concert with the doctor (or social worker) on his or her own behalf" (Simon, 1994:124). This power relationship is coercive as it stifles the active participation of people with problems to address their own problems.

Power with is constructive, and the empowerment scholars agree that this type of power is empowering, integrative and has a win/win orientation.

2.3.5. FACILITATION

The fifth element of community empowerment was identified as facilitation. Facilitation means propelling community members into doing something for themselves.

Successful empowerment has positive results on the development of skills and competence in individuals, and these skills and competence are encouraged through facilitation which may mean to inspire people in doing something. Community

empowerment is a social work intervention that usually takes place with an involvement of the practitioner as a facilitator of community members. People organise themselves with the practitioner's support to exploit their own skills and knowledge to meet their needs for existence.

Simon (1994:11) writes about the collaborative relationship between the helper and the helped. According to her, collaboration means that the practitioner and community members are alliance who develop the reciprocal relationship where each of them learn from the other. This means that one of the empowerment prerequisite is a "helping relationship based on collaboration, trust and the sharing of power" (Drower, 1991:147). Both community members and the practitioner are equals but much is expected from the former in their helping relationship, i.e. it is the client who is more active in bringing about change into his own world.

It would be accurate to argue that the practitioner is more powerful than the community members because he/she is an expert and more knowledgeable in the professional requirements. The practitioner should strive to delineate the importance of the community members' capabilities in that collaborative relationship. That is building on the client's strengths.

2.3.6. SOCIAL ACTION

The sixth element of community empowerment was identified as social action. Social action is another method of community development, followed by locality development and social planning.

Community empowerment closely resembles social action organisation in which the social work practitioners have a task of converging the goals of people, their profession and/or their agencies into a coherent whole. Social action refers to a group of individuals who strive to transfer power from the authoritative institutions to themselves, and that "the accumulation and wielding of power is the primary goal of social action organisation" (Mondros & Wilson, 1994:1).

Some authors associate empowerment with forceful terms such as “radical pedagogy”, “the struggle” and “the liberation” (compare Lee, 1994:14; Reid, 1995:173; Lum in Lee, 1994:105), respectively.

But Simon (1994:6) rejects the role of a practitioner as a “liberator” in that he maintains the liberator has a tendency of blaming the disadvantaged for their problems by stating they “view clients as victims of their life circumstances.”

The social actionists put the underdevelopment blame on the social environments. Community empowerment, especially in South Africa, has, “to be understood within the broader struggle for liberation from political oppression and material deprivation” (Taylor, 1995:171). This is enforced by the new South African laws, e.g., the Constitution which guarantees that everyone has the fundamental right of equality. This notion calls for “equality in the social, political and economic spheres of all persons and groups in society” (*Equity Bill*, 1997:9).

The term “organizers” was mentioned in Mondros and Wilson (1994:11), who maintain that it means those people in the payroll of the governmental and nongovernmental institutions “who are the bringers of a vision of change and its real possibility”. The organizers’ main tasks, “are to enhance the organisation’s pursuit of its goals in supporting members to feel more powerful in performing their activities” (Mondros & Wilson, 1994:7). The organizer must ensure the smooth functioning of the organisation and should be adept in the interpersonal, group dynamics and management skills. A worker under the empowerment process is a person who likes people and is open to meet strangers and challenges.

Of importance to this study, Lombard (1991: 90-91) listed six characteristics of social action, namely;

- * *An environment*: there should be an environment in which the action takes place. The environment is a community. Communities could be categorised

according to their geographical areas, their geographically functional and their functional classification. Community members are the ones who will decide who and who are not to be included into their community.

* *Need or problem identification and definition*:- the community action process progresses well if this phase of identifying and defining a need or problem has been successfully achieved. Community members are the ones who identify and define needs or problems themselves.

* *Goals and objectives*:- Goals will involve assisting communities to demand more control over their community empowerment projects. Goals are general and could be translated into objectives which are specific and more detailed in nature, e.g. "objectives should spell out what needs to be achieved, how well it needs to be achieved (level of achievement) and according to which criteria" (Lombard, 1991:86).

* *Community action strategy*:- Communities could utilise conflictual or negative strategies in the social action. Strategies include campaigns, boycotts, strikes, letter writing or petition signing.

* *Power*:- the power which is to be utilised by communities to advise their community action lies in the groups rather than individuals.

* *Participation*:- Involvement of community participation in the community action is an important component of the action implementation process. Social change in the community is effected by the community members themselves (Lombard, 1991:91).

2.3.7. CONSCIENTIZATION

The seventh element of community empowerment was identified as conscientization which means awareness raising.

Community empowerment always commences with consciousness-raising which Freire in Mondros and Wilson (1994:15) term “conscientization” and is defined as “learning to perceive social, political and economic contradictions and to take action against the oppressive elements of reality”. Conscientization is again defined by Fay (1987:106) as “the development of a radical consciousness, learning to see that certain social forms are oppressive and that they can be altered by exploiting certain social, political, and/or economic contradictions, it also includes the utilisation of this radicalized consciousness to initiate and guide action against the oppressors.” Members attend the self-education forums wherein they learn about their rights, about how to organise and ultimately about changes in the social order.

Empowerment is concerned with those who are oppressed by the socio-economic and political conditions of their social worlds who yearn for freedom, justice and fulfilment of their humanity. By being involved in this process, clients benefit both personal transformation and favourable social change.

People do not act individually but rather with others towards social change goals. Community empowerment is necessary to involve as many members of a community as possible in the process of improving democracy through participation (Maser & Kirk, 1996:170). It has to do with the mobilization of people towards a concerned issue.

2.3.8. INCLUSIVITY

The eighth element of community empowerment was identified as inclusivity which is concerned with a fair representation of community members or stakeholders in their community based organisations.

Community empowerment programmes and processes in South Africa should be directed towards empowering the poor at grassroots (Taylor, 1995:175). An effective strategy for empowerment involves the grassroots structures and the

encouragement of people to make their own decisions and acquire knowledge and skills (Triegaardt, 1993:10). The African National Congress (ANC) and its alliance have designed a Reconstruction and Development Programme (RDP) with the aim of addressing the basic needs of the majority of all South Africans.

The *White Paper on Public Works (1997:15)* stipulates the government's aims of redressing the socio-economic imbalances in South Africa through its Community Based Public Works Programme (CBPWP). The CBPWP is concentrated at empowering people especially the rural poor, women, youths and the disabled. In its opening the paper states "every South African should enjoy a wide range of economic, social and cultural opportunities" (*White Paper on Public Works, 1997:1*). People's aspirations, skills and collective determination are what the government needs as human resource which will make empowerment a success.

Community empowerment is possible when those who are experiencing the problem are involved in its eradication. Inclusivity in community empowerment therefore means the involvement of every sector of the community which are termed stakeholders and comprise of, say, the traditional leaders, civic associations, religious groups, the politicians from different political parties, different governmental departments, non-government organisations and the technicians from both the government and private sectors. Every member of the community should be afforded an opportunity to participate in the economies of his/her own community. The mentioned stakeholders combine to form a community.

According to Coe (1990:18), community participation determines the success or failure of community empowerment programmes. When an open focus approach which encourages high community participation is implemented towards community development, there is a higher probability that projects will succeed, whilst on the other hand, the closed focus approach leads to failures. Coe (1990:19) discussed the importance of open focus approach in which participatory democracy is enhanced, that is, grassroots are included in the decision making, they take active participation roles in the development and solving their own problems and are

accessible to leadership positions in their community based organisations. The local communities enter into a collaborative relationship with social work practitioners and other stakeholders to form the community based organisations. Open focus approach increases communication between the constituents and their organizers.

Inclusivity is synonymous with participation and both terms are concerned with the representation. Participation to Coe (1990:32), addresses three main elements, namely,

- * the use of evocative leadership in the style all stakeholders in the organisation are actively involved in the processes of the programme
- * an effective communication that ensures that good social network links members of the organisation
- * there should be a collaborative vision meaning a clear definition of the goals of the programme.

But how is community participation related to community empowerment and community development? Abbott (1995:158) writes that he “concludes that community development is actually a specific form of community participation.” Community development was utilised by the First world to develop democracy in the Third world, and was highly concentrated at economic development without regard of the involvement of the people in those countries. That form of development was seen by Mayo in Abbott (1995:160), as a tool for neo-colonial expansion which was directed at counteracting the spreading of communism.

If community development venture does not involve the participation of the disadvantaged people, it leads to a failure as was indicated above. Abbott (1995:4) is of the opinion that where community participation is limited, community development would be successful mostly in a condition where the disadvantaged are in a serious economic and social distress. According to him, community

empowerment needs to demand autonomy from the government. Government or powerful institutions will regulate the open focus approach which allows people an opportunity to a balanced influence or power. Community participation will lastly address the inclusivity of all the minorities of the society into the development of the whole.

2.3.9. REDISTRIBUTION

The ninth element of community empowerment was identified as redistribution which means the proportional allocation of resources to the communities.

The South African government through its Growth, Employment and Redistribution (GEAR), intends distributing resources to those who were previously disadvantaged, such as the rural poor, women, youths and the disabled. GEAR was introduced as an element of rendering the societal redistribution of resources, but it was heavily criticised by the South African Communist Part (SACP) as a practice that continues to broaden the gap between the richest and the poorest (Paton, 1998:5).

“Problems are becoming worse than ever if the process of redistributing resources from the haves to the have-nots is not achieved” (Russel-Erich & Rivera, 1987:2). For these authors, community empowerment practitioners should take the radical perspective stance when they together with the communities identify problems and their possible solutions to ensure the quality of life of communities. This perspective explains that more resources are in the hands of the minority owners of means of production. This state of affairs totally disenfranchises the majority economically. Redistribution could be achieved through radical means, i.e. people should organise and demand more resources for their communities. People should acquire the mobilised participation through which they become conscious of the social, economic and political conditions of their environments. People should take an active “political participation and civil disobedience” in the process of demanding the redistribution of resources in their communities (Russel-Erich & Rivera, 1987:6).

2.3.10. BEHAVIOURAL CHANGE

The tenth element of community empowerment was identified as behavioural change which concerns the changes in knowledge development, skills and attitudes that are eminent in the community, the social work profession and the community work practitioner soon after the community empowerment programme was implemented.

Drower (1991:141) writes that social workers in the new South Africa need to be aware of issues that are relevant to the broader socio-political context of the country. Social workers should be in line with the current social development and reconstruction processes. But professionals are said to be ambivalent towards change. This is due to the fact that they were conditioned by the apartheid ideology, in that they fail to consider that people can change and in turn change their environments. Russell-Erlich and Rivera (1987:2) say they are wondering why there are too many battles with so little time to begin to fight them.

According to Nkuhlu (1993:12), any developmental process should concentrate on the present and the future only, with disregard of the past which may evoke negative emotional states in people. He advises that professionals should change their mind-sets and behaviours, and that they should believe that people could make positive change towards their own development only if they were afforded an opportunity to do so.

According to Simon (1994:73-82), social work practitioners have important aspects which need to be considered when empowering disadvantaged individuals/groups/organisations/communities. These aspects are as follows:

- * *Offering support:-* the disadvantaged lack both the materials and nonmaterial resources in order to attain their community empowerment. Material resources should be met earlier than the nonmaterial ones. The disadvantaged need to be assured of their competence and capabilities in addressing their own problems.

- * *Teaching Skills:-* community members need to be provided with the conflict resolution, negotiation and the basic communication skills (Schwerin, 1995:43)
- * *Involving participation:-* social work practitioners need “to involve clients actively in shaping the helping and problem - solving process “ (Simon, 1994:77). The disadvantaged communities are apathetic and would do nothing to improve their environments unless they are inspired to do so by the social work practitioners.
- * *Making agency data publicly useful:-* people, the funding institutions and/or the government will always want to know about the processes in the community based organisations. Other agency information could be disseminated to the public in the form of pamphlets, newsletter and conferences (Schwerin, 1995:151)
- * *Establishing social security:-* social workers should establish social security measures to assist their impoverished aged, disabled, orphaned and the unemployed. Social security is meant only for those who are unable to secure incomes due to their physical or mental disability and/or due to the hazards caused by their environments.
- * *Phasing the interventions by beginning with direct responses to clients' request:-* the paternalistic approach which applies the medical model is the one which should be avoided as it does not give the client opportunity to define his/her own problems and how he/she wishes to resolve it. The resolution of problems according to the community empowerment paradigm heavily lies in the hands of the troubled party.

2.3.11. FINANCIAL RESOURCES

This element is concerned with the allocation of funds to the programme.

Programmes are possible when funds are made available to them by the funding institutions.

To empower the South African rural communities will require quite a number of different resources. These will include, most importantly, the financial assistance coupled with an increased democracy. Taylor (1995:145) argues that empowerment in South Africa would not be a success due to the fact that the National Party government has mismanaged funds leaving the ANC-led government inheriting huge sums of debts. Other obstacles to community empowerment were cited as violence and conflicts which affect transition to democracy.

Some bigger companies seem to be responding to the call of empowering people. This is evidenced by Tongaat-Hulett Group which has sold 80% of its supervisor food services (SFS) to a black-controlled consortium as a start to empower blacks economically (Harris, 1994:16). This gives us hope that in the near future, many institutions or non-governmental organisations will come nearer to the communities and empower them thereby reducing the effects of social problems in South Africa.

2.3.12. SELF-RELIANCE

The twelfth element of community empowerment was identified as self-reliance which means that after programmes were implemented, communities are able to do future programmes on their own without reliance on outsider experts.

Community empowerment removes dependency, apathy, helplessness, alienation and backwardness from poor communities and replaces them with self-reliance. Community empowerment fosters self-development, self-reliance and self-sufficiency. All forms of the previous practices of doing *for* the communities are replaced by the modern forms of *helping communities to help themselves*. Communities are able to acquire even the most sophisticated skills and knowledge that are required in their own development.

People are the most important prerequisite for community empowerment process. The developmental approaches like the modernization, underdevelopment and dependency theories failed at developing communities because they did not regard the involvement of people into making a positive input to their own development (Nkuhlu 1994, du Toit 1998). Du Toit (1988:82) maintains that the sustainable development of the South African communities in the Reconstruction and Development Programme (RDP) was a success because it respects the inputs of communities towards their own development. Community empowerment is endogenously oriented as against those theories mentioned above which were exogenous and led to failures.

Conflict is seen as a necessity towards development, because once consensus is achieved, peace resurfaces and development is sustainable in the process (du Toit, 1998:83). Conflict management skills are necessary for communities to effectively run their community empowerment programmes. Community organisations should include people from all the cultural backgrounds in their development programmes. Social work practitioners are advised to study all the different South African cultures to enable them to move freely from one group to another. Social work practitioners should create a comfortable environment for all the people from the multi-cultures (du Toit, 1998:88). This author writes of an environment that humanises all the individuals through a South African concept "ubuntu" which means extending oneself towards others because it is others that makes him/her human. The principles of "ubuntu" were listed as unconditional acceptance, respect, human dignity, compassion, hospitality and stewardship (Mbigi in du Toit, 1998:89)

From the discussion above, it is interesting to indicate that community empowerment is a broad concept which cannot be explained in a single paragraph. This concept was divided into twelve sub-concepts which were individually discussed to explain it.

In the succeeding part, the historical roots of community empowerment will be discussed.

2.4. HISTORICAL ROOTS OF COMMUNITY EMPOWERMENT

According to Simon (1994), the intellectual and political foundations of the concept community empowerment are categorised into three periods, namely; the early period (1893-1917), the wartime and interwar years (1917-1945), and the recent years (1945- to date). In this part, the influential movements, ideas and beliefs will be discussed under the mentioned three periods.

The transformationalists view the world today as dysfunctional and is featured by a series of problems such as population explosion, poverty, nuclear wars, ethno-political conflicts, crime and Aids. To address social problems more effectively would be to transfer them to the grassroots who are experiencing them to address them themselves. This is community empowerment. Community empowerment should be developed into a theory because it is effective in addressing social problems.

The development of community empowerment to what it is today has evolved over a period of 108 years, that is, from 1893 to 2000, (Simon, 1994). The historical roots of empowerment were derived from Simon (1994) and are summarised in this section of the chapter.

2.4.1. EARLY PERIOD: 1893-1917

The first period of community empowerment development is called the early period and it took place between 1893 and 1917 (Simon, 1994:47).

The early period of empowerment development has the intellectual, religious and political influences such as the populism, social gospel, unionism, feminism, pragmatism and the du Bois and the Niagara Movement (Simon, 1994:47).

- * *Populism:* According to the populism, the majority should mobilise and resist the monopolistic holding of power and control by the central government and the elite. Power and resources should be transferred to the common people.
- * *The Social Gospel:-* In order to fulfil Christ's promise of heaven on earth, people should work co-operatively in abolishing all forms of capitalism and its features of poverty, homelessness, crime, private ownership, etc.
- * *Unionism:-* Unionism is a brotherhood movement of workers who mobilise to improve their working conditions. Their oneness is strengthened by their slogan "an injury to one is an injury to all" when they mobilise to make common claims.
- * *Feminism:-* Sisterhood movements who mobilise to resist institutions that discriminate people by virtue of their gender, race, age and class. Feminism is discussed in detail in the second section of this study.
- * *Pragmatism:-* there is a transitive relationship between man and his environment and therefore the well-being of men is dependent upon the healthy community life. Individuals should improve their communities in order to benefit problem free lives from their environs.
- * *Du Bois and the Niagara Movement:-* People should develop their subculture institutions which should be contributory to the larger society. They should learn to improve their conditions even when they are living in a society that is hostile and indifferent to them.

The influences of the early period of empowerment development propagated mostly on the need for people's mobilization around the improvement of their societies.

2.4.2. WARTIME AND INTERWAR YEARS: 1917-1945

Wartime and interwar years took place between 1917 and 1945 (Simon, 1994:82).

During this period, empowerment development obtained its influences from Freudianism, Marcus Gravy and Black Nationalism, existentialism, Marxist and Socialism.

- * *Freudianism:* Social work practitioners should attempt to understand the totality of client's inner experience. Clients should be encouraged to define in detail themselves, their environments and how they intend to improve the environments, what is termed "talking cure" (Simon, 1994:89).
- * *Marcus Gravy and Black Nationalism:-* Propagated for the total emancipation from capitalism. Blacks should mobilise and resist the racial taboos that see whites as superior over blacks.
- * *Existentialism:-* Philosophers and novelists inspire individuals with the assistance of the social work practitioners to direct their strengths into securing their meaningful lives.
- * *Marxism and Socialism:-* People should mobilise and resist private ownership of resources by the minority. Mass power organisations should be the mouthpiece of the local grassroots.

During this period, people were influenced to strive for their meaningful life, be involved in their own development and that they should mobilise and redress their environments.

2.4.3. RECENT PERIOD: 1945- TO DATE

The final period of empowerment development is called the recent period and it took place between 1945 and today (Simon,1994:124).

During the recent period, empowerment development is influenced by the ideas, beliefs and movements of Ghana, Chinese consciousness-raising, Africa Independence Movements, Freire, the Civil Rights and Black Power Movements, maximal feasible participation, liberation theology, The New Left, self-help movements, gay and lesbian liberation, feminism and the disability rights movement.

* *Ghana*:- People in the Third World should resist colonialism, and learn to rule themselves.

* *Chinese Consciousness - raising*:- This movement's influence is similar to conscientization which was discussed in the previous section.

* *African Independence Movements*:- Influence from Memo, Anon and Nkrumah that inspire people in the Third World to resist colonialism, racism and capitalism.

* *Freire*:- People should have increased awareness of their socio-economic and political realities, and that they should take action in transforming these realities to their own benefits.

* *The Civil Rights and Black Power Movements*:- Blacks should have confidence in their inherent power that could be positively and peacefully utilised to resist all forms of racial discrimination in their societies.

* *Maximal Feasible Participation*:- The disadvantaged should have access to the planning and implementation of their own developmental programmes. Projects should be controlled by the local common people.

* *Liberation Theology*:- Societies should scrap classes that put more resources in the hands of the few minorities, the state, the church, elite, etc.

* *The New Left*:- Participatory democracy should prevail in that poor people should be given opportunity to improve their own conditions.

* *The Self-Help Movement*:- This movement mistrusted experts and larger institutions. Disadvantaged individuals should utilise their own strengths, those from their immediate group supporters and from the larger community without dependence on professionalism.

The section

* *Gay and Lesbian Liberation*:- Stigmatised communities of gays and lesbians mobilised and are resisting the heterosexist domination. The mobilization in the United States of America in 1973 resulted into the removal of homosexuality as a form of pathology from the American Psychiatric Association list (Simon, 1994:151).

* *The Disability Rights Movement*:- The disabled should be accessed to socio-economic and political control of their communities like other members of the society.

The development

* *Feminism*:- Feminists are divided into three, namely; the radical feminists who are against the women's subordination to men, the liberal feminists who question the social, political, legal, religious and cultural set-up of communities which discriminate against people due to their sexual orientations, and the social feminists who propagate that societies should be classless.

There are many ideas, beliefs and movements that influence the development of empowerment today. Most of these influences have a commonality of addressing the imbalances that were created by colonialism and its capitalism which place power and resources in the hands of the few and violation of human rights by institutions.

In the second section of this chapter, the researcher will discuss the five theoretical perspectives of community empowerment, namely; developmental perspective,

ethclass perspective, critical perspective, feminist perspective and ecological perspective.

2.5. THEORETICAL PERSPECTIVES OF COMMUNITY EMPOWERMENT

2.5.1. INTRODUCTION

This section discusses five theoretical perspectives of community empowerment, namely; developmental perspective, ethclass perspective, critical perspective, feminist perspective and ecological perspective as stipulated in Lee (1994) and Mondros and Wilson (1994).

2.5.1.1. DEVELOPMENTAL PERSPECTIVE

The first theoretical perspective of community empowerment to be discussed is the developmental perspective.

The developmental perspective of community empowerment explains that in order for empowerment to occur, there should be a life stressor within communities. The concept life stressor means the presence or absence of something which exposes individuals to a problem that needs to be solved. People should raise their consciousness. The appearance of these stressors and the mobilization of people to find solutions are symbolised with the developmental stages of a human being from birth to adulthood, which are coined as “a necessarily long-term process of adult learning and development” (Mondros & Wilson, 1984:9).

The developmental perspective in fact discusses the community empowerment process. The empowerment process follows four developmental stages, namely; birth, later childhood, adolescence and adulthood. Mondros and Wilson's (1994) phases of participation marry harmoniously with the developmental phases cited above. As a consequence participation phases will be used to explain the behaviour of participants during the developmental stages.

* *BIRTH*:- Schwerin (1995:86) terms this stage of development the “Era of Entry” and explains that it is during it that community members feel the injustice nature of their environment. Social mobilization takes place and it leads to participatory competence. People feel something should be done about their situation.

This is the stage when people experience a sense of belonging, want to create a community of their own, and they no longer want to keep quiet while others act on their behalf (Biklen, 1983:5). A community is “a group of people with similar interests living under and exerting some influence over the same government in a shared locality” (Maser & Kirk, 1996:16). The community serves its members with participation, mutual aid, economic production, socialisation and social control. These factors are the most important components of the community empowerment process. The practitioner has a task of selecting those members who have the necessary characteristics towards a problem at hand. Social problems can be easily solved if people act collectively. People need to be organised in order to be empowered and their “organising is concerned with constituency development” (Brager & Specht, 1973:28). This is called “identifying a member pool” stage wherein a practitioner applies a snowball method of recruiting more and more members of the group (Mondros & Wilson, 1994:43).

Heterogeneity of the group members is favoured over that of homogeneity as it is stronger and representative to everybody including the minority, what could be called “to attract a rainbow membership” (Mondros & Wilson, 1994:46). People recruited are called participants. Participants are those people with the capacity to influence the decisions which cause socio-economic and political changes, and participation means “the means by which people who are not elected or appointed officials of agencies and of government influence decisions about programs and policies which affect their lives” (Brager & Specht, 1973:34). The group that has been formed during this phase of the community empowerment process is called socialisation and is characterised by members teaching each other values, behaviours and expectations of the organisation.

A social problem that is experienced by a particular community or society is a motivation for people to join a group. If there are no social problems, there is no need to act and to change and therefore the organizer has no reason to organise. A problem could seem a social problem to the outsiders but until it is defined as such by the people who experience it, it cannot be said to be a social problem. Problems are conditions which “interfere with the satisfaction or make the dissatisfactions more likely to occur” (Biklen, 1983:33). A social problem involves many people in the community and can be defined in terms of concepts such as “malfunctioning” and the absence of something. Social problems in the South African context are mainly caused by channelling more socio-economic and political resources to the few in the expense of the majority. Social problem as an issue is a public matter. Lastly, people learn better when they are collectively participating in combating problematic circumstances in their environments.

**LATER CHILDHOOD:-* This stage is called the “Era of Advancement,” (Schwerin, 1995:86).

During this stage, community members increase their understanding of the authority. Community developers who are outsiders and experts in that field are always available to assist communities. The reciprocal relationship between the members and the outsider expert develops where the latter is supportive towards the former’s fears and frustrations. Through regular meetings and actions, members become aware of social, economic and political meanings of their environments.

During this stage of the community empowerment process, the practitioner creates and communicates the message of the group. This is directed at changing people’s personal interests to those of the group. Members become interested and are involved in the activities of the group. Community meetings are of utmost importance during this stage, because during discussions problems and issues of the group are considered in detail. Members feel that it is only through a group vehicle that they can be able to solve their own problems because individuals within

a group “bring various types and levels of interest, willingness, values, knowledge, and skills (Mondros & Wilson, 1994:8).

The peer (primary) group is formed and is featured by members feeling more affectionately towards one another. A sense of belonging is maximised. It is also a fact that although many members had personal interests prior joining the group, their interests are more likely to be similar as argued that the “disadvantaged people have interests in common” (Mondros & Wilson, 1994:52). It is supported that there is a high social and economic similarity among the disadvantaged classes (Borich, Korsching & Petrzalka, 1993:72). Involvement is particularly higher when people of the same locality experience the same social problem and feel they should take action to remove or reduce it. Involvement is an important component of community empowerment for without it the process would not be effectively achieved.

* **ADOLESCENCE**:- This stage is called an “Era of Incorporation” (Schwerin, 1995:86). It is the stage that is characterised by members having active leadership skills and being able to resolve their new role conflicts and have developed “mastery and competence” (Rappaport, Swift & Hess, 1984:23). Members become adept in both the technical and problem-solving skills.

Members are expected to regularly attend to activities of the group and a shift from “transitory and passive” is replaced by “sustained and active participation” in the group (Mondros & Wilson, 1994:65). The leaders and organizers are active during this stage that Mondros and Wilson (1994:64) call “initial engagement”. The leader has little to say but makes a close check if the veteran members are inducting new members into the skills and activities of the group. The term “plugging-in” is used by these authors to denote a process of issuing tasks and roles to members so that they become more attracted to the group. During this stage of group development, “people become acquainted personally, enhancing in-group ties” (Mondros & Wilson, 1994:20). The organizer, although the group is achieving a strong cohesion, continues to encourage members in any activities of the group. Plugging-in is similar to involvement which was discussed in the previous section.

The group formed during this stage is called organisation-development group and is characterised by mass-based activities. The group has increased its cohesion. But cohesion does not imply that there is a total absence of conflicts during this stage. Conflicts are eminent and necessary in the group development. Conflicts and their adjacent resolutions are the important building blocks of the community empowerment programme. This is summarised by the statement that states that conflict is “an inevitable part of organisational life which improves the effectiveness of programmes and ensures growth in members’ capabilities of decision-making” (Robbins, 1990:411).

***ADULTHOOD**:- This final stage is called an “Era of Commitment” and is characterised by members being able to deal more effectively and efficiently with their problem-solving strategies (Schwerin, 1995:86). People have developed their skills in each and every task that they perform. They develop concern, a source of responsibility and have increased power. They are able to control their environment and they have the knowledge to do it.

Mondros and Wilson (1994:75) call this phase “sustaining and deepening member involvement.” The type of group that has developed is an institutional-relations organisation and is characterised by the members’ activities that are directed specially at improving fellow members’ conditions or problems. The phase is also summarised by the statement which maintains that it is featured by activities that are geared to transacting business for their members (Brager & Specht, 1973:78). This stage is characterised by a specialisation in the part of participants who are now well structured, have basic rules and procedures.

Members have developed and can perform different tasks of the group. They are able to occupy a number of roles at a given time and some have developed leadership skills.

Leaders are those in authoritative positions and who are the role models for other new members of the group. Every member makes a great contribution to the whole and as such everyone should have equal access to leadership roles (Mondros & Wilson, 1994:87). A leader is “someone who helps show us the direction we want to go and who helps us go, he/she inspires people not to follow him/ her but follow themselves i.e. he/she helps them to become leaders themselves” (Kahn, 1991:21). When practitioners work towards empowering the people, they are also on the other hand working towards reducing their presence in the community, as leadership would have emerged in the community organisation (Russell-Erich & Rivera, 1987:8). This is the socio-economic restructuring which refers to the structural changes wherein the old are replaced by the new and members become transformed from authority dependant to authority independent (Tykkylainen & Neil, 1995:32). Empowerment shall prevail when members of the community are afforded an opportunity to run their own community development projects and programmes.

The community developmental process has reached its termination phase. Members are able to evaluate the impacts of a community empowerment programme associated with their project by comparing “where they were” with “where they are” now. If they are able to identify some flaws, it supports the statement that the community empowerment process has led to an increase into their capabilities.

2.5.1.2. ETHCLASS PERSPECTIVE

The second theoretical perspective of community empowerment to be discussed is the ethclass perspective which is concerned with the classes within communities or societies.

Lee (1994:99) maintains that “ethclass” was coined by Gordon and she defines it as “the social participation and identity of persons who are confined in their own class and ethnic groups due to oppression.” This entails stigmatising people to those statuses that are discriminatory such as poor, gay, drug-addicts, etc. Stigmatisation is always associated with the “rejection and discrimination which the rejected and

discriminated should stand up and fight against" (Lee, 1994:100). The poor are those who lack an adequate income and do not work, who are according to our institutions stigmatised as violent and lazy (Henry, 1992:70). The radical approach to stigmas should not be discredited because "empowerment may need to mean the struggle of the disadvantaged to gain respect and dignity (Reid, 1995:178). Thus the lower classes or minorities become aware of the yoke that inspanned them by the social stratification and begin to organise themselves to address it without even considering the concern of the authorities who imposed it to them.

In this context community organising is the process that is powerful in changing the community and is defined as "bringing people together to combat shared problems and to increase their say about decisions that affect their lives" (Rubin & Rubin 1992: 3). Helpless people are those with serious problems, are in isolation and do nothing to combat their circumstances. Community organisation inspire people with consciousness- raising, enable them to gather, discuss the problem and question the unequal distribution of resources in their environment. Power for community organisations is derived from large membership (Rubin & Rubin, 1992:5; Mondros & Wilson, 1994:36.)

Rubin and Rubin (1992:6) list the following five goals of community organising that need a brief explanation:

* *Solution of problems:* Community organisations have the tasks of solving what Brager and Specht (1973:48) term environmental-change goals. These goals are mostly important for the users of the services. Community organisations therefore link communities with the relevant institutions that are to provide them with the services.

* *Eliminating inequities in the distribution of resources:-* Where there are problems related to uneven distribution of resources, usually the poor are disadvantaged because of their racial, sexual, age, etc. backgrounds. Community organisations should strive to end racial,

ethnic and gender orientations, and that people should be afforded equal opportunities towards social, economic and political resources.

* *Exercising and preserving the democratic values:-* This goal is to improve democracy through increasing the shared involvement of people in controlling their own lives (Rubin & Rubin, 1992:12).

* *Achieving the potential of individuals:-* To empower people so that they feel confident about themselves.

* *Creating communities:-* People raise their consciousness, work together and solve the problems that face them. Communities are people's sense of belonging.

The ethclass perspective explains the classification of countries under categories such as the First, Second and Third worlds. We know little about the Second world, because the communist countries did not share their developmental strategies with countries in the western block. The Third world is comprised of poor countries which are called peripheries, backward and non-western. The First world is made up of rich, developed and advanced countries. More wealth in the shape of raw cheap materials is suctioned from the Third to the First world. The product made of these materials are returned back to the Third world, this time with highly increased prices. This practice is exploitative to the Third world and fosters dependency in it. The First world continues to get richer and richer while the Third world becomes poorer and poorer.

The ethclass perspective highlights capitalism which causes underdevelopment and alienation that erects barriers between the workers in the Third world and the products they produce and that "it even divides the individual himself or herself" (Ritzer, 1988:22). The labour that an individual brought about to produce a product is viewed as a cheap commodity and as such he/she is subjected to lower incomes that exposes him/her to poverty.

Community empowerment enlightens communities with concepts of social stratification. The disadvantaged become aware of the exploitative nature of the class hierarchies within their environments. This will enable them to organise and participate in demanding the restoration of equilibrium within their communities.

The ethclass perspective poses the higher classes as made of greedy individuals who enrich themselves by expropriating resources from the disadvantaged classes. The powerful classes control decisions and the lives of those in the lower classes. Community empowerment shall be said to have been successful when power is lastly transferred from the higher classes to the lower classes, when equality among classes prevails, when everybody is free to express his/her own culture and when women are afforded equal opportunities to participate in the socio-economic and political matters of their communities, and when the transfer of power from those in authority to the disadvantaged is achieved (Reid, 1995:173). It would be when "government by the majority with recognition of the rights of minorities is achieved" (Nels, 1996:160). Community empowerment shall be said to have taken place when the local people control projects intended for them. The socio-economic and cultural differences among the communities need to be minimised so that the underdeveloped communities should not regard the community empowerment programmes as imposed upon them by the elite or the funding institutions.

Self-help is embedded in the heritage of the people because it is critically important for their social and economic development (Jenning, 1992:2). Every sector of the community should be afforded an opportunity to represent itself in the organisation which will be administering community empowerment programmes to that community.

The majority of people need to be empowered so that they can be able to identify their felt needs. But in South Africa today, 68% of practitioners are whites, this means that whites possess more skills than blacks whilst on the other hand, more service users are blacks. Users should articulate views of their issues, causes and

solutions. The class barriers should be broken down so that “the transformation of services also involves the transformation of service providers” (Klitgaard, 1994:146). Many social work practitioners should join hands and consider community empowerment as an effective community development component. They should actively participate in empowering the rural communities; this would ensure development and the sustainability of the capacities of the rural people. The Constitution calls for the removal of all forms of discrimination in the South African society by stating that “the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth” Constitution, 1996 (Act No. 108 of 1996).

A special intervention, “affirmative action” provided by the State, is to redress the imbalances of the past within the country (*The United Nations Convention on the Elimination of All Forms of Discrimination Against Women*, 1995:9). Affirmative action was first coined by President Kennedy in 1961 and was later legislated by President Johnson in 1965 in the United States of America (Wingrove,1993:3). Wingrove defines affirmative action as “an anti-discrimination measure that is reinforced by legislation and judicial intervention to identify those positions in the workplace which were occupied by certain categories of people due to their socio-economic, political, cultural, and religious affiliation” (Wingrove, 1993:5). Affirmative action closely resembles community empowerment for it also calls for the creation of opportunities, structures and means that will enable the disenfranchised groups to have free access to their own development.

Affirmative action is about equalisation, equality of opportunities, socio-economic and political parity amongst groups, and the restoration of equilibrium, which in order to achieve, we have to change the behaviour of South Africans whose minds and hearts are still engraved with racism (Nkuhlu, 1993:12).

Horton (1992:12), sees cohesiveness as resulting from what he terms “socially inclusive leaderships” in which people at grassroots level are afforded equal opportunities towards leadership positions. The variety of skills and experience brought about by the indigenous groups are more powerful ingredients of the community empowerment process.

Mondros and Wilson (1994) contributed the grassroots empowerment model. According to them the aim of the grassroots model is to change the institution i.e. redistribution of resources. The targets of this model usually are the government and public or private figures that hold more authority and are blocks towards the achievement or well-being of the majority of the disadvantaged. Grassroots people are usually poor and/or from the oppressed people of colour. They require skills and decision-making mechanisms in order to run their processes adequately. The organiser’s participation is passive and allows every member to acquire the leadership role. The authors state that people from grassroots organisations should regard their targets as enemies “in order to enhance members’ sense of victimisation and oppression” (Mondros & Wilson, 1994:231).

The ethclass perspective indicates that community empowerment is possible when cohesion is achieved. Strong cohesion calls for the inclusivity of all the stakeholders within a given community’s developmental project.

The ethclass perspective stressed the importance of removing the barriers of social, economic and political inequality among racial groups in order to be successful in the community empowerment processes. The perspective still lacks the important characteristic of affording the rural communities an opportunity to run their own development and/or do their own impact analysis. It lastly says nothing about the transfer of knowledge and skills (training) from the professionals to the disadvantaged communities.

2.5.1.3. CRITICAL PERSPECTIVE

The critical perspective is an in-depth inquiry into the global socio-economic and political conditions of people in the society or community (Lee, 1994:117). The most important feature of this approach is that, whichever condition is found to be retarding to the well-being of individuals, it is immediately attended to. There are concepts of utmost importance such as liberation and radicalism. Those who are powerful and empathise with the oppressed, assist the oppressed in becoming powerful, are referred to as liberators. Lee (1994:116), defines radicals as those "who are passionately and act with those who are oppressed" in changing the *status quo*.

The critical perspective has a powerful element of the partnership between the community empowerment practitioner and the community members. Both are on equal positions in a research endeavour and could be referred to as co-researchers, co-investigators or co-workers which Lee (1994:117), reiterates the approach is not of "jug and mug" nature wherein only the worker is expected to bring skills and knowledge to the relationship. The co-ship between the outsider and the community members, suggests a factor of willingness to take part in the empowerment programmes and tasks in the part of the members themselves. The outsider has a task "to train local leadership and to enhance local decision-making ability" (Chambers & McBeth, 1992:31). Gibson and Worden (1984:30), reported the possibility of training community members on the general procedures of doing their own community analysis.

Community based projects' budgets usually contain a proportion of funds especially appropriated for training. Community based organisations send their members to the training institutions for a particular period. During the implementation of the project, those who received training share their knowledge and skills with other members of the community who are on the employ of the project. In this fashion, skills and knowledge flow from the trainees to the broader community.

The co-ordinator's role is reduced from decision maker to that of "a decision enhancer" (Chambers & McBeth, 1992:29). Thus, he is not active but passive during the community empowerment process. He causes dialogues among members who will identify their problem areas and resources to overcome them, and thereafter the worker will build on their strengths. The role of a facilitator enables clients to "identify and enumerate their own internal and external resources" (Simon, 1994:14).

Community members are trained in instances such as meeting management, communication, reporting, conflict resolution, technical, evaluation and research skills. It is evident in the community based projects that after attending several meetings, community members become empowered, can control their large budgets, participate in the implementation of their projects and are responsible and accountable throughout the process. There is a need for new and valid information with regard to community survival which can only be brought by members themselves. It is through shared experience and interactions that community members are enabled to explain their real world in their own terms. In the community empowerment process the disadvantaged or oppressed "must become thinkers as well as doers to achieve transformation and freedom from oppression" (Lee, 1994:118).

The critical perspective concerns itself much with the power equality. The government is having more social, economic and political coercive power over the people. It is the power abuse that makes people feel dissatisfied and challenge the *status quo*. The economic power in South Africa, for instance, is unevenly distributed along the racial lines, and this backdrop results in poverty among other classes. The South African government is attempting to redress the unequal distribution of resources problem through its legislation of improving the lives of all people disregarding their social, economic, political, religious, gender or age backgrounds.

The oppressive socio-economic and political conditions within a community were cited in both the ethclass and critical perspectives. These perspectives prove to

share similarities with a slight difference in that the critical perspective puts more emphasis on the co-ship of community members and the professionals.

The critical perspective is hereby identified as an approach which respects the integrity, competency and mastery of poor rural communities by involving them with the sophistication of evaluation, conflict resolution, communication and research. According to the perspective, research is no longer a concern of only the academics, people at grassroots can do it if they are adequately trained to do so. The social work profession should not doubt the capabilities and integrity of the rural communities, as Gibson and Worden (1984:33) plead, "our purpose was not to create amateur Ph.D.'s." If social workers train community members into means of identifying their problem areas and skills of addressing them, this would not mean that they will totally be replaced and their services no longer wanted in the communities. It will lead to a minimised workload whereby professionals will be required only for more sophisticated tasks that community members are incapable of performing. Professionals should transfer the knowledge power from themselves to the rural communities in the same manner that was describe when knowledge and skills flew from the trainees to the unskilled labourers of the community based projects.

2.5.1.4. FEMINIST PERSPECTIVE

The fourth theoretical perspective of community empowerment to be discussed is the feminist perspective which questions the imbalances imposed upon individuals by their gender orientations.

Feminists have their worst enemy, the patriarchal system, in which men and their institutions are oppressive towards women. Meehan (1995:1) states that "feminist theory is devoted to clarifying the structure of the social and political world and the way in which gender functions to produce and reproduce male domination and female subordination." There is inequality between the two gender classes, in which women are discriminated against and rejected in the same manner that social

stratification does to the disadvantaged groups. Feminists want to break the shackles of the patriarchal system. Women do not mean they want to challenge the system of discriminating against them alone, nor do they mean they are “man-haters” or “separatists” (Lee, 1994:108). Men must also join hands in the community empowerment process from which the products shall benefit the whole society.

Women were found to be more powerful in community development projects. Horton (1992:12) stated that the existence of the black church in the USA would not had occurred if the women participation in the leadership roles did not take place. Women should have equal opportunities to leadership roles as men in the community development projects. While this is the case for successful community development, in the unsuccessful ones, it is found that other parts of the community were not considered or were totally left out.

From the researcher’s point of view, women are successful in community programmes mostly because they regard their communities as their own families. The women, the youth, the poor, disabled, etc. are the sectors of the social system that are usually ignored in community development projects.

When South African women, for instance, campaign for their status and fight violence against women (VAW), they also campaign for the rights of children. This is so because it is often women who struggle alone to provide a home, food and proper schooling for children and as such children should claim their rights through them (*Legal Resources Centre*, 1998:21).

South African women from all groupings joined other women from all over the world in Beijing in 1995 for The United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and together they resolved “to promoted equality between women and men” (*The United Nations Convention on the Elimination of All Forms of Discrimination Against Women*, 1995:3).

Discrimination against women in South Africa is caused by our customary, cultural and religious beliefs which are stereotypical and restrictive towards women. Any of these beliefs, laws and regulations should be respected, only if it does not come into conflict with the Constitution, as stipulated by the phrase ‘this constitution is the supreme law in the Republic, law or conduct inconsistent with it is invalid; and the obligations imposed by it must be fulfilled’ Constitution, 1996 (Act No.108 of 1996).

The practice of excluding women from the development do not only rob women of their status but also lead to the failure of the community development programmes (Licuanan, Panjaitan & Es, 1996:135). Programmes which are highly technological were mainly concentrated on employing men, that is, they were tools geared at eliminating women from the workforce suggesting their statuses as being inferior to those of men. Higher positions in politics and communities were occupied by men and there was “the absence of women in public offices” (Licuanan *et al*, 1996:138). Women were disadvantaged in those hierarchies due to the reason that they were restricted to the household roles of wife and mother (Licuanan *et al*, 1996:139). These roles reduced women’s time for participating in the occupational market, leaving them earning low wages.

Women are deprived of the opportunities to participate in community developmental projects because they almost work “double shifts”, i.e. at workplace and at home. It is mostly so with a woman who is heading a family on her own, because within the nuclear families nowadays, men are starting to assist their spouses with household tasks. Women in their largest numbers continue to perform most of household tasks and that if they are employed elsewhere, they are more likely to be subjected to these “double shifts”. It is never too late to free women by changing or removing “All laws, regulation, customs and practices which discriminate against women in South Africa” (*The United Nations Convention on the Elimination of All Forms of Discrimination Against Women*, 1995:7).

For the feminist approach, community empowerment means that women should redefine their roles in the community and that all the societal stigmas attached to them by our religion and culture be phased out.

Ackerman and Joyner (1996:121), write that "South African history has been characterised by patterns of domination - white over black, rich over poor, men over women and human beings over nature." Those with a serious poverty problem are in the rural areas, are blacks and women. Poverty is the greatest social reality in South Africa, and to address it, the researcher is of the opinion that the government should refrain itself from making empty promises and only deliver the necessary resources to the people, especially to women. Black women suffer more from poverty because of their racial class. Malveaux (1992:33) terms the condition "doubly disadvantaged."

The majority of those who are unemployed and poor in the current South African history are women who will remain the poorest of the poor unless something could be urgently done to redress their socio-economic and political conditions. The statements are supported by the *White Paper on Public Works (1997:2)*, which states "African women are most likely to be unemployed (47 percent), followed by African male (28 percent)." Another factor is that many households in the rural areas are headed by women. The female headed families are much poorer than the average household (*Beijing Conference Plan of Action, 1995:1*).

There is insufficient supply of water, electricity and transportation resources in the rural areas which compels women to spend most of their times physically collecting wood and water for their daily family existence. It is true women and children will continue to experience poverty, but the researcher thinks that as long as a South African woman survives, she will see to it that her children, family, community and society are protected from the social problems.

Poverty is a threat to community empowerment and as such financial resources should be expended to communities for a successful community empowerment process.

Although male domination over women was identified as retarding to community empowerment and hence development programmes, most women have started to free themselves from the patriarchal system. This is evidenced by the steering committees of projects in the rural areas which have now a higher representation of women than it was previously the case. Women have a strong say in the matters of their communities than it was before.

The Minister of Housing, Mtembu-Mahanyele indicated that poverty in South Africa affects, “women first because our society, which is patriarchal in nature, has rendered them vulnerable” (Cleobury, 1995:18). Women to her understanding, are affected by “simultaneous operation of different oppression.” She also revealed the Development Bank of Southern Africa’s statistics that indicated that women comprise more than half of the population, that 60% of the households are headed by women, are in rural areas and that tragically the whole 56,4% of them earn less than a Rand monthly. Black women have experienced unemployment more than their white counterparts. Most of them occupy what Malveaux (1992:41) calls “Typical Black Female” occupations, with low incomes and are dehumanising.

Mkhabele of the National Housing Forum urged women to learn to manipulate the levers of power and politics, urged them to make sufficient noise so that they could be heard, acknowledged and attended to and finally urged them to organise themselves (Cleobury, 1995:18).

Dominelli (1995:135) writes of the successful campaigns organised by women around the globe, namely; women’s campaign against men’s violence against women, woman’s reproductive rights, shelters for the women battered by men, social security and environmental purification. The feminists put women in the centre of social change but are reluctant to “endorse placing one woman in a

leadership position over others” (Dominelli, 1995:136). They prefer to put each and every individual with skills and knowledge in a position that would enable her to share with others.

Dominelli (1995:137-145) explained the success of the Greenham Peace Movement which was organised by women in the early 1980's in Britain. Men were requested to leave every process up to women themselves, although they played a supportive role of taking over household tasks when their women were demonstrating against nuclear armament outside the Base. Women learnt the skills of non-violent action and demonstrated “that the powerless also held power” (Dominelli, 1995:138). These women utilised very limited resources to force the Minister of Defence Michael Heseltine and his cabinet to consider their demands. People from the entire society supported the demonstrators by providing them with amenities such as food, water and places to bathe. The Greenham Peace Movement strategy was replicated by Iceland's Feminist Women's Party in 1984. Organisation movements are empowering in nature because they “enable the voice of the people come to the fore” (Dominelli,1995:140). Improving the status of women not only means providing them with materially needs but also the immaterial which means a share in the socio-economic and political system of the country.

This study has stated under the ethclass perspective that community empowerment shall be said to have ripened when women are afforded equal opportunities as men to fully participate in the socio-economic and political matters of their communities.

The feminist approach exactly delineates the imbalances, oppression and discrimination among the two genders. The women status should be revisited in the new South African history. Although the perspective stresses the importance of the inclusion of women in the leadership positions of community empowerment programmes, it unfortunately does not share light as to how community empowerment is to be achieved.

This study puts emphasis on the inclusion of the feminist perspective to community empowerment due to the reason that it raises serious issues that should be addressed in order to succeed in empowering communities, namely, the inclusion of women and those at the grassroots level in the leadership roles of community projects and programmes. The rural communities in South Africa are highly represented by black women because the majority workforce of strong males has been eroded to the cities leaving behind women in the decision-taking position of both the family and their community.

2.5.1.5. ECOLOGICAL PERSPECTIVE

The fifth and final theoretical perspective of community empowerment to be discussed is the ecological perspective which is selectively concerned with the relationship between individuals and their immediate socio-economic and political environments.

The relationship between man and the environment is reciprocal in nature, that is, people shape the environment when they are in turn shaped by it. The conditions in the environment are sometimes oppressive to the individuals and as a consequence people manifest their coping skills in order to adapt to their environments. This notion explains that people develop their community empowerment strategies mostly when their socio-economic and political rights are violated.

People have potentialities which enable them to adapt to any environmental condition. When faced with the oppressive conditions, they are able to mobilise and challenge the environment. They raise consciousness when they are exploited and oppressed by their institutions which control them rather than *visa versa*. When they become dissatisfied, they become actively involved in problem-solving in a bid to reduce or ameliorate the life stresses. Community empowerment entails the productive defensive mechanism skills for challenging the problem at hand.

The ecological perspective, discusses concepts of power, oppression and pollution (Germain in Lee, 1994:116). The environment is said to be more powerful than people individually. Its monopolistic withholding and abusing of power impedes the biopsychosocial well-being of individuals. Indeed when individuals come together and form organisations, they in turn become more powerful than their immediate environments.

Sherraden and Ninacs (1998:1) term community organisation the community economic development, abbreviated as (CED's). The CED's link the social and economic capital of the communities. Community economic development "is indigenous, it is born in the community and residents take the lead in articulating goals, policies, and operations" (Sherraden & Ninacs, 1998:2). The CED's are primarily aimed at the poor minorities, women, oppressed, etc. Social work practitioners should bring together a variety of different individuals from different economic, social, political, religious and cultural backgrounds to the formation of the CED's with the aim of improving the well-being of individuals, families, and/or communities. CED's are non-profit and are community based. They are home-grown. In order to germinate, they require financial support from either the central, provincial, regional or local government. Social work practitioners "must ensure that the interests and well-being of the poor are at the centre of CED efforts (Sherraden & Ninacs, 1998:5). The authors see CED as "a community empowerment process" (Sherraden & Ninacs, 1998:7).

Simon (1994:15), writes about the dual focus on community members and their social worlds. Individuals should be actively involved in changing their worlds in order to benefit a better healthy life. The environment is composed of social, economic, physical, cultural and political elements. The ways these elements affect people result in the urge that motivate most people, "to become powerful enough to effect certain changes in the larger environment" (Mondros & Wilson, 1994:6). People mobilise themselves and develop their own leadership and decision-making structures. Mobilization means bringing many people together because the "power

of a lot of people working together is enough to make changes where one person can do very little” (Kahn, 1991:5). People unlike their environments are social beings. They are more active in coming together, more so especially, with the assistance of a social work practitioner who facilitates their interaction in facing their problem. The component of mobilization or bringing people together for an action meant to alleviate their problems is of utmost importance in community empowerment tradition.

oriented

Midgley and Livermore (1998:29) referred to the contribution made by individuals, families or communities to their community organisations as “social capital”, and defined the concept as it “is widely used to connote the importance of local community networks and associations in society.” The authors maintain that projects which successfully mobilise civic engagement have a high probability of improving the well-being of communities. Where communities have disintegrated, social problems become multiplied and are difficult to resolve. Social capital also means the interactional relationship between community workers, community members, consultant and funding agencies. A collaborative relationship is the one that ensures the community development. It is the social capital that enhances the social well-being and promotes economic capital of the community. Social capital may be defined as a “social infrastructure in which individuals develop a relationship that are aimed at common goals and objectives” (Midgley & Livermore, 1998:32). Social capital formation is a process supported by the community worker that aims at bringing different members of the community with common interest together to identify and define their problem, plan strategic intervention, take action to redress the problem and evaluate their intervention. Social capital influences and is in turn influenced by the economic capital, e.g.. there would be poor investments in areas where there is social disintegration and high incidence of crime.

2.6.3. IN

The ecological perspective concentrates on the relationship between an individual and his/her own environment. The type of a relationship is a reciprocal one, that is, individuals influence and are also influenced by their environment. The type of a relationship is that which is termed “ecosystem”, wherein individuals influence their

communities (environments) by say, developing human resources through training of other members, building infrastructures like roads, railway or telecommunication lines, whilst on the other hand, their community ensures their well-being by having all the necessary amenities available, e.g.. health care services, educational facilities, recreational facilities and equity environments.

Man and the environment should be seen as a whole ecosystem. Ecological oriented social work practitioners prefer to use an integrated method of practice which is “based on a more extended knowledge base” and is able to study, analyse, explain and clarify man on their psychological level, group and community level (Lombard, 1991: 17-18). This perspective enables practitioners to intervene on the wholeness between man and environment.

The ecological approach has similarities with the ethclass perspective of community empowerment . It is detailed in its interpretation of the concept environmental stress. It is that socio-eco-political obstruction that induce people to question their environment which could lead to the demand for power by the people. Another important component that was contributed by the perspective is that of mobilization. Although the ecological perspective shares a variety of similarities with the critical perspective, it does not commit itself with empowering the rural communities into doing their own in depth inquiries (research).

The third section of this chapter will discuss the community empowerment process and the roles that social work practitioners play during that process.

2.6. THE COMMUNITY EMPOWERMENT PROCESS

2.6.1. INTRODUCTION

In this part of the section, a detailed discussion of the phases of the community empowerment process will be presented.

Community empowerment has a poorly ordered process which Schwerin (1995:85) stated as “there is not one optimal path to empowerment”. The Independent Development Trust (IDT), the Reconstruction and Development Programme (RDP) and the Community Based Public Works Programme (CBPWP) make use of the Developmental Bank of Southern Africa’s process of community development (*Developmental Bank of Southern Africa*, 1992:3). It has already been explained that community empowerment takes place simultaneously with the community development process. The Developmental Bank of Southern Africa’s six phases of the project life cycle are as follows: identification, preparation, appraisal, negotiations, implementation and evaluation. These phases are not necessarily sequential and as a result some may overlap (*United Nations*, 1971:73).

Lombard (1991:233) is of the opinion that in order for a social work practitioner to successfully improve the physical, social, economic and political development of the community, he/she should arrange his/her tasks in sequential order, i.e. from the initial phase to the end phase. According to Lombard (1991), the community development process (empowerment) has six phases, namely; situation analysis, identification and definition of needs and problems, representation by the community, planning, implementation of the community project and evaluation. Lombard (1991:240) maintains that there is a possibility of moving forward and backwards and that some phases might occur simultaneously.

2.6.2. PHASES IN THE COMMUNITY EMPOWERMENT PROCESS

Six phases in the community empowerment process, namely, identification, preparation, appraisal, negotiations, implementation and evaluation, will be discussed in this section.

As it has already been mentioned in the introduction, these phases are not necessarily sequential and do overlap one another. Their sequence in this study will be as follows:

- * First phase:- Identification
- * Second phase:- Preparation
- * Third phase:- Appraisal
- * Fourth phase:- Negotiation
- * Fifth phase:- Implementation
- * Sixth phase:- Evaluation

Terminology differ in this study as different authors name the phases with different words (compare *Development Bank of Southern Africa*, 1992; Chambers & McBeth, 1992; Lombard, 1991.)

Lombard (1991:241) has reported that different authors identify different number of phases, usually rating between the lowest four and the highest twelve.

Chambers and McBeth (1992:20) referred to community empowerment as community encouragement. During their explanation of the Rural Community Revitalization Project (RCRP), they identified four phases which need to be summarised in this section (Chambers & McBeth, 1992:25-38). Interestingly in their explanation of their community encouragement process is their omission of an "implementation phase" which most authors would not dare miss. Implementation phase could be regarded as the heart of every process as it concerns putting what has been written on paper in the actual action. Another importance of this process is its division of the planning stage into the pre-planning activity and the strategic planning retreat. This will highlight some light to some readers who wish to do their own community empowerment their own way. Chambers and McBeth's stages are not necessarily named the way we are used to, that is why the researcher chose to reflect their work in this section. Lastly a mention about evaluation is that

"community encouragement is a process of continual evaluation" (Chambers & McBeth, 1992:36). An important point made here is that evaluation could be conducted by a different individual, group, community, research team, or university department after months or years of completion of the project. The Chambers and McBeth's (1992) model has the following phases:

- * *Selection/Organisation:-* identification of community representation, training of local leadership with the conflict resolution skills, and in other fields such as meeting management, communication, media, etc.
- * *Communication/Assessment:-* is a data collection phase wherein community members are involved with gathering necessary information, problems and goals, and their prioritisation.
- * *Participation/Planning:-* generation of alternatives, goals, objectives and strategies for growth and prosperity.
- * *Pre-planning activity:-* identification of all the strategic issues that are found to be a threat to the community.
- * *Strategic Planing Retreat:-* The devising of a goal statement and its subsequent issues. Strategic issues could be reduced to a small and manageable number. This is where the implementation phase is left out. It is during this phase that the team began to focus on the real mechanics of implementation "By putting their knowledge to work" (Chambers & McBeth, 1992:36).
- * *Evaluation:-* to find out whether there has been progress in the revitalization effort of the programme.

The six phases of the community empowerment process will be discussed in the proceeding section.

2.6.2.1. PHASE I: IDENTIFICATION:

Identification was identified as the first phase of the community empowerment process. This phase is associated much with the identification of needs and their corresponding resources. Identification phase is therefore concerned with information gathering.

At this moment, it is an idea that a project for the development of a certain community is necessary. A consideration is made as to whether that project will indeed address the needs of the community and achieve the community empowerment question. Another important contribution during this stage is the establishment of a framework within which the programme is to be implemented. The social work practitioners research around for the relevant literature regarding community development and empowerment. They advertise the community empowerment programme to communities through different forms of media. During community gatherings, members are able to prioritise their projects.

Lombard (1991:243-244) terms this first phase "situation analysis" and explains that it is during this that the social work practitioners gather relevant information regarding community's physical, economical, social and political standing what she termed "community profile". A community profile includes the evolution and development, the natural, economic, social and political environment of the community and its organisations. Social work practitioners utilise different strategies for obtaining information about a community such as simple observation, interviews with community members, communication with informants, newspapers and attending community gatherings. They try to gather as much about the community needs or problems as possible.

It is during the identification phase that application forms are sent to those communities who applied for community empowerment programmes.

2.6.2.2. PHASE II: PREPARATION

The second phase of the community empowerment process is called preparation, and it is during it that community needs are compared with the resources to meet them.

This phase is termed "formulation" and it is during it that the programme is defined in detail in order for the decision making bodies of the funding institution to evaluate its usefulness and relevance to the community (*United Nation, 1971:76*). According to Lombard (1991:256), it is the "identification and definition of needs and problems," phase with which information gathered during the previous stage, the social worker practitioners are able to involve the community stakeholders to determine the process of addressing the problem/need. They both understand the problem and its immediate solutions more clearly. It is during this process that social work practitioners need to refrain from fostering "their own evaluations of community needs onto the community" (Lombard, 1991:256). The practitioners should encourage the communities to actively participate in the processes of their community empowerment programmes.

All sectors of the community who have interest in its community empowerment programme should be afforded an opportunity to be represented in the decision making of the community-based organisation that is formed in the area.

2.6.2.3. PHASE III: APPRAISAL

The third phase of the community empowerment process is called appraisal and is concerned with the physical contact between the outsider experts and those who applied for the programme. Community members are during this phase, expected to assist the social work practitioners in gaining insight about their environments.

The social work practitioners conduct a feasibility study of the community. They gain entry into the community through the respected leaders in the community as own

referees to other members, what Biegel (1984:127) terms "snowballing". They interview the key informants in order to develop a report about the demographic nature of the community, its existing facilities, infrastructure, its organisations, the level of competency and whether the applied project falls within the guidelines and criteria of their agency. With satisfactory information on hand they can then make recommendations to the funding institution to approve the programme.

Practitioners should be careful and involve people who proportionally represent the community, otherwise conflict might arise and jeopardise the whole process. It is also necessary for them to consider sending a clear message that separates the project from the internal tribal politics of the community. Social work practitioners should have clear goals and objectives of the programme when entering communities. Those individuals who are respected and influential to other community members should clearly understand these goals and objectives too, before they can go further to inform others about the programme.

During the community mass meetings the social work practitioners plan to steer members in generating information adequate enough to influence the funding institution to consider their application for the programme. A proposal is drawn during this phase. A proposal is a document which includes information related to what the identified problem was, goals and objectives of the programme, the cost-benefit question, who will work in the project, membership of the organisation, whether there was any human and economical resources obtained from the community itself, whether the community has previously tried to alleviate the problem by themselves, and if so, what happened. A proposal has much to do with planning of the programme (Rubin & Rubin, 1992:398 - 400). Communities become empowered when collecting this type of information, and in the process, their skills and knowledge are enhanced.

2.6.2.4. PHASE IV: NEGOTIATIONS

During this phase communities gain skills and knowledge through their interaction with the social work practitioners. Communities will utilise these knowledge, skills, attitudes and experience in their future community empowerment programmes, thereby refraining their reliance on the outside assistance.

Funding can also be obtained during this phase. Lombard (1991:259) calls this stage representation from the community and explains that it is during it that steering committee members are selected. The community is expected to take an active part in its problem - solving process, but unfortunately not everybody within a community should or can participate. As a result, representatives selected by community members will be the mouthpiece of the community and under no circumstance "should make decisions on its own, but should always keep in touch with the community" (Lombard, 1991:259-262).

The steering committee should develop its own constitution which legitimises it as the representation of the community. Recent community empowerment programmes are aimed at training steering committee members in "new behaviours to increase the effectiveness of community group leaders" (Fawcett, Seekins, Whang, Muiu & Suarez de Balcazar, 1984:147). This type of training facilitates the community empowerment process. The steering committee members gain among others conflict resolution skills (Chambers & McBeth, 1992:32).

This is the planning phase during which the elements should be brought together and be rearranged in a new pattern. The community representatives try to "shape the future" and draw methods and tasks necessary for the achievement of goals (Lombard, 1991:262). A good plan, according to her, should include the following components:

- * formulation of goals and objectives

- * the determination of resources
- * alternative plans
- * evaluation

An important contribution on programme planning according to Rubin and Rubin (1992:389), is knowing that planning “means working out what to do before action is taken.” Planning will require social work practitioners to encourage community members to brainstorm and generate as many alternatives as possible.

2.6.2.5. PHASE V: IMPLEMENTATION

The fifth phase of the community empowerment process is called implementation, and it is concerned with the actual construction of the project.

During this stage the allocation of funds for the programme is done. The steering committee sends its trainees for training, recruits and selects the working team, consultants and the contractors.

The project's construction starts. Lombard (1991:267) calls this stage the “implementation of planning” and maintains it is “the transformation of the plan into action.” She maintains that the plan should firstly be approved by the community before it is implemented otherwise it (the programme) would not receive the support and consent of the community. Here the importance is not placed upon the specific goals of the project, but on the process, that is, members learn how they will resolve similar problems in future.

The social work practitioner should monitor the implementation of the programme to determine whether it is in line with its goals. The monitor facilitates interaction between the governing body, the construction team, contractors, consultants and shares the policy of his/her institution with them. He/she should ensure the speedy

and effective implementation of a programme. This is possible when the structural variables are not violated, that is, when every member of the community has access to information about the processes of the programme (Fawcett, *et al.*, 1984:146).

At the end of the implementation phase, all the stakeholders should be able to assess whether the goals have been met. The following are possible gains:

- * *Social gain*:- Community members should have developed knowledge, skills and attitudes they formally did not possess.
- * *Economic gains*:- The community should economically improved through the creation of employment opportunities for its members and/or through an access to the economic resources brought by the construction, of say, a road.
- * *Political gain*:- Communities should have matured politically and be able to make important community decisions independently.
- * *Cultural gains*:- The culture of sustainable self-help and self improvement have developed.
- * *Infrastructure*:- Formally non-existent infrastructure should have been constructed in the community.

2.6.2.6. PHASE VI: EVALUATION

The sixth and final phase of the community empowerment process is called evaluation. Evaluation means measuring if an intervention has actually resolved the problem it was intended for.

Evaluation takes place during or after the construction of the asset as supported by the statement which states “this phase does not take place only at the end of a

project, but it takes place on a continuous basis" (Lombard, 1991:268). Evaluation saves money, time and energy, it improves the programme, it encourages the community to support the programme, it determines change in the physical, social, economic and political attitudes of the community, and lastly, it ascertains communities that their efforts were effective and efficient towards their problem-solving endeavour (Lombard, 1991:268-269).

Community leader's should be involved in the evaluation of their own community impacts.

Evaluation can also be done through reports which advise the community, the social work practitioners and the funding institution whether goals have been achieved or not.

In any phase of the community empowerment process, the social work practitioner plays a number of roles that often switch from one to another. These roles are an important component of any discussion of the community empowerment process.

Roles are discussed in the next section.

2.7. ROLES OF THE SOCIAL WORKER DURING THE COMMUNITY EMPOWERMENT PROCESS

This part discusses the roles that social work practitioners play during the community empowerment process. The factors that influence the choices of the social workers' roles and the types of roles, namely, the directive and the non-directive roles, will be discussed too.

According to Lombard (1991:168), roles are grouped into two categories, namely, the directive and the non-directive roles.

2.7.1. DIRECTIVE ROLES

Directive roles entail “a more active or direct involvement on the part of the community worker” (Lombard, 1991:169). Social work practitioners in directive roles become more active, and they strongly identify themselves with those they are assisting.

Directive roles include the following:

- * Organizers who identify with the oppressed and the disadvantaged
- * Mobilizers who bring people together and involve them towards solving their own problems
- * Social and organisational reformers who pave the environmental obstacles which make it difficult for the client to cope with their problems
- * Power balancers who assist the powerless to influence those who are powerful
- * Experts who bring the programme to the community from their funding institutions, and are knowledgeable in facilitating brainstorming sessions with the community leaders (Biegel, 1984:131).
- * Monitors who facilitate interactions between the stakeholders within the community empowerment programme.

2.7.2. NON-DIRECTIVE ROLES

Non-directive roles of social workers during the community empowerment process become evident when the practitioners become “ objective, neutral or democratic to *laissez faire*” (Lombard, 1991:169). Social work practitioners playing non-directive roles within the communities become neutral, inactive and do not strongly identify with those they are assisting.

The following are non-directive roles:

- * Interpreter who assists the individual-environment relationship to adapt to each other's changing needs
- * Educators of democrats who equip individuals and the environments with their democratic rights
- * Settlers who become part of the system which they intend to change
- * Releasers of clients' potentials who support the clients with both the material and immaterial resources to enable them (clients) to become active in resolving their own problems
- * Nurtures of the helping and problem-solving relationship who provide clients with the necessary skills and knowledge of resolving their own predicaments
- * Reframers who rephrase hostile statements into neutral, friendly and constructive expressions
- * Ventilators who encourage catharsis on the part of clients
- * Guardians of the process who direct the problem-solving process to those they are assisting
- * Agents of empowerment who ensures that self-esteem, self-efficacy, skills, knowledge, and resources are meaningfully utilised for the achievement of goals
- * Enablers who facilitate the problem-solving process
- * Researchers who train community members with skills to assess their effectiveness in order to identify solutions relevant to their problems

In the South African social work profession, as reflected in Lombard (1991:169) and Swanepoel (1993:19-20), the above roles are known with names such as: stimulator, organizer, negotiator, advocate, expert, activist, communicator, enabler, guide, facilitator, encourager, catalyst and mediator.

It should be realised that the few roles listed above are not the only ones that a social work practitioner could play in his/her daily routines. To Lombard (1991:166-172) the choice of the social worker's roles are determined by the following factors, namely;

* *The directive or non-directive approach:-* that is, whether the programme is meant for the community or individuals or groups, the degree of liaison involved between the community and their community based organisations, and whether the community's problem is to be resolved by its own members or by outsiders.

* *The type of work done:-* that is for example, when doing community empowerment, roles such as enabler, educator, etc surface and while doing social action, roles like activist, advocate, agitator, etc. surface.

* *The preference of the community worker* in playing a certain role of choice.

* *Stages of the empowerment process,* that is, a social work practitioner obtains different roles depending on the stage of the community empowerment process.

* *the organisational impediments and opportunities,* meaning that the social work practitioner is obliged to accordingly play certain roles that are sanctioned and supported by his/her employer.

2.8. SUMMARY

This chapter defined and discussed the concept of community empowerment. It outlined the elements of the concept, namely; community empowerment as part of community development, entitlement, large membership, power, facilitation, social action, coscientization, inclusivity, redistribution, behavioural change, financial resources and self-reliance.

The community empowerment approach was discussed through its three stages of historical development, namely; the early period, the wartime and interwar period and the recent years.

CHAPTER 3

The chapter discussed the theoretical perspectives of community empowerment, namely; the developmental perspective; ethclass perspective, critical perspective, feminist perspective and the ecological perspective.

Lastly the chapter discussed the process of community empowerment and its six phases, namely; identification, preparation, appraisal, negotiation, implementation and evaluation.

It was discussed that during the community empowerment process, social work practitioners play a variety of roles that are categorised into the directive and the non-directive.

Community empowerment is designed and developed by social work practitioners from within South Africa and abroad, and is an effective tool in developing communities because it addresses both their internal and external problems (Horton 1992:).

The forthcoming chapter will discuss four examples of community empowerment programmes, namely; two from the American and two from the South African orientations.

Comparisons of these orientations will be made through discussion of their characteristics.

CHAPTER 3

COMMUNITY EMPOWERMENT PROGRAMMES

3.1. INTRODUCTION

Community empowerment programmes are intended to improve the socio-economic and political standing of communities which are backward, powerless and experience decline. They are programmes that require the involvement of the local leadership in improving their own communities with their minimum reliance from outsiders. Scott, Cochran and Voth (1988:58) maintain that through community empowerment programmes, rural communities are afforded opportunities to assess their needs, prepare business plans and implement the projects that are designed to improve their conditions.

Anyanwu (1988:11) argues that community empowerment programmes are not necessarily conducted to improve things like roads, schools, community halls and water supply in communities, "but principally the changes that have taken place in people themselves." It is of vital importance to mention that community empowerment programmes address community conditions through enhancing the wider participation.

This chapter discusses examples of the community empowerment programmes. The researcher selected four examples of programmes, two American and the other two South African. These models were specifically selected because they are relevant to this study which seeks to evaluate the impact of a community empowerment programme on rural communities. The models are relevant to this study because alike the Community Based Public Works Programme (CBPWP), which the researcher seeks to evaluate, they concern rural communities which share similar characteristics of being poverty stricken, powerless and lack infrastructure.

The Rural Community Revitalization Project (RCRP) was introduced by the Idaho State University to diversify the deteriorating conditions of Buhl, Lava Hot Spring and Tenton Valley in the Idaho county of the United States of America. The Black Community Developers Program (BCD) utilised the Black Organisational Autonomy (BOA) model to improve the social and economic conditions of the community in Little Rock, Arkansas in the United States of America.

Characteristics of community empowerment programmes in the American context will be identified and discussed.

The second section of the chapter discusses the Local Economic Development Programme which was introduced by the Department of Local Government and Traditional Affairs of the Northern Province in South Africa, to improve the social and economic conditions of the disadvantaged communities, with special reference to the rural areas, women and the youth. The second South African community empowerment programme example to be included in the discussions will be Community -Based Nutrition Programme (CBNP) which was introduced by the Department of Health and Welfare of the Northern Province, to empower communities, with special reference to those in the rural areas, women, the disabled and the youth, through self-help projects, and the introduction of a feeding scheme for the primary school pupils.

The final part of this section will discuss the characteristics of community empowerment programmes in the South Africa.

3.2. BACKGROUND OF COMMUNITY EMPOWERMENT IN AMERICAN

The community empowerment approach was selected over the self-help, conflict and the technical assistance approaches, because of its effectiveness in addressing both the internal and external problems of communities. According to Horton (1992:6), community development interventions that

utilised the self -help, the conflict and the technical assistance approaches in America, failed to develop communities successfully.

Horton (1992) and Chambers and McBeth (1992) discuss the limitations of these three approaches.

3.2.1. Self -Help Approach

This approach concentrated much on the self -help and had nothing to do with the community. An approach of this kind concentrates largely on the economic development of an entire society rather than of a specific community. Chambers and McBeth (1992:22) argue that underdevelopment and problems in the communities are caused by the process of replacing the community, "*gemeinschaft*" with the society, "*gesellschaft*". These two concepts were contributed by Toennies (1992:12) to refer to pre-industrial associations that are differentiated from the industrialized society, respectively.

People who utilise the self-help approach of community development go about recruiting businesses and resources for the communities. Instead of problems being resolved, they become increasingly entrenched. Because many of the problems of poor communities require socio-economic solutions, "it would be appropriate if the self -help approach has an implication for community involvement in their own development" (Horton, 1992:4).

3.2.2. Conflict Approach

This perspective has a clear concentration on the even distribution of resources amongst communities and has "confrontational tactics". Horton (1992:6) maintains that the conflict perspective is very effective in the short-term development of communities, but has a limitation of sustainability.

3.2.3. Technical Assistance Approach

This approach has its mission of providing societies with infrastructures such as bridges, schools, roads, etc, (Horton,1992:6; Chambers & McBeth, 1992:22). According to Sundet and Mermelstein (1988:94), the technical assistance perspective of community development has four components namely; expert knowledge, recognised need for assistance from a particular community, a good relationship between the agency providing the community development and the recipient community, and the availability of experts to facilitate the process.

Yet the technical assistance approach in the United States of America failed as it ignored grassroots input and participation (Horton, 1992:6). Programmes need to consider community participation in their projects if they are to succeed because “community development model with emphasis on local development and high interpersonal interaction appears to be well suited to helping solve current problems” (Sundet & Mermelstein, 1998 :93).

All these community development strategies failed because they ignored the most important ingredients of effective community empowerment such as participatory democracy, understanding, education and training and self-directed leadership.

Horton (1992:11) supports the introduction of an effective approach towards the development of rural communities, namely, the community empowerment approach which he terms Black Community Development.

Community empowerment is at present the most effective approach towards solving some American problems, such as lack of educational facilities, unskilled leadership in the negro communities, unemployment, lack of retailing shopping, suicide, bankruptcies, substance abuse and hospitalisation (Chambers & McBeth, 1992:6; Horton, 1992:2-5 and Sundet & Mermelstein, 1988:94-95).

The researcher chose examples of community empowerment programmes in the United States of America due to the reason that they were intended to develop the rural communities that are largely blacks and experience problems similar with those in South Africa.

The American community empowerment programmes to be discussed in this study are the Rural Community Revitalization Project (RCRP), and the Black Community Developers Program (BCDP).

3.3. AMERICAN COMMUNITY EMPOWERMENT PROGRAMMES

3.3.1. RURAL COMMUNITY REVITALIZATION PROJECT

The Rural Community Revitalization Project (RCRP) was introduced in 1988 in the three demonstration sites by the Idaho State University, and was funded by the Northwest Area Foundation. It “focussed on the importance of enhancing the ability of local leaders to direct revitalization efforts in their own communities” (Chambers & McBeth, 1992:26). The beneficiaries of this project were the rural communities in the Buhl, Lava Hot Spring and Tenton Valley, in the Idaho county, United States of America.

The RCRP’s other aim was to revitalise three collapsing rural communities. Buhl was hard -hit by farm crisis and unemployment, and as a consequence it needed revitalisation. Lava Hot Spring’s tourist attraction declined, experienced revenue losses and its local government could no longer provide essential services to the community. Lastly, Tenton Valley is situated in a high altitude region and experiences long severe winters, 67% of its property was owned by outsiders and about 17% of its work force was emigrating elsewhere due to higher rates of unemployment.

The RCRP became successful because more money was channelled to the communities and new jobs were created for the communities. According to Chambers and McBeth (1992:29-30), reasons for the RCRP’s success in revitalising the three demonstration sites are as follows:

- * Communities actively participated in the decision making process of their community organisations.
- * Organisations in those three sites achieved in developing their own leadership capacity.
- * Feelings, knowledge and skills of the local leadership improved as they were empowered through their interaction with the project.
- * The technical assistance funds were under local control and allowed the “communities to acquire specialised services and training that would have otherwise been unavailable to them” (Chambers & McBeth, 1992:30).

Successful community empowerment programmes do not only improve the infrastructure of the communities, but they also develop the knowledge, skills and attitudes of the communities. The Rural Community Revitalization Project was successful because it concentrated on the capacity building and the strong participation of the community which are important elements of the effective community empowerment programme.

The second American type of community empowerment programme to be discussed is the Black Community Developers Program.

3.3.2. THE BLACK COMMUNITY DEVELOPERS PROGRAM

The Black Community Developers (BCD) utilised the Black Organisational Autonomy (BOA) model presented by the Sociology Department of the Iowa State University, to address both the social and economic problems of the black community living in Little Rock, Arkansas in the United States of America. The BOA model was successful in developing a black community from being a just “food and pantry and a shelter for the homeless,” by the year 1987, to being “a leading developer/ sponsor of regional antidrug

conferences, organizer of public forums / debates for candidates of major state offices” and a respected black organisation in the state in 1989 (Horton, 1992:14).

Horton (1992:6-7) maintains that the BOA model is an effective and efficient tool towards the development of black communities as it addresses both the internal and external problems of the communities which other models failed to satisfy.

The BOA model has five principles which will be briefly discussed in this section, namely;

- * economically autonomous black institution
- * internally developed and controlled data sources
- * emphasis on black history and culture
- * the development and incorporation of females in leadership roles
- * socially inclusive leadership.

* **ECONOMICALLY AUTONOMOUS BLACK INSTITUTION**

The first element of the BOA model is economically autonomous black institution which is stated as follows: “The organisations of the black community must have the independence and control to develop programs and policies and should be free from manipulation by the funding state departments or non-governmental organisations” (Horton, 1992:8).

Black Americans were able to develop their own financial, educational and religious institutions.

* INTERNALLY DEVELOPED AND CONTROLLED DATA SOURCES

The second element of the BOA model is internally developed and controlled data (Horton, 1992:8).

According to this principle, the information that is relevant for the programme should have been gathered by the black people themselves. This information enables them to properly plan and develop their own projects. The information will also inform the community leadership or organisations about their internal trends and problems. Gibson and Worden (1994:27) maintain that communities can be trained to gather information related to their community decline or growth.

* EMPHASIS ON BLACK HISTORY AND CULTURE

The third element of the BOA model is emphasis on black history and culture (Horton, 1992:9).

It was identified that “the major obstacle to cohesiveness within the black communities is the increasing level of class inequality that causes conflicts, in-fights and mistrust amongst them” (Horton, 1992:11). Blacks from the middle and lower classes should co-operate to one another, as this will enable them to effectively develop their community organisations. Nkuhlu (1994:8) discusses this under avoidance of reliance on outside experts principle of the IDT model of community empowerment and suggests that those with skills and knowledge should impart them to communities that they are empowering so that there would be minimised friction and mistrust between them.

* THE DEVELOPMENT AND INCORPORATION OF FEMALES IN LEADERSHIP ROLES

The fourth element of the BOA model is the development and incorporation of females in leadership roles (Horton, 1992:9).

American women were responsible for the formation of the strongest organisational support base, namely; the black church. The programmes and projects should consider placing women in leadership positions. Licuanan, Panjaitan and Es (1996:135) contend that community empowerment programmes will be successful only when women are afforded an opportunity to actively participate in them.

* SOCIALLY INCLUSIVE LEADERSHIP

The fifth element of the BOA model is the socially inclusive leadership (Horton, 1992:9).

Black community empowerment programmes and projects are socially inclusive in nature. The programmes and projects should include members from all the classes and the political affiliations. Fair representation does away with the perception that only the elites are good representatives of their communities. Horton (1992:13) advises that "many of the most effective leaders in the black community have been grassroots people who need not be socially, economically and politically sound."

The BCD programme was initiated with minimal funds obtained through fundraising. It later received donations from business, and finally the local authority considered advancing credit for its future projects.

Horton (1992:15) believe that the programme was successful because the majority of its participants were females, its organisations have authority in making key decisions, was democratic and socially inclusive of those

members of the educational and occupational sectors, and that members had a grassroots orientation.

3.4. CHARACTERISTICS OF THE COMMUNITY EMPOWERMENT PROGRAMMES IN THE AMERICAN COMMUNITIES.

From the literature investigation of the Rural Community Revitalization Project and the Black Community Developer's Program, the researcher identified the following characteristics of the American community empowerment programmes:

- * Their programmes are effective in empowering communities, and are of a long-term nature, usually running for years.
- * Their programmes develop from micro to macro organisations, and as a consequence they are highly sustainable.
- * Their programmes are initiated and supported by the educational institutions such as universities who usually possess the necessary skills and expertise in the community development arena.
- * Their programmes run concurrently with research studies in order to consistently evaluate their impacts on communities.
- * Usually communities apply the leveraging method of obtaining funds, i.e. they contribute certain amounts to convince the funding institutions that they are worth funding. Leveraging will be discussed in detail in the next chapter.
- * Their programmes are utilised to diversify the deteriorating conditions of cities, towns, counties, and the environment.

- * Community empowerment is the most favoured approach for the development of the disadvantaged communities in the American Society.

The second section of this chapter focuses on two examples of South African community empowerment programmes, namely the Local Economic Development Programme and the Community- Based Nutrition Programme.

3.5. THE SOUTH AFRICAN COMMUNITY EMPOWERMENT PROGRAMMES

This section will discuss two examples of community empowerment programmes in South Africa, namely, the Local Economic Development and Community-Based Nutrition Programmes. The two were specifically selected as they share similar characteristics with the Community-Based Public Works Programme (CBPWP) which this study intends to evaluate.

3.5.1. LOCAL ECONOMIC DEVELOPMENT PROGRAMME

The Local Economic Development Programme (LED) is the brainchild of the National Government's "endeavours to promote sustainable economic growth and development, and human resource development, i.e. sustained growth and development from which all will benefit" (*Draft Economic Policy Document*, 1997:5). The programme is run by the Department of Local Government and Traditional Affairs of the Northern Province.

It has been realised that the Northern Province experiences high rate of poverty, unequal distribution of economic and social resources and is more backward as compared to other provinces. The Local Economic Development Programme is designed and implemented through other line government departments as a means to redress the problems mentioned above.

The *Draft Economic Policy Document* (1997:11) states the mission of the programme is "to stimulate, promote and maintain an enabling environment,

conducive to sustainable economic growth, social justice and a decent quality of life for all.” This will be possible only if the programme’s overall strategic thrusts were achieved.

The overall strategic thrusts for this programme are the following: small, medium, and micro enterprise development, increased value-added production and diversification, investment promotion, marketing, outward orientation and global competitiveness, labour-intensive production, sound spatial planning, regional integration, land reform, human resource development, transformation of government expenditure and empowerment.

The eleven target areas of the Local Economic Development Programme will be briefly discussed.

3.5.1.1. THRUSTS OF THE LOCAL ECONOMIC DEVELOPMENT PROGRAMME

*** SMALL, MEDIUM AND MICRO ENTERPRISE DEVELOPMENT**

The first thrust to be discussed is the small, medium and micro enterprises, which is abbreviated as SMME’s.

The development and support of the SMME’s by the provincial government ensures “a vehicle to address the challenges of job creation, economic growth and equity in the province” (*Draft Economic Policy Document*, 1997:24). The development and support of the SMME’s within the Northern Province makes it viable for those who are marginalized to obtain employment, and have a share in the South African economy.

*** INCREASED VALUE-ADDED PRODUCTION AND DIVERSIFICATION.**

The skewed exchange of goods between rural and urban areas should be reversed as it exposes the former to continued backwardness.

Instead of the rural areas to purchase processed raw material goods from the urban areas, they should have industries to manufacture their own products. This process will increase employment opportunities in the rural communities.

* **INVESTMENT PROMOTION, MARKETING, OUTWARD ORIENTATION AND GLOBAL COMPETITIVENESS.**

In order for communities to compete with the global market, they should be provided with skills, knowledge and attitudes. The government, especially the Northern Province Government, should “design and support a solid investment package which will attract foreign and local investors alike” (*Draft Economic Policy Document, 1997:26*).

* **LABOUR -INTENSIVE PRODUCTION**

This objective is favoured over many others as it increases employment opportunities within communities.

The Provincial Government should consider selecting projects and tenders that utilise the labour- intensive methods of construction in their business plans.

* **SOUND SPATIAL PLANNING**

The local government should identify certain areas within the Northern Province which are densely populated, and develop the “development corridors” in them in order to attract both local and overseas investments to develop such areas.

* **REGIONAL INTEGRATION**

The Northern Province as a crime-free environment, should maintain this *status-quo* and continue to attract other regions and foreign investors. This

will increase employment opportunities and business ventures for local communities.

* **LAND REFORM**

Land was historically unevenly distributed along the racial lines. Local governments within the Northern Province should assist local communities with the land claims, small-scale farming and land redistribution programmes.

* **HUMAN RESOURCE DEVELOPMENT**

The Provincial Government is responsible for the development of programmes directed at human resource development. These programmes include the adult basic education and training (ABET), in-service training, technical and skills training, vocational and career counselling, designing and development of appropriate curricula, the establishment of an education and training institution directory within the province and technological development.

* **TRANSFORMATION OF THE GOVERNMENT**

According to De Villiers (1992:2), South African public service standards are dwindling and in order to save it from decline, government should implement the "*Batho-pele*" strategies. Through this principle, "standards are set, performance evaluated against these standards and remedial action taken to maintain the standards or improve existing performances and output" (De Villiers, 1992:2). Government functions and responsibilities should therefore be decentralised to those at the grassroots level.

* **REDIRECTION OF GOVERNMENT EXPENDITURE**

Instead of the Provincial Government channelling most of its expenditure towards the wages and salaries of government officials, expenditures should mostly be directed towards the developmental projects.

* **EMPOWERMENT**

The Northern Province is mostly rural and therefore most of its communities do not enjoy the amenities that are enjoyed in other parts of the country. There is a need to empower most communities in the province. "Empowerment means that disadvantaged people will be put in a position to take part in the mainstream economic and social activities of the province and the country as a whole" (*Draft Economic Policy Document*, 1997:34). Empowerment entails that communities tend to be exposed to education and training, they should acquire knowledge and skills necessary for employment, and they should be afforded the opportunity to fully participate in matters that affect them.

The Local Economic Development Programme has important properties of community empowerment, namely; self-reliance, the human resources development, strong community participation, and the labour-intensive methods of construction.

The second example of South African community empowerment programme is called the Community-Based Nutrition Programme.

3.5.2. COMMUNITY - BASED NUTRITION PROGRAMME

The Department of Health and Welfare has introduced a Community-Based Nutrition Programme (CBNP) which is geared at improving the nutritional status of communities, especially those in the rural areas.

According to the *Principles Guiding the Implementation of the Integrated Nutrition Programme* (1996:3), Community - Based Nutrition Programmes are "programmes that are area - based nutrition programmes developed through facilitated participatory nutrition programming process of assessment, analysis and action cycles to empower communities with the necessary skills

and knowledge to become self - reliant with regard to their food and nutrition needs and to control their nutritional well-being.”

This can be made possible by the active involvement of communities in their own impact analysis and then take action in addressing prevailing imbalances. CBNP is a programme that has the opportunity for community participation.

Community involvement and participation is important for as Lombard (1991:75) says, “when people find a community they find that they have greater power over their own lives and that they are easily empowered through their active participation in their community- based projects.”

As its name indicates, CBNP has to be community owned and as such communities should be actively involved in the planning, implementation, monitoring and evaluation of their projects. Projects of this nature are facilitated by professionals who make certain that the programmes are sustainable, income - generating, cost effective, accountable and capacity building and empowering on the part of communities.

Before community-based projects kick-start, their participants are provided with training. Training is defined as “a process of reducing or eliminating the gap between actual performance and what is needed in order to achieve optimum productivity. It is concerned with increasing the capabilities of individuals for doing a particular job or activity” (*Principles Guiding the Implementation of the Integrated Nutrition Programme*, 1996:29). Community members who participate in the CBNP projects receive basic knowledge, skill, and techniques required for performing certain tasks, and health systems training. Project steering committee members need training on bookkeeping, compilation of project proposals and business plans, procurement procedures, financial reporting and planning and management of projects.

Principles Guiding the Implementation of the Integrated Nutrition Programme, (1996:5) listed the aims of the Community - Based Nutrition Programme as;

- * Improve household food security.
- * Support small and medium enterprises.
- * Improve the health and educational qualities of primary school children through primary school nutrition activities.
- * Promote and support all the health and welfare services and programmes that are aimed at improving women and children care.
- * Promote and support programmes that are aimed at improving environmental health.
- * Ensure comprehensive nutrition care.
- * To contribute to social security and the rehabilitation of those identified as undernourished by rendering short - term food assistance to them.

CBNP is run by communities themselves. In order for communities to qualify for CBNP funding, the Department of Health and Welfare makes sure that their projects are income generating and empowering to the communities. This ensures sustainability of the programme. *Principles Guiding the Implementation of the Intergrated Nutrition Programme* (1996 :10) reiterates that “ the funds for CBNP should be directed to projects which empower vulnerable communities, targeting mainly women and children as beneficiaries and active participants in the projects.”

The CBNP through its assessment, analysis and action cycles addresses important components of community empowerment, namely; strong community participation, human resources development, and self-reliance, but unfortunately it is of a small scale and of a short-term nature.

3.6. CHARACTERISTICS OF THE COMMUNITY EMPOWERMENT PROGRAMMES IN THE SOUTH AFRICAN COMMUNITIES

From the discussions of the Local Economic Development Programme and the Community-Based Nutrition Programme above, the researcher was able to identify the following characteristics associated with the empowerment programmes in the South African communities:

- * Most programmes are funded by the government departments.
- * Communities receiving funding do not practice the leveraging method.
- * Programmes are of a short-term nature.
- * Programmes do not alleviate unemployment and poverty in the communities.
- * Most programmes are still in the planning phase, and if they are in the implementation phase, they have not as yet improved the conditions of the communities.
- * Programmes rely on continued funding by government and as a result they are not sustainable.
- * The community empowerment approach is utilised in most sectors of community development in South Africa.

3.7. CONCLUSION

This chapter was about the examples and characteristics of community empowerment programmes, both in the United States of America and in South Africa.

International examples, the Rural Community Revitalization Project (RCRP) and the Black Community Developers Program (BCD) were discussed and marked by proper developmental strategies.

Horton's (1992) study of the BOA model of community empowerment revealed five principles, namely; economically autonomous black institution, internally developed and controlled data sources, emphasis on black history and culture, the development and incorporation of females in leadership roles and socially inclusive leadership.

Characteristics of the American community empowerment programmes were also briefly discussed.

The South African programmes on the other hand, the Local Economic Development and the Community- Based Nutrition (CBNP) Programmes are marked by a high incidence of dependency on state funding and lack of sustainability.

As the goal of this study is to evaluate the impact of the CBPWP on rural communities, this study shall therefore in the next chapter discuss both the programme evaluation research and the CBPWP in detail.

CHAPTER 4

PROGRAMME EVALUATION RESEARCH AND THE COMMUNITY-BASED PUBLIC WORKS PROGRAMME (CBPWP)

4.1. INTRODUCTION

As the aim of this study is to evaluate the impact of the CBPWP on rural communities, this chapter will define and describe programme evaluation research in the first section. It will explain the two types of evaluation research, namely; the formative and summative evaluation research. The chapter will also discuss the process of programme evaluation research through a model derived from De Vos (1998).

The second section of this chapter describes what the Community Based Public Works Programme (CBPWP) is all about. Six objectives of the CBPWP as well as its process will be discussed in detail.

4.2. PROGRAMME EVALUATION RESEARCH

Programme evaluation research was defined by Monette, Sullivan and DeJong (1994:313) as “a means of supplying valid and reliable evidence regarding the operation of social programs or clinical practices - how they are planned, how well they operate, and how effectively they achieve their goals.”

According to Mark (1996:230), programme evaluation is “ a type of research that uses established social science research methods to evaluate the success or effect of a social service program.”

Usually when a programme has taken place or it is in operation, its recipients, managers and funding institutions need to know whether it is beneficial to the

communities, if it is effective and efficient, and if it is well planned towards achieving the intended goals. Programme evaluation research provides those with interest in the programme with information regarding the extent of intervention, the effectiveness of the programme, its efficiency, whether goals are met and information regarding what has led a programme to a success or failure.

Programme evaluation research could be viewed as a tool used by managers to improve their programmes and thereby making appropriate decisions.

4.2.1. TYPES OF PROGRAMME EVALUATION RESEARCH

There are two types of programme evaluation research, namely; formative and summative evaluation research.

4.2.1.1. FORMATIVE EVALUATION RESEARCH

Royse (1991:197) identifies formative evaluation as a type of programme evaluation research which focuses on improving programmes. Bless and Higson-Smith (1995:48) add that “evaluation designed to promote the effectiveness of a programme is called formative research.” This type of evaluation research is therefore a good tool for managers when they make decisions for improving the effectiveness of their programmes.

4.2.1.2. SUMMATIVE EVALUATION RESEARCH

Summative evaluation research is defined by Monette, Sullivan & DeJong, (1994:316) as “assessing the effectiveness and efficiency of programs and the extent to which the outcomes of the project are generalizable to other settings and populations.”

For Bless and Higson-Smith (1995:51), “summative evaluations set out to determine the extent to which programmes meet their specified aims and objectives.”

Assessment of the effectiveness and efficiency of an intervention is termed outcome or impact assessment.

Impact evaluation research is therefore a type of summative evaluation research which some authors maintain it interchangeably means summative research (compare Royse, 1991:198; De Vos, 1998:373-375). In this study, impact evaluation shall also be applied as meaning outcome or effectiveness of a programme (compare Royse, 1991:198; De Vos, 1998:373-375).

Impact analysis is a type of evaluation research that asks "How effective is the program in meeting its goals, relative to the total amount of need?" (Mark, 1996:233).

De Vos (1998:374) says impact assessment is a type of evaluation research that "gauges the extent to which a programme causes change in the desired direction".

In this study, impact assessment will be applied in measuring the success or failure of the Community Based Public Work Programme (CBPWP) on empowering rural communities.

An important aspect to be mentioned in this section, is that impact assessment may use experimental or quasi-experimental designs and aims at gathering hard evidence that could be used to demonstrate the worth of a program (Royse, 1991:198). This aspect is supported by Bless and Higson-Smith (1995:51) who maintain that "experimentation compares the treatment group with a no treatment group to see whether the treatment has caused any positive change in the former." A researcher is therefore compelled to utilise either the experimental or the quasi-experimental design if he /she is conducting the impact assessment research.

Monette, Sullivan and DeJong (1994:261) explain that the experimental design is made up of equal number of respondents in both the experimental and in the control

groups, and that the design is the Pretest-Posttest Control Group Design with random assignment . For the researcher it was impractical in this study to randomly assign respondents in the true experimental design due to ethical considerations, and as a result, the quasi-experimental design namely the comparison post-test only design was chosen. Monette *et al* (1994:264) state there are “problems which are an inability to assign people randomly to conditions or the difficulty of creating a true control group with which to compare the experimental groups.”

4.2.2. THE PROCESS OF EVALUATION RESEARCH

Programme evaluation research follows a series of steps. Different authors propagate for different models to be followed, (compare De Vos, 1998:368; Tripodi, 1983:2-3; Monette, Sullivan & DeJong, 1994:32; Bless & Higson-Smith, 1995:51-53). This study has selected a model contributed by De Vos (1998), simply because it is simplified and easy to conduct.

De Vos' model is made up of the following steps:

1. What is to be evaluated
2. Identify the consumers of research
3. Co-operation of staff
4. Specify programme objectives
5. Specify evaluation objectives
6. Choose variables
7. Choose research design

8. Implement measurement
9. Analyse/interpret findings
10. Report/implement results (De Vos, 1998:368).

4.2.2.1. DETERMINE WHAT IS TO BE EVALUATED

A researcher should consider the focus of his/her project and “determine the level of knowledge desired” (Tripodi, 1983:2). Although this is not a step on its own, it is important that a researcher consider issues like the type of evaluation research to be conducted, financial implications, the respondents and the beneficiaries of his/her project before starting with the project. According to Mason and Bramble (1989:389), need assessment enable the evaluators to obtain the evaluation results.

In this study, the impact of the CBPWP on rural communities will be evaluated.

4.2.2.2. IDENTIFY THE “CONSUMERS” OF RESEARCH

Who is to benefit from the findings of the research project is a question that needs to be satisfied. In most projects, communities, managers of the funding institutions and the social work practitioners are the beneficiaries of evaluation research projects. Mason and Bramble (1989:388) maintain that five groups of people affected by evaluation are as follows:

- * *sponsors*:- are agencies which authorise the evaluation
- * *the client*:- those who request the evaluation
- * *the participants*:- individuals whom the evaluator works with during the evaluation project

- * *the stake holders*:- those who have the most interest in the evaluation results
- * *the audience*:- those who might want to emulate the programme in other settings in future

This study has the quality of benefiting the researcher, the respondents, the funding institution, Public Works in this regard, the communities and the social work profession.

4.2.2.3. OBTAIN THE COOPERATION AND SUPPORT OF THE SERVICE GIVERS AND MANAGEMENT CONCERNED

De Vos (1998:380) warns that programme evaluation research is associated with “negativism and sabotage by staff” and as such researchers need to develop a good relationship with the funding institutions and those communities they are to research about.

Permission to conduct the study on the CBPWP was obtained from Public Works, Northern Province.

4.2.3.4. SPECIFY PROGRAMME OBJECTIVES CLEARLY AND IN MEASURABLE TERMS

Bless and Higson-Smith (1995:51) advise that “to translate the aims and objectives into observable changes which can be measured in the target community” is an important step in programme evaluation research. Objectives need not be stated in general statements but in “precisely worded statement of desired changes in behaviour” (De Vos,1998:281). Objectives are more important in programme evaluation research because they state exactly what will be accomplished and by whom (Mason & Bramble, 1989:389).

Objectives of the CBPWP will be listed and conceptualized accordingly in the

forthcoming chapter.

4.2.2.5. SPECIFY OBJECTIVES OF THE EVALUATION PROCESS ITSELF

Specify whether the study is a formative or summative type research. According to Mason and Bramble (1989:396), the formative evaluation has to do with the process of the programme, whilst on the other hand the summative evaluation concerns the effectiveness and efficiency of a programme.

As already discussed, this study will be conducted in the context of summative evaluation research because it sets out to determine the extent to which the CBPWP meets its specific aims and objectives.

4.2.2.6. CHOOSE VARIABLES THAT CAN BE MEASURED TO REFLECT DESIRED OUTCOMES

Not all variables are relevant in reflecting the desired outcomes of the research project, and as such, the researcher should “decide on the use of those variables that provide the best measures for the research” (Tripodi, 1983:3). In this regard, only information regarding the effectiveness and efficiency of the CBPWP was selected.

In this study, the six objectives of the CBPWP were selected as the best measures to evaluate the effectiveness of the programme.

4.2.2.7. CHOOSE AN APPROPRIATE RESEARCH DESIGN

A researcher has to choose the best research design which can effectively “compare the group that received the “treatment” with a similar group that did not receive the “treatment” (Bless & Higson-Smith, 1995:52). Researchers might either choose a post-test only or a pre-test/post-test design.

The comparison post-test only design was selected for this study.

4.2.2.8. IMPLEMENT MEASUREMENT

Bless and Higson-Smith (1995:52) and Tripodi (1983:3) begin this step by constructing the instrument of measurement. This means the decision to use either questionnaires or interviews or observation and/or focus group interviews. Data gathering process takes place during this step.

This study will utilize the focus group interviews as the method of data collection.

4.2.2.9. ANALYSE AND INTERPRET THE FINDINGS

The researcher organises and analyses data that was collected during the previous step, by transcribing or transforming it into a format that allows statistical manipulation (Arkava & Lane, 1983:28). The researcher makes his/her findings explain the community condition. Mason and Bramble (1989:389) advise that in order for an evaluator to get the results, he/she should "systematically analyse what already exists regarding the objectives and to compare that with what should exist to attain them."

The coding procedures will be utilized to reduce data before they were interpreted.

4.2.2.10. REPORT AND IMPLEMENT THE RESULTS

Reporting back is an important step of programme evaluation research as it involves presenting "the findings to those responsible for the intervention, the participants and any other interested groups" (Bless & Higson-Smith, 1995:53). Dissemination of evaluation research findings is an ethic listed by Strydom in De Vos (1998:32). Mason and Bramble (1989:411) explain it by mentioning that "relevant and accurate

information should be made available to persons who need it, and providing this information is often the responsibility of the evaluator.”

The results and findings of this study will be disseminated through both this research report and an article which will be included in an academic journal.

The next section explains what the CBPWP is, its six objectives and process.

4.3. COMMUNITY-BASED PUBLIC WORKS PROGRAMME (CBPWP)

This section defines the CBPWP, and describes its objectives and process.

4.3.1. WHAT IS CBPWP?

The Community Based Public Works Programme (CBPWP) is an element of the National Public Works Programme (NPWP) which has been developed by the South African Government in its venture to alleviate unemployment and poverty within the marginalized communities.

The *Community Based Public Works Programme (1996:6)* states that the National Public Works Programme (NPWP) was introduced by the Government in 1994 with an objective "to promote labour intensive methods of delivery in the State capital and maintenance programmes/projects." The NPWP then introduced its sub-programme, namely; the Community-Based Public Works Programme (CBPWP) to concentrate on projects that were short-term and manageable by the communities.

The *Community Based Public Works Programme (1996:185)* further mentions that NPWP is "an integral component of the Reconstruction and Development Programme (RDP)". The CBPWP is a learning by doing method through which rural communities become capacitated whilst implementing their programmes. *Community Based Public Works Programme (1996:7)* states that one of the objectives of the CBPWP is promoting community development through their involvement in the

project implementation. The *White Paper on Public Works (1997:15)* adds that “the implementation of the CBPWP has been a learning process.”

The Government utilises the CBPWP to provide communities with infrastructure which are to be constructed by communities themselves through increased labour intensive methods. The *White Paper on Public Works (1997:11)* states that the CBPWP is about “empowering communities through providing job opportunities, transferring skills and creating community assets in a manner which builds communities’ capacity to manage their own affairs.” The CBPWP is about the implementation of policy which is directed at empowering communities in order to address their predicament.

The next section discusses the objectives of the CBPWP.

4.3.2. OBJECTIVES OF THE CBPWP

This section outlines a discussion of the six objectives of the CBPWP, namely; strong community participation, labour intensive methods of construction, education and training, management and maintenance of the assets once they are completed, targeting the most needy within communities and sources of funding.

4.3.2.1. STRONG COMMUNITY PARTICIPATION

The first objective of the CBPWP is strong community participation.

Community involvement is a strong motivation in order for the communities to receive funding from the CBPWP. The community as a whole is expected to actively participate in all the processes of the project from its conception to its completion.

The community should elect a steering committee which is its mouthpiece. Through the steering committee, community decides what it wants to construct, those who will be employed and how much they will be paid. According to Musandiwa

(1997:13), “community members and groupings shall have an opportunity to be represented on and participate in the decision making process and in arranging the implementation operation and administration of the project.”

Strong community participation is an important requirement in the community development school of thoughts and is supported by other authors (compare Horton, 1992:13; *White Paper on Local Government*, 1998:75). A community project is meant for the whole community and as such every sector of that community which has an interest in it should be afforded an access to it.

For Musandiwa (1997:2), those who should participate in the CBPWP projects include the provincial Public Works Department, regions of the Public Works, line departments, Transitional Local Councils (TLC’s), communities, representative committees, social and technical consultants and the training agents. Community involvement according to Musandiwa (1997:5), empowers community members, has long-term sustainability, has the “people first” approach and ensures project ownership by the communities.

The Minister for Public Works Mr Radebe, in the foreword of *The National Public Works Programme (1994:i)* mentioned “the NPWP is a people-centred and people-driven programme. Communities themselves will be directly involved in deciding which projects they need.” If communities were afforded this opportunity of prioritising their projects, they then feel respected by the funding agency and thereafter regard the projects as their own. Communities will in turn maintain, and of utmost importance, protect the projects from being vandalised.

4.3.2.2. LABOUR-INTENSIVE METHODS OF CONSTRUCTION

The second objective of the CBPWP, labour intensive methods of construction, has the aim of creating as many jobs as possible. This is achievable if machines are replaced by people coupled with the consideration that the standard and quality of the project being constructed is not lowered.

Communities are required to maximise the use of local material as well. This means that when the project is being constructed, the local companies, especially the small and medium entrepreneurs (SMME's) will be indirectly financially boosted and hence the creation of more jobs in the community is achieved. *The White Paper on Public Works (1997:15)* mentions that "materials required for CBPWP projects are often manufactured at a considerable distance from the location of projects." This practice guard against problems of transportation, shortage of storing facilities within communities, and of prejudicing small businesses that are nearer to the projects by buying from far away.

Preference should be given to engage more people. One concrete mixing machine, for example, could be replaced by at least six individuals who could manually produce quality mortar at a required time frame.

4.3.2.3. EDUCATION AND TRAINING

The third objective of the CBPWP is education and training which serves the purpose of capacity building (Cheetham, Fuller, Mclvor & Petch, 1992:6; Nkuhlu, 1994:6). The policy of the CBPWP is to develop the human resources within communities.

Through the involvement of community members in community projects, community organisations, participants and the entire community can obtain the technical management skills which they will utilise in future. Technical management skills obtained should include, for example, bookkeeping, supervisory, bricklaying, carpentry, stone pitching, kerb laying, concrete mixing, shuttering and fixing, plumbing, electric wiring, meeting management and project management.

The CBPWP makes a budget allocation for training and education.

4.3.2.4. MANAGEMENT AND MAINTENANCE OF THE ASSET ONCE IT IS COMPLETED

The fourth objective of the CBPWP is the management and maintenance of the asset by the end-user after it is completed.

End-users are the provincial government departments and/or institutions which have interests in the projects.

Communities should have plans and funds in place for the maintenance and management of the assets after their completion. Ownership of the assets should be ascertained before the actual construction starts. According to the *White Paper on Public Works (1997:15)*, "although assets created through public works programmes are ultimately supposed to be maintained by line function departments, it has never been clear who actually assumes responsibility for maintaining the finished assets and many assets run the risk of falling into disrepair."

This objective involves the co-ordination of different programmes among line government departments. This means that when the CBPWP, for instance, intends building a preschool for a certain community, the line department, that is the Department of Education in this regard, should be contacted so that it will utilise the asset after its completion.

In his opening of Parliament speech, South African President Mbeki (*Mbeki: Opening of Parliament, 1999:9*) said "the Government is now in a position to implement a rural development programme for the integrated development of the rural areas. This will bring together all government departments and all spheres of government, including the traditional leaders. The integration we seek must, for instance, ensure that when a clinic is built, there must be a road to access it. It must be electrified and supplied with water."

4.3.2.5. TARGETING THE MOST NEEDY WITHIN A COMMUNITY

The fifth objective of the CBPWP is the targeting of the most needy within a community. CBPWP intends to bring resources to those sectors of the society which were previously marginalized. These include the rural poor communities, women, the disabled and the youths. This objective caters for those individuals who do not have other sources of income.

The most needy within the communities are women who head families as well as women, the youth and the disabled who were not employed before. CBPWP projects pay wages lower than those of the normal work so that people who can get money elsewhere are not attracted to these projects.

4.3.2.6. SOURCES OF FUNDING

The sixth objective of the CBPWP is sources of funding which is an important consideration in the CBPWP. *The Community-Based Public Works Programme (1996:41)* states that “CBPWP wants to give money to communities who cannot get money from other sources”. But communities should also contribute a certain amount which shall be supplemented by the CBPWP to make the whole project possible.

Musandiwa (1997:6) stipulates that the CBPWP funds should be composed of the following categories:

- * Grant funding from the community empowerment programme (CBPWP)
- * Community collection
- * Others

The process of obtaining project funding by convincing the funding institution through the collection of contributions is termed leveraging. Rubin and Rubin (1992:394) defined leveraging as “a means by which a group obtains contributions from organisation members to convince potential donors of larger grants that a project is worth their investment.” Lombard (1991:156) support public contributions by stating that, “it stands to reason that fund raising is an important part of community empowerment programme.”

Leveraging, according to Musandiwa (1997:10), reduces dependency on the part of the communities and it further encourages their sustainable development.

Successful CBPWP should enhance community ownership of projects through the involvement of grassroots in the programmes, alleviate poverty through the creation of job opportunities, increase the capacity building of communities through education and training, assist communities with the maintenance and management of their completed projects and encourage communities to contribute certain resources towards the implementation of their projects. CBPWP projects should be directed towards the rightful recipients, who are the most needy, women, the youth and the disabled.

The final section of this chapter discusses the eight components of the CBPWP process, namely;

- * Policy and programme development.
- * Project facilitation.
- * Identification.
- * Project planning and appraisal
- * Financing.
- * Implementation.
- * Evaluation.

- * Ongoing administration and maintenance of the project asset.

4.3.3. THE PROCESS OF THE CBPWP

The *Community-Based Public Works Programme (1996:16)* maintains that the CBPWP is aligned to the principles of Project Cycle Management (PCM) which divide it into eight phases namely: policy and programme development, project facilitation, identification, project planning and appraisal, financing, implementation, evaluation and ongoing administration and maintenance of the project asset.

Each phase will be discussed in detail.

4.3.3.1. POLICY AND PROGRAMME DEVELOPMENT

The first phase of the CBPWP process to be discussed is policy and programme development.

The *Community-Based Public Programme (1996:17)* maintains that “before any programme can be implemented, principles, policies, criteria and guidelines had to be developed.” This is done by the National Department of Public Works, and as a consequence, provincial administration does not have the responsibility of formulating policies. Provinces that are required to implement policies, review them and make inputs and recommendations, and if necessary they identify some of the specifications that will not be applicable in their areas of operation.

The CBPWP entails guidelines that community empowerment projects have to include in order to be assisted by the programme. The guidelines are as follows:

- * Citizenry participation
- * Labour intensive construction methods

- * Education and training of community members
- * Administration and maintenance of the assets after their completion
- * Targeting the most needy in the community
- * Short-term planning projects.

The *Community-Based Public Works Programme (1996:21)* categorises projects into three categories, namely the starter, the extension and the major projects.

Starter projects are mostly funded by the CBPWP because they entail, developments that are initiated by the community, are small and simple, and require maximum facilitation, training and technical assistance. These projects embody all the guidelines of the CBPWP that were mentioned above. *Community-Based Public Works Programme (1996:22)* states that the "starter projects will be supported in order for the communities to organise and give developmental capacity around the starter project."

The second type of projects are the extension projects, in which communities have gathered some experience on management and implementation because the projects require only upgrading. An example of an extension project is when the CBPWP assists a community with the construction of an additional ward of a particular health centre.

The third type of projects are major projects. These require huge sums of funds to construct, they are technically and administratively too sophisticated, they are mostly of long-term, they may not require labour intensive methods of construction and even when they employ a number of people, they lack adequate educational and training opportunities for them. These projects are not funded by the CBPWP.

4.3.3.2. PROJECT FACILITATION

The second phase of the CBPWP process is the project facilitation which entails knowledge dissemination about the project to communities and project managers. Communities, through the facilitation of the community worker, are enabled to understand the CBPWP requirements, their need to participate in the programme, and how they may be linked to it. *Community-Based Public Works Programme (1996:17)* explains that “the objective of the project facilitation phase is to initiate the process of capacity building and empowerment through knowledge infusion in communities early enough in order to enhance the ability of communities to realise the importance of participation in projects and the responsibilities that go with it.”

The *White Paper on Public Works (1997:16)* states that “the DPW will establish project facilitation processes prior to the commencement and during the implementation of projects” (abbreviation DPW stands for the Department of Public Works). Facilitation aims at bringing communities and their immediate stakeholders together for a common goal.

4.3.3.3. IDENTIFICATION

The third phase of the CBPWP process is identification. During the identification phase, the CBPWP is introduced to the communities through a number of methods, ranging from meetings, radio, television, magazines and newspapers. Community workers under the CBPWP distribute pamphlets, caps and T-shirts bearing advertisement of the programme, render workshops to the communities and some enter and explain the nature of the programme to communities, as a way of making it known to them.

Communities are invited to lodge applications for funding from the programme. *Community-Based Public Works Programme (1996:18)* sums the phase with the statement “the objective of the identification phase is to identify projects and to determine whether a project qualifies for the

programme and can therefore be approved to go ahead with a feasibility study and a project planning process.”

It has been noted in the first phase of the CBPWP process that projects that qualify for CBPWP funding need to have maximum facilitation, training and technical assistance, are small, were initiated by communities, are of short-term nature, employ within communities and are implementable by the communities.

The CBPWP guidelines have six prerequisites which community projects need to satisfy in order to qualify for the programme funding, namely; strong community participation, labour intensive methods of construction, education and training, management and maintenance of the assets once they are completed, targeting the most needy within a community and sources of funding.

Communities are supplied with application forms and guidelines for making an application. The application form intends to determine whether applicants qualify for the guidelines, criteria and specifications of the CBPWP.

The qualifying communities are immediately informed of the actual budget and any other necessary special inclusions. The CBPWP releases a small amount of funds for the planning process.

4.3.3.4. PROJECT PLANNING AND APPRAISAL

The fourth phase of the CBPWP process is project planning and appraisal which entails working out what to do before the actual action is taken.

It is during this phase that communities explore the range of problems and their alternative solutions and agreement on the goals community members want to achieve. Planning calls for the need to put tasks in priority order.

Communities that were selected for funding are directed to sign the contract with the CBPWP so that their funds for the planning process could be released into their bank accounts. Communities are required also to enter contracts with their technical support systems.

Technical support entails the project design, planning, administration and other technical work. Technical consultants for the CBPWP projects need to consider the labour intensive method of construction requirement of the programme when designing their plans. Their plans need to be appropriate, simple and implementable by the unskilled people. *Community-Based Public Works Programme (1996:89)* states that "an organisation (or individuals) may be appreciated to assist the community with the planning and implementation of the project."

Communities may also contract with the social consultants who will assist them with the project management, community organisation and training. The social consultant are required to transfer project management experience and skills to the community.

This transfer of skills, attitudes and experience is what is termed capacity building which is defined as "the creation of necessary skills and attitudes within the communities to effectively deal with and be involved in decisions on issues that affect them directly or indirectly. It is achieved through various means, chief amongst which is education (both formal and informal) and training" (*Community-Based Public Works Programme, 1996:94*). Capacity building is an interaction between the community and the community empowerment project throughout the project's lifespan. Communities are enabled to run their project's management, financial and administration. This process is possible through training.

Members receive the technical, administrative and the improved life skill training. *Community-Based Public Works Programme (1996:95)* adds that it "is preferable that training should be certified thus better enabling trainees to

find employment in the job market. On graduation the training institutions present trainees with the certificates.”

Community organisations are facilitated into the monitoring and reporting of the physical progress of their project. Community-Based Organisation is better known as the steering committees. *Community-Based Public Works Programme (1996:94)* supports their formation by stating that “to be able to receive public funds a legal entity must be established to contract and take responsibility for the project.” Community-Based representative structures are formed mostly for enabling a community to enter into a contract to receive Government funds. Members of this structure are held accountable to the broader community and they serve the interest of that community rather than of individuals.

A community-based organisation should be highly inclusive, this meaning that they should represent all the community sectors which have interest in the project. Community-based organisations are elected by the broader community. *Community-Based Public Works Programme (1996:101)* outlines the characteristics of the steering committees or the non-government organisations (NGO's) as follows.

- (i) they are established to serve and promote the interest of the entire community or the public at large. They are not meant for groups within the community or for a few numbers of individuals.
- (ii) they are established to improve the socio-economic nature of a community.
- (iii) most of these bodies, if not all, are exempted from income taxation, donations, and estate duty and stamp duties.
- (iv) these bodies are non-profit oriented and as such funds expended to them should only be concentrated toward the construction of their projects.

- (v) they have the legal personality, meaning that their assets and debts are held separately from those of its members or office bearers.

In order to indicate its legitimate existence, each community-based organisation (CBO) need to be in possession of a written constitution. *Community-Based Public Works Programme (1996:105)* defines a constitution as "a set of principles agreed upon by any committee, such as a community development committee." A constitution embodies certain rules that guide the CBO to run its matters efficiently and effectively. A constitution is a tool of resolving disputes that will erupt during the project planning, implementation, monitoring and evaluation.

During this phase of the CBPWP process, a number of preparatory documents are required from the community. Only four supportive documents, namely; the project description, business plan, project implementation programme and the budget sheet will be briefly explained here.

- * The project description:- details administrative information, need (problem), organisational information, planning and factors that concern the sustainability of the project.
- * Project Business Plan:- details the planned activities with regard to the project management, training, employment, and equipment and materials.
- * Project Implementation Programme:- is explained by *Community-Based Public Works Programme (1996:29)* as a "schedule of work that needs to be implemented at different stages of the project".
- * Project Budget Sheet:- is a format which is used to estimate the budget.

4.3.3.5. FINANCING

The fifth phase of the CBPWP process is called financing. It is short-living and involves both the community and the CBPWP representation who enter into a legal binding concerning the funding of the programme.

The legal binding is called a grant agreement or the project contract which specifies who the legal office bearers are, when did they receive funds and how much the programme is to cost during its implementation phase. The project contract is a document that, after being signed, enables the CBPWP to release funding towards the community.

Usually community-based organisations and their bookkeepers are, during this phase of CBPWP process, skilful in financial management for receiving and paying out funds. Community-based organisations and their immediate project bookkeepers have received training with regard to the proper control of their funds. *Community-Based Public Works Programme (1996:112)* defines bookkeeping as "keeping a record of money, we need to keep records of all the money we collect and all the money we spend." These records about the income, expenditure and balance is necessarily needed by the community at large, the CBPWP and also by the CBO itself. If the records obtained from the community indicate that the money is utilised safely and properly for the benefit of the community project, then the CBPWP will release further allocations towards that community's bank account.

Some financial management records for the CBPWP are as follows:

- * a cash-book which has columns and rows for all the incomes received, expenditures incurred and the balance thereof.
- * the task wage register which is a time register of all the persons working on the projects, their rates and their signatures when they receive salaries.

* the tool and equipment register includes the number and types of all the tools and equipment that were purchased for the construction of the CBPWP project.

4.3.3.6. IMPLEMENTATION

The sixth phase of the CBPWP process is implementation.

The Community Based Public Works Programme (1996:19) summarises the phase by the statement which reads: “The objective of the implementation phase is for the project to execute its project plan and achieve the desired results. The objective for the CBPWP is to monitor progress.”

This is the most demanding phase of the CBPWP process. It involves a lot of funds and is concerned with the implementation and completion of the asset. The CBO is responsible and accountable for the project and it supervises the controlled and proper utilisation of funds.

According to Musandiwa (1997:3), the CBPWP budget could be divided as follows:

- Wages
- Materials
- Committee overheads
- Training
- Social consultants
- Technical consultants
- Departmental costs

A CBPWP document that secures further funding on the part of the community project is an evaluative one, called a progress report. *Community-Based Public Works Programme (1996:33)* defines evaluation as “analysis of results and the impact of the projects during or after implementation with a view to possible corrective action and/or training of recommendations for the

guidance of similar projects will be developed once the progress reporting detailed above has been implemented." Progress reports are compiled by the CBPWP officials monthly.

4.3.3.7. EVALUATION

The seventh phase of the CBPWP process is evaluation.

Evaluation usually takes place during and after the completion of the projects. During this phase the CBPWP evaluates if its funds were accordingly utilised by the community as specified into their business plan and contract. *Community-Based Public Works Programme (1996:19)* sums the objective of the phase as "to measure whether the chosen project approach is achieving the desired result and impact."

The *White Paper on Public Works (1997:16)* states the importance of monitoring and evaluation as "monitoring and evaluation procedures must become an integral part of the programme at all stages of its development and implementation."

This phase is of utmost importance as it informs the CBPWP whether the programme should go on or be terminated.

4.3.3.8. ONGOING ADMINISTRATION AND MAINTENANCE OF THE PROJECT ASSET

The eighth phase of the CBPWP process is ongoing administration and maintenance of the project assets and is concerned with the future administration and the maintenance of a community asset by the end-user, i.e. government department and/or the non-governmental institution. This saves communities from constructing white elephants within their areas. White elephants are projects which after completion lay unutilised by the community.

The *White Paper on Public Works (1997:15)* has warned that failure to ensure the ongoing administration and maintenance of the assets after they were completed is risky as some assets may run the risk of falling into disrepair.

4.4. CONCLUSION

In this chapter, summative evaluation was mentioned as a type of programme evaluation research which is concerned with the assessment of the impact of programmes on communities. According to De Vos (1998), outcome or impact analysis research was mentioned as meaning summative evaluation. This study focused discussions on the impact analysis research.

This chapter again detailed discussions on what CBPWP is all about, its objectives and the process.

The next chapter discusses the empirical findings of the study.

CHAPTER 5

EMPIRICAL RESEARCH FINDINGS OF THE STUDY

5.1. INTRODUCTION

The preceding chapters two, three and four focused on the theoretical background of community empowerment and community empowerment programmes.

Since the goal of this study is to evaluate the impact of the Community Based Public Works Programme (CBPWP) on rural communities, the researcher conducted a combination of qualitative and quantitative study by utilising a quasi-experimental design, namely, the comparison posttest-only design to obtain that goal.

The first section of this chapter discusses the research methodology utilised in this study. The second section discusses the empirical results of the study.

5.2. RESEARCH METHODOLOGY

In this study, two samples of five rural communities each were drawn from the two sampling frames. The two groups represented the experimental group (those who received the CBPWP) and the control group (those who did not receive it). Ten groups contributed six of their steering committee members each as the respondents of the study. The respondents for this study totalled sixty.

5.2.1. RESEARCH PROCEDURE AND STRATEGY

This study utilised the focus group interviewing research methodology for data collection. Focus group interviewing was described as “a purposive

discussion of a specific topic or related topics taking place between eight to ten individuals with similar background and common interests” (Schurink, Schurink & Poggenpoel in De Vos, 1998:314). De Vos and Fouché in De Vos (1998:90) maintain in their statement that “in essence this method is an open group discussion between specifically selected persons under the leadership of a group leader who is trained and experienced in handling group dynamics.” Focus group interviews as their name suggests focus discussions on topics that are relevant to the study.

A group leader was trained into focus group interview methodological observation. Moser and Kalton (1971:246) advise that “it was necessary as a preliminary to train investigators to observe accurately.” They were supported by Lehmann and Mehrens (1971:84) who stated that “observers have to be well trained on what to observe and what to ignore in order to do their job correctly.”

A group leader, in this study called observer, observed and recorded the focus group interviews on a score form. A score form is included as appendix A. Ten focus group interviews took place with sixty respondents who were exposed to six qualitative questions which were formulated around the six objectives of the CBPWP, namely;

- What are your impressions regarding your community participation during your project?
- How successful do you think were the methods of creating jobs for the people when implementing your project?
- What feelings do you have towards education and training that was introduced through the CBPWP project?
- What do you think about the management and maintenance of your project?
- How do you feel about targeting of the most needy within your community during the CBPWP project?
- What do you think about the sources of funding for your project?

5.2.2. RESEARCH DESIGN

The researcher utilised a quasi-experimental design to conduct this evaluative study.

The type of the quasi-experimental design utilised in this research study is called the comparison group posttest-only design or the static group comparison design (Leedy, 1989:222). Suchman (1967:94) and Fouché and De Vos in De Vos (1998:218) explain that, under the comparison group posttest-only design, we have two groups of respondents, the one exposed and the other not exposed to the programme.

In a static group comparison design, Tripodi (1981:218) writes, "one group is the experimental group, which is exposed to the independent variable (X). The other group, the comparison group, is not exposed to X." In this study, the experimental group was exposed to the CBPWP (independent variable X) and the control group/comparison group was not exposed to the CBPWP.

The comparison group posttest-only design was chosen above other designs because it does not expose the respondents to harmful effects for the study purpose. In this regard, the control group was not purposefully denied of the CBPWP for the interest of this study (compare Strydom in De Vos; 1998:25). Hedrick, Bickman and Rog (1993:38) support the choice of a design by stating that "selection of a design affects the credibility of the research, its usefulness, and its feasibility."

5.2.3. TYPE OF RESEARCH

The type of research utilised is an evaluative research which according to De Vos (1998:367), is "the systematic application of social research procedures for assessing the conceptualisation, design, implementation and utility of social intervention programmes."

For Bless and Higson-Smith (1995:47), evaluation research is a method of social science which is used to assess the design, implementation and usefulness of social intervention. Programme evaluation research was discussed into detail in the previous chapter.

This study was conducted to investigate through both the literature and an empirical studies the impact of CBPWP on rural communities. Hedrick, Bickman and Rog (1993:29) support by maintaining that impact question “requires the development of a comparison base, that is, an estimate or measurement of what would have been the case if the causal entity had not been present.”

5.2.4. POPULATION, SAMPLE AND THE SAMPLING METHOD

In this study, forty eight communities in the Phalala district of the Bushveld region in the Northern Province who applied for the CBPWP form the population.

In consideration of the limitation of the available resources for this study such as time, finance, expertise and distance to be covered when collecting the data, a sample of ten communities, comprised of five experimental and five control groups each, was drawn from the population for the empirical study purpose.

A sample is a portion of the population which is selected for the study and its purpose is to “give us an accurate understanding of what groups and individuals are like” (Mark,1996:104). A sample is a subset of the population.

Twenty one (21) rural communities who received the CBPWP and twenty seven (27) who did not receive the CBPWP in the Phalala district of the Bushveld region in the Northern Province, respectively, formed two sampling frames. Five communities were selected from each of the sampling frames by a method known as “lottery” or the “bingo game” (Philliber, Schwab & Gloss, 1980:87; Moser & Kalton, 1971:81-82; Nigel, 1993:87). According to the

lottery method, communities in the two sampling frames were represented by numbers which were written on small card and mixed into two bowls. Selection was conducted by drawing one card after another without looking into the bowl, until the right number of the representatives, five in this regard, was obtained.

Sampling frame is according to Philliber, Schwab and Gloss (1980:73) and Rose (1982:51), a process of assigning a number to every member of the population. Sampling frame procedure ensures that every unit of analysis is recorded and known to the researcher.

Each five groups drawn from each sampling frame contributed its six steering committee members as respondents for the study. As mentioned above, the total number of respondents were sixty.

5.2.5. DATA COLLECTION AND ANALYSIS

An evaluation of the impact of the CBPWP on rural communities was achieved through focus group interviews by asking the respondents six qualitative questions which were formulated around the objectives of the programme, namely; strong community participation, labour intensive methods of construction, education and training, management and maintenance of the assets once they are completed, targeting the most needy within communities and sources of funding.

Questions were translated into a mixture of N. Sotho and Tswana which is the language medium spoken in that district.

Poggenpoel in De Vos (1998:335) explains that qualitative analysis are "usually in the format of textual narrative (transcribed interviews), written descriptions of observations (field notes) and reflections (ideas and conjectures recorded in the researcher's diary). These records are voluminous."

Data which were written on score forms and recorded on tape recorder were transcribed. An example of a transcription is included as appendix B. In order to reduce data into a manageable form, coding procedure was employed.

According to De Vos and Van Zyl in De Vos (1998:271), "coding represents the operations by which data are broken down, conceptualised and put back together in new ways." Creswell (1994:154) adds by stating that "the researcher takes a voluminous amount of information and reduces it to certain patterns, categories or themes and then interprets this information by using some schema."

Different steps in coding data were obtained from Poggenpoel in De Vos (1998:343-344), Victor (1996:98) and Creswell (1994:155), and the researcher tried to get a sense of the whole by reading through all the transcriptions, selecting interviews one after another, recording topics in categories of major topics, sub-topics and left-overs, looking for the new emerging categories and turning the most descriptive words about the topics and their sub-topics into categories.

The coding procedure enabled the researcher to reduce the data which will be presented in the final part of the second section of this chapter.

5.3. BIOGRAPHICAL PROFILE OF RESPONDENTS

The researcher trained a research assistant into the compilation of an attendance register which was designed for capturing the biographical information of the respondents. The attendance register had columns which required respondents to furnish the researcher with information regarding their sex, age, highest educational qualification, language, occupation, position in the steering committee and project type.

An attendance register is included as appendix C.

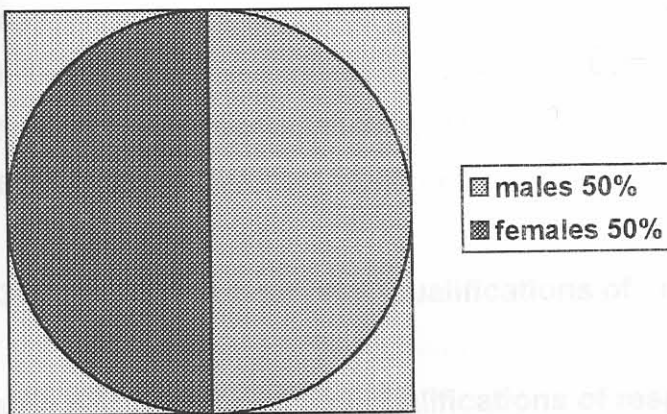
It has been mentioned in the beginning of this chapter that this study will make use of two groups (experimental and control groups) to compare responses of respondents regarding the objectives of the CBPWP.

The five experimental and five the control groups contributed six members each as respondents of the study. The study had sixty respondents, with 30 (50%) from each of the experimental and control group.

Characteristics of respondents were as follows:

5.3.1. Sex of respondents

Figure 5.1: Sex of respondents



From Figure 5.1, it is reflected that both males and females were equally represented with the scores of N=30 (50%) each.

5.3.2. Ages of respondents

Ages of the respondents were grouped according to Papalia and Olds (1992), who maintained that ages are categorised into adolescence (12-20 years), young adulthood (21-40 years), middle adulthood (41-65 years) and late adulthood (65 years and above).

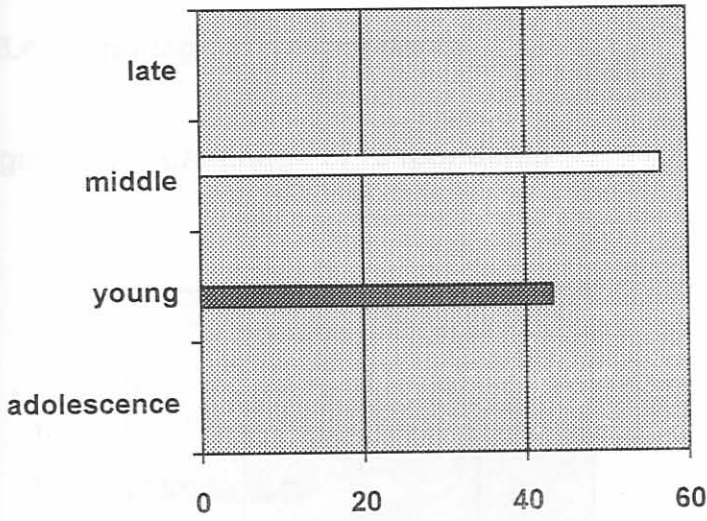
Figure 5.2: Ages distribution of respondents

Figure 5.2 depicts the age distribution of the respondents by means of a graph. The highest concentration of respondents were of the middle adulthood (41-65 years) with a score of N=34 (56.7%). Young adulthood (21-40 years) was represented by N=26 (43.3%). The adolescence and late adulthood ages were not represented.

5.3.3. Highest educational qualifications of respondents

Table 5.1: Educational qualifications of respondents

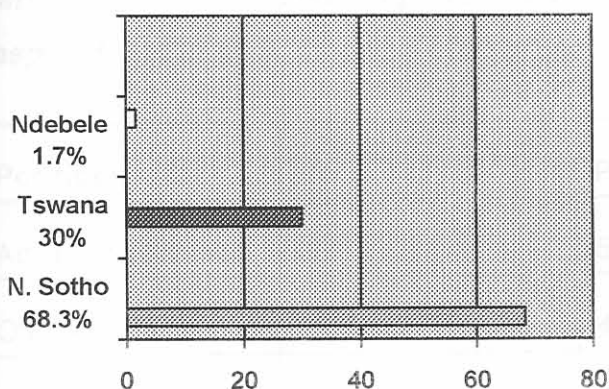
Educational Qualifications	Respondents	Percentage
Standards 0-5	21	35%
Standards 6-8	14	23.3%
Standards 9-10	24	40%
Tertiary	1	1.7%
Total	60	100

From Table 5.1, it is indicated that the highest number of respondents have passed between standard 9 and 10 with a score of N=24 (40%), followed by those between standard 0 and 5 with a score of N=21 (35%), standards

between 6 and 8 with a score of $N=14$ (23.3%), and those who obtained a tertiary education with a score of only $N=1$ (1.7%).

5.3.4. Language of respondents

Figure 5.3: Language of respondents



According to Figure 5.3, the majority of the respondents, namely; $N=41$ (68.3%) were Northern-Sotho, followed by $N=18$ (30%) Tswana and $N=1$ (1.7%) Ndebele speaking.

5.3.5. Occupations of respondents

Table 5.2: Occupational backgrounds of respondents

Occupation	N=	Percentages
Unemployed	42	70%
Teachers	11	18.3%
Labourers	1	1.7%
Self-employed	4	6.6%
Pensioners	1	1.7%
Politicians	1	1.7%
Total	N=60	100%

Table 5.2 indicates that rural communities had a highest concentration of respondents in the unemployed category, with a score of $N=42$ (70%).

Respondents who were employed were teachers, labourers and the self-employed, with scores of N=11 (18.3%), N=1 (1.7%) and N=4(6.6%) respectively. The pensioners and the politicians were represented by one member each with 1.7%, respectively.

5.3.6. Positions held by respondents in the steering committees

Table 5.3: A grouped frequency distribution of positions held by the respondents in their steering committees.

Positions	N=	Percentages	Cumulative %
Additional Member	35	58.3%	58.3%
Official	25	41.7%	100%
Total	60	100%	100%

Information from Table 5.1 above reveals that additional membership dominated the representation of respondents with a score of N=35 (53.3%). Office bearers such as a chairperson, vice chairperson, secretary and treasurer were represented by an N=25 (41.7%) score.

Additional membership is comprised of respondents who do not hold accountable positions in their steering committees.

5.3.7. Organisations of origin for respondents

Organisations of origin for respondents means community based organisations that the respondents are affiliated to within their communities.

Table 5.4: Distribution of the respondents on their organisations of origin

Organisation of origin	Respondents	Percentages
School governing bodies	40	66.7%
Civic Associations	10	16.7%
Churches	3	5%
Political Parties	5	8.3%
Traditional leaders	2	3.3%
Total	N=60	100%

From Table 5.4, forty respondents (66.7%), reported that their organisations of origin were the school governing bodies. A score of N=10 (16.7%) was represented by the civic associations, N=3(5%) by the churches, N=5 (8.3%) by the political parties and N=2 (3.3%) by the traditional leaders.

5.3.8. Project types of respondents

Project type of respondents means the type of projects that their respective communities have implemented.

Table 5.5 : Distribution of the respondents on the types of projects

Type of Project	N=	%
Pre-Schools	48	80%
Schools	12	20%
Total	60	100%

Table 5.5 above indicates that the pre-schools were represented by a score of N=48 (80%). The schools were represented by the remaining N=12 (20%).

5.4. EMPIRICAL DATA FINDINGS

5.4.1. INTRODUCTION

This second section of this chapter presents the empirical research findings of the study. Since this study is about the attitudes, feelings and impressions of the respondents towards the objectives of the CBPWP, this section will present their responses to the focus group questions.

In this section, respondents' answers will be presented as if they belong to the groups they represent. Steering committees will therefore in themselves, in this section, be regarded as the respondents of this study. The total number of respondents will thus be ten (10), five from the experimental and the control groups, respectively.

5.4.2. THE STRUCTURE FOR THE PRESENTATION OF THE EMPIRICAL DATA FINDINGS

The researcher has designed a structure through which the empirical data will be presented. The structure is made up of five steps, namely; objectives of the CBPWP, conceptualisation of the objectives, questions for the focus group interviews, graphical presentation, and the interpretation of the empirical data.

5.4.2.1. Objectives of the CBPWP

The researcher will present each of the six objectives of the CBPWP individually. In this step, important theoretical background of the objectives will be discussed as well.

5.4.2.2. Conceptualisation of the Objectives

The objectives will be defined and discussed in detail. Conceptualisation means that the researcher defines the problem that is under investigation in more detail. Bless and Higson-Smith (1995:36) defines conceptualisation as “the definition of a concept by a set of other concepts.” De Vos (1998:111) writes that “we label concepts with words, Schuurman continues, and this allows us to think about them and communicate them to other people. We call the process of categorising and labelling conceptualisation.” When objectives are finally conceptualised, they become understandable to people other than the researchers alone.

5.4.2.3. Question for the focus group interviews

Questions for the focus group interviews were formulated around the objectives of the CBPWP. These questions are qualitative in nature, allow for the spontaneous responses from the respondents and are well designed. Schurink, Schurink and Poggenpoel in De Vos (1998:318) comment that “because questions are the heart of the focus group interview, they must be carefully selected and phrased prior to the focus group interview in order to elicit the maximum amount of information.”

5.4.2.4. Graphical presentation

Empirical data will be graphically presented through diagrams and tables. Nigel (1993:218) states that data are organised through whichever modern technology that is available in order to facilitate our understanding of their meaning. Graphic presentation is according to De Vos and Fouché in De Vos (1998:209), a “great help in enabling us to comprehend the essential features of frequency distribution and in comparing one frequency distribution with another.”

5.4.2.5. Interpretation

After data were put into categories, and presented as such, the audience still need to be explained why it is thus so. This calls for interpretation of data. De Vos and Fouche in De Vos (1998:203) reiterate that “the analysis of research data, however, does not in itself provide the answers to research questions. Interpretation of the data is necessary. To interpret is to explain, to find meaning.” Interpretation is about the explanation of data.

The researcher will also under this step report some of the statements that were extracted from the transcriptions which he feels they strongly support the responses given by the respondents.

During the presentation of the empirical data findings, the researcher will make a comparison of both the experimental and the control groups by stating the points and their respective percentages each of them has scored when responding to a particular topic.

5.5. EMPIRICAL DATA: OBJECTIVES OF THE CBPWP

This part of the section presents the data regarding the six objectives of the CBPWP, their conceptualisation, questions for the focus group interviews, graphical presentations and interpretation.

5.5.1. OBJECTIVE NO.1 OF THE CBPWP: STRONG COMMUNITY PARTICIPATION

The first objective of the CBPWP to be discussed is strong community participation. Strong community participation means the involvement of every sector within the community that has a reasonable interest on the project. Musandiwa (1997:2) and the *Draft White Paper on Social Welfare* (1995:5) state that strong community participation means the heterogeneity of the group representing the entire community, whilst Horton (1992:13) and

Triegaart (1993:10) on the other hand, stress the importance of the inclusion of the grassroots in the community steering committees.

* CONCEPTUALIZATION OF THE STRONG COMMUNITY PARTICIPATION OBJECTIVE

Conceptualisation of the concept strong community participation is that the projects are made possible by the involvement of community members themselves, and that the steering committees should be represented by the legitimate stakeholders, namely, grassroots, government departments and/or funding institutions and the social/technical consultants.

* QUESTION OF THE FOCUS GROUP INTERVIEWS

What are your impressions regarding your community participation during your project?

* GRAPHICAL PRESENTATION

Table 5.6: Distribution of the respondents on the types of the community participation during the implementation of their projects

Types of Groups	Actual Construction	Contributions	Meetings
Experimental	5(100%)	4(66.7%)	2(66.7%)
Control Group	0	2(33.3%)	1(33.3%)
Total	N=5	N=6	N=3

* INTERPRETATION

From Table 5.6 above, N=5 (100%) of the respondents in the experimental group reported that they participated in their projects through the actual construction of the assets.

N=4 (66.7 %) of the respondents in the experimental group reported that they participated through contributions in the form of funds, tools and equipment.

N=2 (33.3%) of the respondents in the experimental group reported that they contributed furniture and held regular community meetings.

Supportive statements extracted from the transcriptions are as follows:

Our community participated by contributing R100 per family towards the project

After we learnt that our project will be funded, we started buying chairs for our children

Some members participated in the actual construction of the project, without them really it would not be there.

The communities did not employ building contractors to do the construction of their projects, instead they involved their own members to do the construction.

N=2 (33.3 %) and N=1 (33.3%) of the respondents in the control group reported that they only participated through contributions and holding of regular community meetings, respectively.

Their statements were captured as follows:

Public Works has not yet assisted our community financially, we will do something after they have given us money

We invited one another for meetings and we co-operated to one another

5.5.2. OBJECTIVE NO.2 OF THE CBPWP: LABOUR INTENSIVE METHODS OF CONSTRUCTION

The second objective of the CBPWP to be discussed is labour-intensive methods of construction .

A community empowerment approach is about redressing the socio-economic conditions that continue to stress communities, especially poverty which is exacerbated by unemployment in the South African context. Community empowerment programmes should therefore be designed in such a way that they are able to engage a number of individuals, thereby ameliorating the problem of unemployment. Machinery is identified as the main cause of limiting the opportunities of individuals into gaining employment.

*** CONCEPTUALIZATION OF THE LABOUR INTENSIVE METHODS OF CONSTRUCTION**

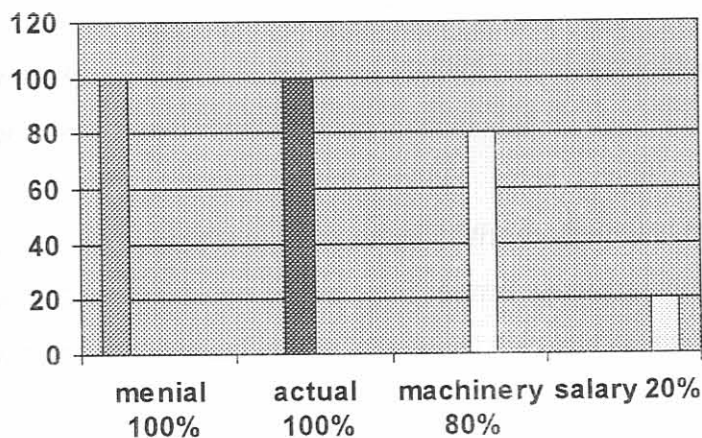
Conceptualisation of the concept labour intensive methods of construction maintains that machines should as much as possible be replaced by human resources.

*** QUESTION OF THE FOCUS GROUP INTERVIEWS**

How successful do you think were the methods of creating jobs for the people when implementing your project?

* **GRAPHICAL PRESENTATION**

Figure 5.4 : Methods of creating jobs for the experimental group communities



* **INTERPRETATION**

Figure 5.4 reflects through histogram that N=5 (100%) of the respondents in the experimental group created jobs for their community members by tasking individuals to do menial work such as cleaning the yards, clearing the project site and fetching sand.

All the respondents in the experimental group (100%) , reported that their community members were involved in the actual construction of the project.

A statement said:

We felt we should create as many jobs as possible to absorb the destitute who sleep without a meal" to do the construction of the project themselves.

Four groups of respondents in the experimental group (80%), reported that they created jobs through the avoidance of machinery in the construction of their projects by involving members into fetching water with tins and drums instead of paying for the connection of waterlines towards their projects, painting of planks with insecticides instead of purchasing ready-prepared timber, mixing mortar manually instead of buying ready-mixed mortar, and brick-making instead of buying ready-made bricks.

Respondents said the following:

In order to hire a number of individuals, we avoided to utilise machines for our project

We employed them, a number of them, they will collect water, mix mortar and will clear the bush in the yard, some were painting, some painted the planks with that chemical which kills ants, they did all sorts of things

20% of the respondents in the experimental group reported that they created jobs by lowering the workers' salaries.

One of them stated:

To be able to hire a number of people we concentrated on lowering their wages, we paid minimal wages (LAUGH) very minimal wages

All the respondents in the control group (100%), reported that they did not receive funds from the CBPWP and as a result they did not employ people.

A respondent mentioned:

In our community we did not hire people, we are unable to do so, with what shall we wash (pay) their hands

The CBPWP projects satisfied the prerequisite of labour intensive methods of construction objective.

5.5.3. OBJECTIVE NO.3 OF THE CBPWP: EDUCATION AND TRAINING

The third objective of the CBPWP to be discussed education and training.

Nkuhlu (1994:6) and Cheetham, Fuller, McIvor and Petch (1992:6) categorise education and training under capacity building whilst Freire (in Mondros & Wilson; 1994:15) terms it conscientization to denote a “ learning to perceive social political and economic contradictions and to take action against the oppressive elements of reality.” Education and training entails the enhancement of community knowledge, attitudes and skills through training.

*** CONCEPTUALIZATION OF THE EDUCATION AND TRAINING OBJECTIVE**

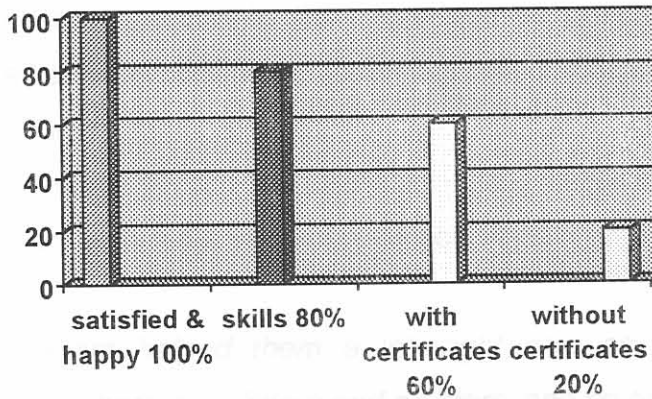
Conceptualisation of this concept includes that communities should receive vocational and/or technical management skill training and their members should be certificated after the training in order to enable them to pursue employment elsewhere after the completion of their projects.

*** QUESTION OF THE FOCUS GROUP INTERVIEWS**

What feelings do you have towards education and training that was introduced through the CBPWP project?

* GRAPHICAL PRESENTATION

Figure 5.5: Feelings of the respondents towards education and training that was introduced by the CBPWP



* INTERPRETATION

Figure 5.5 indicates through a bar graph that all the respondents in the experimental group (100%), reported that they were satisfied and happy for having received the education and training that was introduced by the CBPWP in their communities.

A statement extracted from one of them says:

We are very pleased Public Works has collected our youth and trained them at Polokoane (Pietersburg), that education they have received could assist them in obtaining jobs elsewhere, they collected some certificates after that training

Four groups of the respondents in the experimental group (80%), reported that their members received technical/vocational and social management skills training on bricklaying, carpentry, plumbing, electrical wiring, and bookkeeping, supervision and security service administration.

One stated:

Training was very helpful because some of us could be employed somewhere, some are security officers, some work at the RDP project as builders, some as painters, we are thankful

Three (60%) respondents in the experimental group reported that their members had already obtained jobs through the certificates that they received from the training institutions.

The researcher captured a statement which says:

Yes those papers helped them a lot, right now as we speak they are employed somewhere as builders and painters, and so on

One group of the respondents (20%) in the experimental group, reported that their two trainees did not receive certificates even though they have passed their courses.

A respondent stated:

We are very happy for the training that was introduced by Public Works to our community, our only problem is that two of our trainees did not receive their certificates even though they passed

All the respondents in the control group (100%), reported that education and training was not introduced to their communities because they were not funded by the CBPWP.

This response was captured by a statement which says;

We are only desperate to receive funds, and thereafter the question of education shall be solved

5.5.4. OBJECTIVE NO.4 OF THE CBPWP: MANAGEMENT AND MAINTENANCE OF THE ASSET ONCE IT IS COMPLETED

The fourth objective of the CBPWP to be discussed is management and maintenance of the asset once it is completed.

President Mbeki on his opening speech, *Mbeki: Opening of Parliament (1999:9)* and *White Paper on Public Works (1997:15)* stressed the integration of community development projects between different government departments. The *White Paper on Public Works (1997:15)* stated that “although assets created through public works programmes are ultimately supposed to be maintained by line function departments, it has never been clear who actually assumes responsibility for maintaining the finished assets and many assets run the risk of falling into disrepair.”

The line functional government departments should continue to manage and maintain the assets after they were completed by the CBPWP.

*** CONCEPTUALIZATION OF THE MANAGEMENT AND MAINTENANCE OF THE ASSET ONCE IT IS COMPLETED OBJECTIVE**

Conceptualisation of the concept management and maintenance of the asset once it is completed possesses in itself the following attributes; the asset is fully utilised for its intended purpose and that it is managed and maintained by the line functional government departments and/or institutions.

*** QUESTION OF THE FOCUS GROUP INTERVIEWS**

What do you think about the management and maintenance of your project?

* GRAPHICAL PRESENTATION

Table 5.7: Distribution of the nature of management and maintenance of assets after their completion, for the experimental group

Nature of management and maintenance of assets after their completion	Respondents	Percentages
Community cleaning the project	1	20%
Community enrolled its children to fully utilise the asset	1	20%
Project closed down	4	80%
Project do not have security, teacher and children	4	80%
Project occasionally vandalised	1	20%
There is no user department to take over the management and maintenance functions of the projects	5	100%

* INTERPRETATION

From Table 5.7 above, one group of the respondents in the experimental group (20%), reported that they are maintaining their asset by cleaning it regularly.

Twenty percent of the respondents in the experimental group, reported that they enrolled their children to fully utilise the asset.

Four groups of the respondents in the experimental group (80%), reported that their projects have closed down due to different reasons. Two out of four projects (50%), reported that their projects have closed down due to the introduction of Grade Reception in the schools. One respondent (25%) in the experimental group reported that their project has closed because very few children were enrolled in the pre-school. One respondent (20%) in the experimental group reported that their project has closed down due to the lack of a teacher.

Respondents mentioned as follows:

The pre-school is no longer working, the teachers at the real school have taken over its functions, we do not know what to do with our building

We cannot afford to pay the salary of a teacher, we will get one soon and the classes will resume

Eighty percent of closed projects respondents reported that they do not have security to look after their assets.

One of these projects (20%) , was reported to have been occasionally vandalised.

To support , one mentioned as follows:

The pre-school is occasionally vandalised, we are concerned but cannot do anything to save it

Five groups of the respondents in the experimental group (100%), reported that they have trained the security officers during their project implementation but were unable to employ them after the assets were completed.

A statement says:

They are running around the village with nothing to do, who will pay them for looking after our project

Five respondents in the experimental group (100%), reported that there is no user department to take over the management and maintenance function of their projects once they were completed by the CBPWP.

This condition is mentioned in a statement:

There is no hope my son, if the department for the pre-schools (Education) could assist us, but they are quite, they say nothing

Five respondents in the control group (100%), reported that they do not manage and maintain their projects because nothing was built with the CBPWP funds in their communities.

One respondent said:

Public Works did not give us money to erect a structure

Three respondents in the control group (60%) , reported that they will in future employ the security officers, teach the community how to look after the projects after they were completed and will enrol their children to make the fullest utilisation of the projects after they were funded by the programme.

5.5.5. OBJECTIVE NO.5 OF THE CBPWP: TARGETING THE MOST NEEDY WITHIN A COMMUNITY

The fifth objective of the CBPWP to be discussed is targeting the most needy within a community.

Lombard (1991:205-206) maintains that community empowerment programmes are meant to improve “the quality of life of the individual and the community on the physical, social, economic, and political terrain.” Rappaport,

Swift and Hess (1984:3) and Horton (1992:9) add that community empowerment programmes should instil power to the marginalized by placing women in the leadership positions and address the conditions of the youth.

According to the CBPWP, the most needy within communities are women with families, the youth and the disabled who are unemployed.

* **CONCEPTUALIZATION OF TARGETING THE MOST NEEDY WITHIN A COMMUNITY OBJECTIVE**

Conceptualization of the concept targeting the most needy within a community includes the attributes as follows; the women with families, youth and the disabled who are without employment should be targeted by the CBPWP projects.

* **QUESTION OF THE FOCUS GROUP INTERVIEWS**

How do you feel about the targeting of the most needy within your community during the CBPWP project?

* **GRAPHICAL PRESENTATION**

Table 5.8: Sections within the experimental group communities who were targeted as the most needy within the community during the CBPWP projects

Sections who were targeted the most needy	Respondents
Those who do not work	N=3 (60%)
Those who are from poor family backgrounds	N=2 (40%)
Youth (average boys and girls)	N=3 (60%)
Older women	N=3 (60%)
Breadwinners who do not work	N=2 (40%)
Women in need of food	N=2 (40%)
Men in need of food	N=2 (40%)
Orphans	N=1 (20%)

* INTERPRETATION

The matrix in Table 5.8 above reflects the sections within the experimental group communities who were targeted the most needy during the CBPWP projects.

Respondents in the experimental group reported that the most needy within their communities who were targeted were individuals who do not work, youth (average boys and girls), and older women, each with a score of N=3 (60%), respectively.

N=2 (40%) respondents in the experimental group reported individuals from poor family backgrounds, breadwinners who do not work, women and men in need of food, were targeted in their projects.

Some of their statements are as follows:

We looked for the youth because age was our determining factor, and the aged especially older women

The poor got an opportunity of being employed, they received salaries to feed their families, those who are staying home with nothing to do were employed

We concentrated on employing members of families who were breadwinners especially old women who have families and had no jobs at all

One respondent in the experimental group (20%), stressed the importance of including older women in their category of the most needy within the community by saying:

Poor old women, we cannot throw them away

One respondent in the experimental group (20 %), reported that they targeted orphans when employing individuals for their CBPWP projects.

One said:

We said people lets hire those orphans who do not have a plate for the night, and we hired them all

Respondents reported that they improved the lives of the most needy within their communities by providing them with paying jobs.

All respondents in the control group (100%), reported that they did not have incidents of targeting the most needy within their communities because they were not funded by the CBPWP.

A statement says:

We won't say anything about employing (people) in our project, because Public Works did not help us, we are still waiting

5.5.6. OBJECTIVE NO.6 OF THE CBPWP: SOURCES OF FUNDING

The sixth objective of the CBPWP to be discussed is sources of funding.

Even when the *Community-Based Public Works Programme* (1994:41) has stated that "CBPWP wants to give money to communities who cannot get money from other sources," proponents of the community empowerment school of thoughts, Musandiwa (1997:6), Rubin and Rubin (1992:394) and Lombard (1991:156) still maintain that leveraging is the best method that makes good community empowerment programme. By leveraging it means that communities should be encouraged to contribute certain resources towards their projects implementation.

* **CONCEPTUALIZATION OF THE SOURCES OF FUNDING OBJECTIVE**

Funding for the implementation of projects should be obtainable from the funding institutions, in this regard the CBPWP, community contributions and others.

* **QUESTION OF THE FOCUS GROUP INTERVIEWS**

What do you think about the sources of funding for your project?

* **GRAPHICAL PRESENTATION**

Table 5.9 Distribution of sources of funding for both the experimental and the control groups

Types of funding sources	Experimental group	Control group	Total
CBPWP funds	5	0	5
Contribution in the form of local money	4	3	7
Contributions in the form of building materials and furniture	5	2	7
Total	14	5	19

Sources of funding are reflected in Table 5.9 above.

* **INTERPRETATION**

Five groups of respondents in the experimental group (100%), reported that they received CBPWP funding .

Some said as follows;

We applied for funding from Public Works, they assisted us

We only received money from Public Works

We did not get money from elsewhere except Public Works

Five groups of the respondents in the control group (100%), reported that they did not receive the CBPWP funding.

One stated:

Public Works did not give us anything

Seven groups of the respondents in both the experimental and control groups (70 %), reported that they contributed money towards their projects.

One remarked as follows:

We requested each household to contribute R100 towards the project, we deposited the money in the bank, it is waiting for more funds from Public Works

Seven groups of the respondents in both the experimental and control groups, reported that they contributed building materials such as bricks, zinc, planks and poles, and furniture towards their projects.

A statement remarked:

We did not buy bricks with Public Works money, we had bricks already

Two groups of the respondents in the experimental group, reported that their CBPWP funds were insufficient and that they applied for additional funds from the programme.

Supporting statement remarked as follows:

They first gave us R242 000 and it was insufficient, then we requested for additional R50 000 to complete it, and we were given

5.6. CONCLUSION

This chapter explicated the research methodology which was implemented in this study. It discussed both the quantitative and qualitative data findings. Data were presented through the diagrams and were interpreted.

In the proceeding chapter 6, the researcher will discuss the conclusions and recommendations regarding the study.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

6.1. INTRODUCTION

This chapter outlines conclusions regarding the goal, objectives and hypothesis of the study. It also make recommendations and formulate guidelines for the implementation of future CBPWP's and possible research topics.

6.2 . CONCLUSIONS OF THE STUDY

In this section, the study discusses conclusions regarding the goal, objectives and hypothesis of the study.

6.2.1. GOAL OF THE STUDY

The goal of this study was to evaluate the impact of the CBPWP on rural communities. The goal has been attained through comparing communities which received the programme with those which did not receive it, called the experimental and the control groups, respectively.

6.2.2. OBJECTIVES OF THE STUDY

This study has three objectives, namely; firstly, to investigate through a literature study, the issues regarding community empowerment and community empowerment programmes, secondly, to investigate through an empirical study, the impact of the CBPWP in rural communities, and thirdly, to formulate guidelines and make recommendations on the most effective implementation of the CBPWP in rural communities.

Conclusions regarding these objectives of the study will be individually discussed.

6.2.2.1. OBJECTIVE 1: TO INVESTIGATE THROUGH A LITERATURE STUDY, ISSUES REGARDING COMMUNITY EMPOWERMENT AND COMMUNITY EMPOWERMENT PROGRAMMES

This objective has been attained and the researcher came up with the following conclusions:

* COMMUNITY EMPOWERMENT

A literature investigation revealed that community empowerment is the most effective approach to develop the poor rural communities because it combines the attributes contained in the self-help, the conflict and the technical assistance approaches, and the involvement of communities in their own development (Chamber & McBeth, 1992:22; Horton, 1992:6).

Proponents of community empowerment, Musandiwa (1997:2), Chambers and McBeth (1992:22), Sundet and Mermelstein (1988:94), Rappaport, Swift and Hess (1984:23) and Harrison, Hoggett and Jeffers (1995:147), maintain that effective community empowerment emphasises strong community participation in the processes of programmes, after which a community will gain enhanced capacity building, has full ownership of the assets and minimised reliance on outsiders, and have sustainable development.

Community empowerment process becomes effective when the important sectors within a community are afforded an opportunity to take part in it. Grassroots are the important representatives of communities who play a major role in every community empowerment project and their inclusion in the programmes is of utmost importance.

* **COMMUNITY EMPOWERMENT PROGRAMMES**

It has been identified from literature investigation that effective community empowerment programmes in the rural communities should be conducted in such a manner that they satisfy objectives similar to those of the CBPWP, namely; strong community participation, labor intensive methods of construction, education and training, management and maintenance of assets once they are completed, targeting the most needy within a community and sources of funding.

Strong community participation

According to Horton (1992:13) and Triegaart (1993:10), community empowerment programmes will be effective if the grassroots within communities are involved in resolving their own problems with the minimal reliance on the outsiders.

Labour intensive methods of construction

Musandiwa (1997:13) says programmes which replace machinery with human resources in their construction tend to involve more community members than the ones which utilise the machines. This objective enables community projects to improve the qualities of life of the many, by employing them and reducing unemployment which is rife in the communities

Education and training

Community empowerment programmes which concentrate on education and training opportunities for those who are involved in their projects tend to be effective in enhancing the community knowledge, attitudes and skills (Nkuhlu, 1994:6; Cheetham, Fuller, McIvor & Petch, 1992:6).

Management and maintenance of assets once they are completed

Lombard (1991:287) and Dykeman in Shaffer (1995:148) believe that sustainable community empowerment programmes are those that are co-ordinated amongst government user departments and/ or non- governmental organisations, have minimal duplication and conflicts, and lead to continual management and maintenance of assets after they are completed.

Targeting the most needy within a community

Community empowerment programmes must have a specific sections of the community that they are targeted for. According to Musandiwa (1997:13), for programmes to be effective, they should concentrate on targeting only those sections of community which they are meant for.

Sources of funding

Rubin and Rubin (1992:394) and Lombard (1991:157) maintain that communities should apply the leveraging method of obtaining funds from the donors. Leveraging enhance community participation and efficacy.

6.2.2.2.OBJECTIVE 2: TO INVESTIGATE THROUGH AN EMPIRICAL STUDY, THE IMPACT OF THE CBPWP ON RURAL COMMUNITIES

The second objective of this study was to investigate through an empirical study, the impact of the CBPWP on rural communities. In this section, the researcher will evaluate the research methodology that was utilised, and discuss the research conclusions that were obtained from the findings of the study.

6.2.2.2.1. RESEARCH METHODOLOGY

In this part of the section, the researcher will evaluate the research methodology that was utilised for this study.

* Population

It became impossible to involve the entire community (population) in the research project, therefore the researcher selected a sample and utilised the steering committee members as respondents for the study.

Smith, Morse and Lobao (1992:135) call steering committee members “the co-ordinators” and support their choice as respondents for a research project by stating that “in this context, the advantages of using the co-ordinators as informants about program success are that they may provide particularly accurate reports because they:(1) have detailed knowledge about the program; (2)should have few problems with recall; and (3) should understand survey questions related to program objectives.”

Sundet and Mermelstein (1988:96) call the steering committee members the “key informants” and write that they are “knowledgeable and involved in community activities. Thus they meet almost exactly the definition of key informants in the professional needs assessment literature.”

Generalizability in this study has been violated because the biographical characteristics of the respondents (steering committee members) are not the true reflection of the population they represent.

Sundet and Mermelstein (1988:96) argue that “the key informants approach, on the other hand, is criticised for the selectivity of its data base and the built-in bias of informants.” They continue to explain that “as key informants, it was anticipated

these persons would come from positions of leadership and that one index of leadership would be the level of formal education attained.”

* **Units of analysis**

A population is made up of units of analysis. In this study, the units of analysis were communities which received and communities which did not receive the CBPWP, called the experimental and the control groups, respectively.

Bless and Higson-Smith (1995:64) maintain that “ unit of analysis is the person or object from whom the social researcher collects data.” Units of analysis for this study were not the communities themselves, but their representatives who were the steering committee members .

* **Focus group size**

Nine to twelve individuals who were to compose the right size of the focus group at a given point in time were impractical to obtain during the empirical part of this study because most of community members in the area were harvesting in the fields.. The size for each focus group was reduce to six which ensured their punctual attendance in the interviews.

Six respondents from each of the ten community groups were able to attend the focus group interviews and they were enough to give the necessary empirical data.

* **The cost of Focus group interviews**

The qualitative data was collected through the focus group interview method which is expensive to conduct.

The researcher hereby argues that the application of the focus group interviews research methodology is extremely expensive if conducted by an independent person who does not have other financial backing from funding institutions.

The researcher is supported by Krueger (1993:70) who writes “focus groups are not cheap according to the standards used by academics and non-profit organisations.”

Rural communities are populated with unemployed individuals who do not have other means of making themselves available at the research project centres and do not have money to buy themselves meals. The researcher provided transport and meals for the respondents during interviews.

* **Score forms**

The researcher trained an observer to record responses given by the respondents on the score forms with great success.

The utilisation of this instrument is supported by Hedrick, Bickman and Rog (1993:18) who say “when issues are especially difficult to clarify, several additional tools are available to the applied researcher to generate new information” and that those tools include participation observation and other observational instruments. Leedy (1989:141) continues to mention that observers “make a careful record of what they observe so that when the aggregate record is made, the researcher can return to the record to study the observations that have been described there.”

* **Focus group interviews**

During the implementation of the study, it was identified that respondents tended to respond positively in an act to please the researcher.

Smith, Morse and Lobao (1992:135) remarked that “a validity issue meriting further discussion is the possibility of socially desired responses.” Morgan and Krueger

(1993:7) stated that “focus groups tend to produce conformity,” and advised that in order to reduce it, a researcher need to create an atmosphere in which every respondent feels free to share his/her opinions with others.

In this study, the researcher explained his role as a researcher and that the respondents' answers were not in any circumstance going to affect their relationship with his employer, namely; Public Works.

* **Data collection**

Biographical information of the respondents was collected through an attendance register, and the qualitative data through the focus group interviews. The procedure of using both the qualitative and quantitative methods is called triangulation and it produces valuable data.

Grimes, De Ville and Leonard (1984:51) say “impact analysts make use of data from a wide variety of sources in their efforts to adequately depict the environment of the host area.” Sundet and Mermelstein (1988:95) support by saying “it is now generally accepted that some combination of approaches yields the most accurate results.”

The quantitative method compensated on the strengths/weaknesses of the qualitative method, and *vice versa*. Thus, when the quantitative method could not collect a particular information, the qualitative was able to collect it.

* **Coding procedures**

Data was difficult to manage, analyse and interpret when it was in their raw state, and therefore the coding procedures became necessary in this study. The researcher followed successfully the coding procedures cited in Poggenpoel in De Vos (1998:343-344), Victor (1996:98) and Creswell (1994:155) in order to analyse and interpret data obtained through the focus group interviews.

* **Research type**

The evaluative research type was relevant for the impact analysis of the CBPWP in rural communities.

Bless and Higson-Smith (1995:51) maintain that this type of research is set out “to determine the extent to which programmes meet their specified aims and objectives.” De Vos (1998:365) defines it by “the general process of weighing or assessing the value of something.”

The succeeding section will discuss the conclusions that were made from the research findings of this study.

6.2.2.2.2. CONCLUSIONS FROM THE EMPIRICAL FINDINGS

This part discusses the conclusions that are based on the empirical findings of this study.

* **Educational qualification of respondents**

The data reflected in Figure 5.3 indicate that rural communities have less representation of their own experts, with a score of $N=1$ (1.7%). This score was obtained from both the experimental and control groups. The lack of own experts leads to reliance on outsiders, which according to Nkuhlu (1994:12), prevents sustainable development.

* **Community participation of respondents**

In Table 5.2, organisations of origin for respondents are listed as school governing bodies (SGB's), civic associations, churches, political parties and traditional leaders.

Harrison, Hoggett and Jeffers (1995:147) wrote that the form of representation that is usually evident in the rural community programmes should include “constitutional/democratic representatives, e.g. councillors; elected chairpersons for a committee; (b) religious representatives of a community; e.g. Vicar of Anglican churches, Muslim elders; (c) “grass-roots” representatives (natives) e.g. individuals born and/or living in a community; and (d) “professional” representatives e.g. community development workers, health service staff who work within/with a community.”

A similar steering committee body which is a South African example was contributed by Lombard (1991:305), who maintained that, it is composed of a Chairman (a youth from local congregation), secretary (a non-working mother), a teacher, representative from the local mine, a community nurse, representative from the town council, two matriculants (a boy and a girl from the high school) and the community worker.

In this study, the respondents in the experimental and the control groups were not represented by the technical/social consultants and the officials from the funding institution.

* **Labour intensive methods of construction**

Table 5.7 reflects that community empowerment projects in the rural communities satisfy the prerequisite of labour intensive methods of construction objective of the CBPWP, which is intended to involve many community members during the construction of the project.

Community members in the experimental group were involved with the menial work, the actual construction, the replacement of machinery with individuals and the reduction of salaries, with scores of N=5 (100%), N=5 (100%), N=4 (80%) and N=1 (20%), respectively.

The respondents in the control group did not report on this objective because CBPWP did not fund them.

* **Education and training**

From item 5.5.3 and its respective graphical presentation Figure 5.8, it is indicated that community projects in the experimental group successfully trained members in the implementation of their projects, but they failed to train steering committee members who are the heart and soul of the projects into their management of the projects. Training was skewed and only concentrated on the vocational and/or the technical management skills for the employees who were engaged on the projects.

Communities are empowered through their contact with the steering committee members. Steering committees are the mouthpiece of the entire communities and failure to empower them leads to failure to empower the entire communities, and the latter will continue to be reliant on outsiders and fail to take control of their own lives. Steering committee members should receive both the technical and vocational management skills training in order to become good managers of their community projects.

• **Management and maintenance of asset once it is completed**

According to Table 5.5, in the experimental group, only 20% of the projects were reported to be maintained through regular cleaning, 20% enrolled their children to fully utilise the assets, 80% of the completed projects have closed down, 80% of the projects lack security, teachers and children, 20% are occasionally vandalised and that N=5 (100%) are not managed and maintained by the user government departments and/or non-governmental institutions after they were completed by the CBPWP.

The respondents in the control group did not report on this objective because CBPWP did not fund them.

This indicates a serious lack of co-ordination among government departments during the planning and the implementation stages of the projects.

Programmes should be co-ordinated among institutions in order to prepare their management and maintenance once they are completed.

Targeting the most needy within a community

Table 5.6 reflects that N=3 (60%) of the respondents in the experimental group were older women who were targeted the most needy within communities by the CBPWP projects.

The respondents in the control group did not report on this objective because CBPWP did not fund them.

CBPWP projects failed to target the disabled as the most needy within the communities, but included the older women who were not stipulated in the programme.

The White Paper on Public Works (1997:6) states that the Department of Public Works has introduced its labour-intensive methods of construction in order to create as many jobs as possible to absorb people "with greater emphasis on unskilled labour, women, youth and disabled workers."

Effective community empowerment programmes should stick too closely with its rules and regulations, failure of which will lead to mismanagement, maladministration, corruption and nepotism which have a negative effect on community empowerment.

Other sections of the community in Table 5.6 are not mentioned as a concern in this part because they met the requirements of the CBPWP.

Sources of funding

Table 5.7 indicates that there is a community, N=1 (20%) in the experimental group, which was funded by the CBPWP which did not contribute resources towards the implementation of its project.

This shows that some CBPWP projects were funded without regarding whether they practised the leveraging process.

CBPWP projects need to leverage in order to increase their immediate funds.

6.2.2.3. OBJECTIVE 3: FORMULATE GUIDELINES AND MAKE RECOMMENDATIONS FOR EFFECTIVE CBPWP

This objective is also attained and the recommendations and guidelines are discussed in detail under 6.3.

6.2.3 HYPOTHESIS FOR THE STUDY

This study hypothesised that rural communities which received an adequate CBPWP tend to be empowered.

From the empirical data presented above, this study concludes that the CBPWP did not adequately empower rural communities on strong community participation, education and training, management and maintenance of assets once they are completed, targeting the most needy within a community and sources of funding, objectives.

To redress this state of affairs, the researcher will make recommendations and guidelines for effective future CBPWP.

6.3 RECOMMENDATIONS

This study made recommendations on the effective research methodology into the evaluation of the impact of community empowerment programmes on rural communities, and future CBPWP on rural communities.

6.3.1. RECOMMENDATIONS AND GUIDELINES FOR EFFECTIVE RESEARCH METHODOLOGY INTO THE EVALUATION OF THE IMPACT OF COMMUNITY EMPOWERMENT PROGRAMMES ON RURAL COMMUNITIES

This study recommends the following guidelines for effective research methodology that could be utilised in order to obtain good results into the evaluation of the impact of community empowerment programmes on rural communities, namely; that future researchers should:

- * utilise members of steering committees as respondents of their studies, even though they are not a true representative of the entire population.
- * regard communities who applied for the programme as their units of analysis.
- * utilise the static group comparison design which is a type of the quasi-experimental design.
- * consider reducing a number of respondents for the focus group interviews to that which is accessible to them.
- * apply different data collection methods for minimising the bias of unnecessary conformity in the focus group interviews.

use data collection methods which are able to capture both the quantitative and the qualitative information from the respondents.

and that researchers who utilise the focus group interviews as the method of data collection should,

-consider the financial implications and arrange for the transportation, catering and even reimbursement of respondents, and

-make use of the score forms or tally sheets in addition to other instruments to record their observations.

6.3.2. RECOMMENDATIONS AND GUIDELINES FOR FUTURE CBPWP'S IN RURAL COMMUNITIES

This study recommends the following guidelines for future CBPWP practitioners to conduct effective programmes, namely; practitioners should:

- * consider the inclusion of the technical/social consultants and the funding institutions representatives in their steering committee composition;
- * educate and train steering committee members in the technical and management skills of projects;
- * co-ordinate their programmes with other government departments and/or non-governmental organisations;
- * include only the targeted sectors of the communities which were specified in their programme missions; and that they
- * should utilise the leveraging method of increasing funds and other resources for their programmes.

The final section of this chapter discusses the hypothesis, recommendations for future research, value of the study to the social work profession and a summary.

6.4. RECOMMENDATION FOR FUTURE RESEARCH

The researcher recommends that future community empowerment researchers should concentrate their research topics around effective capacity building, long-term projects and sustainable development.

6.5. VALUE OF THE STUDY TO THE SOCIAL WORK PROFESSION

This study is valuable to the social work profession because it outlines discussion around community empowerment and community empowerment programmes. According to it, community empowerment is a newly developing approach in the social work context. It is an intervention utilized by community development practitioners to enable disenfranchised communities to actively participate in the programmes which are intended to sustainably empower them.

This study is an important asset to the profession because it is a pilot for future community empowerment practitioners who wish to conduct effective evaluation research on the impact of programmes on rural communities, and to implement effective programmes.

6.6. SUMMARY

This final chapter outlined the conclusions and recommendations which were derived from the discussion on the goal of the study and its three objectives.

The study concluded that the CBPWP did not adequately empower rural communities on, strong community participation, education and training, management and maintenance of assets once they are completed, targeting the

most needy within a community and sources of funding, objectives , and recommended guidelines into effective methods for conducting the CBPWP.

The study evaluated the research methodology into the evaluation of the impact of community empowerment programmes on rural communities, and recommended guidelines for effective research methodology.

The researcher concluded that this is a pilot study which can be utilised to guide the future researchers and CBPWP practitioners into conducting effective evaluative research and community empowerment methods.

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APPENDIX A

SCORE FORM

Project Name:-----

Objective: Strong community participation

Meetings [-----]

Construction [-----]

Stakeholders [-----]

Others:-----

Objective: Labour intensive methods of construction

Machines replaced [-----]

Construction [-----]

Materials [-----]

Others:-----

Objective: Education and training

Management/technical skill [-----]

Vocational [-----]

Steering committee [-----]

Others:-----

Objective: Management and maintenance of assets after completion

Co-ordination [-----]

User department [-----]

Management and maintenance funds/plan available [-----]

Utilized as intended [-----]

Others:-----

Objective: Targeting the most needy

Women [-----]

Youth [-----]

Disabled [-----]

Others:-----

Objective: Sources of funding

CBPWP [-----]

Community [-----]

Others:-----

APPENDIX B

TRANSCRIPTION

Experimental Group comprise of six Steering Committee members as respondents
Project Code:EXP05-RA

Focus Group Interviews held at the Seleka Community Hall

Date: 1 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:our community participated by contributing R100 per family towards the project

INT:why silence, please go on

RE2:we managed to receive members of the community who were willing to fetch water and sand from the river for the project

INT: and..

RE3:we held occasional meetings which were intended to develop our project, kgoro you know

RE4:some members participated in the actual construction of the project, without them really it would not be there

INT:some more inputs

RE5:some members of the community cleaned the surrounding of the pre-school with us

INT:us, what do you mean by that

RE5:yes, they helped us the steering committee

INT:how successful do you think were the methods of creating job for the people when implementing your project

RE1:community gathering was called where a problem of employing people was discussed, they agreed people should be employed for the project

INT:and what happened

RE2:we felt we should create as many jobs as possible to absorb the destitute who sleep without a meal

INT: I am listening please tell us

RE3:we employed them a number of them, they will collect water, mix mortar and will clear the bush in the yard

RE4:some were painting, some painted the planks with that chemical which kills ants, they did all sorts of things

INT:others

RE5:yes they cleaned the walls of the structure after its completion, those were the tasks that we gave them

INT:what feelings do you have towards education and training that was introduced through the CBPWP project

RE1:we are very pleased Public Works has collected our youth and trained them at Polokoane, that education they have received could assist them in obtaining jobs elsewhere, they collected some certificates after that training

INT:umm

RE2:some of the community members gained a lot because right now as we speak they are employed somewhere as builders and painters and so on

INT:I see

RE3:some are bookkeepers, some builders, some painters, and some

INT:what do you think about the management and maintenance of your project

RE1:we are in the process of thinking to apply for more funds so that responsible persons who will look after our project could be elected

INT:where do you get these funds

RE2:Public Works ofcourse

INT:and..

RE3:we also thought of hiring those security officers who were trained for the project to look after it in the long term

RE4:our main concern is that we are a poor community who cannot afford those facilities

INT:is Public Works going to give you money for hiring the security

RE5:there is no hope my son, if the department for the pre-schools could assist us, but they are quite, they say nothing

INT:who are those

RE6:she means the department of Education, it is the department which is behind the shutting down of our project

INT:err.. Is your project shut down

RE7:it will shut down in the near future, this grade R is killing our pre-schools

INT:how do you feel about targeting of the most needy within your community during the CBPWP project

RE1:the poor participated because they were employed on the project, they gained because they were able to receive minimal wages that could feed their families

INT:and..

RE2:we invited those who were poor to take part in our project

INT:we are listening

RE3:we employed both men and women who were from poor families, especially when a man and his wife were all not working

INT:you employed them both

RE3:no, only one of them

INT:who else did you employ

RE4:we also employed those old women with children, you understand poor old women, we cannot throw them away

RE5:we invited them all, no one was left out, at least they have worked for some time, four months is really reasonable my fellow people

INT:did they work for four months

RE5:the most lucky ones worked for four months, most worked for a period of full three months

INT:anything else

SILENCE

INT:what do you think about the sources of funding for your project

RE1:we applied for funds from government, they answered and said they will give us money

INT:we are listening, please respond people

RE2:we also managed to contribute R100 per family, that is why we were able to erect a fence around the pre-school

INT:what were other sources of funding for your project

RE3:other members of the community like the teacher here the general dealer Mr Seattle the priest and many others I cannot count them all now contributed some building materials such as zinc and planks and poles to erect a zozo structure to keep materials and equipment

RE4:some erected the zozo, that's all

Experimental Group comprise of six Steering Committee members as respondents

Project Code:EXP01-AP

Focus Group Interviews held at the Seleka Community Hall

Date: 1 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:we collected some contributions from the community

INT:what else

RE2:each and every family contributed R10 towards our project

INT:and..

RE3:community members cleared bush in the vicinity of the project, they helped us with tools and other equipment like drums for collecting water

INT: all that

RE4:they collected water, what else do you think they should do

INT:do I know

RE4:that is all

INT:how successful do you think were the methods of creating job for the people when implementing your project

RE1:to be able to hire a number of people we concentrated on lowering their wages, we paid minimal wages LAUGH very minimal wages

INT:err

RE2:government officials advised us to stick on the budget, we had budget for employment you know

INT:and so you paid according to the budget

RE3:yes we only paid according to the budget

INT:other methods of creating jobs

RE4:we had no other options but to stick to the budget as the first speaker has indicated to you

INT:what feelings do you have towards education and training that was introduced through the CBPWP project

RE1:our youth gained education and training from Public Works

INT:what more feelings do you have

RE2:we thank what the government has done for our community, our youth have gained skills in building

INT:what other skills

RE3:some are builders, some are plumbers, some are bricklayers and some are carpenters

RE4: and some trained as bookkeepers too

INT:we are listening

RE5:we gained skills generally

RE6:we gained education

INT:what do you think about the management and maintenance of your project

RE1:i do not understand what they mean by this

INT:what do you think about the management and maintenance of your project

RE2:we made sure that our children utilise the pre-school

INT:what else

RE3:we will clean the premise ourselves with the help of the community

INT:please go on

RE4:right now classes are suspended because of a lack of a teacher

INT:your pre-school is not working because there is no teacher

RE5:we cannot afford to pay the salary of a teacher, we shall get one soon and the classes will resume

INT: where will you get the money to pay a teacher soon

RE6:if the department of Education will cooperate with us

INT:how do you feel about the targeting of the most needy within your community during the CBPWP project

RE1:the poor were provided with paid jobs during our project

INT:what do you mean by that

RE1:we hired the poor with a few number of older women

INT:please go on

RE2:we hired the average boys and girls, and men as well to do our hard work

INT:we are listening

RE3:what can we tell them except the we gave jobs to women and men who were in need of food

SILENCE

INT:what do you think about the sources of funding for your project

RE1:we applied for funding from Public Works, they assisted us

INT:where else did you obtain funds

RE2:only that as a community some of our members who have something contributed materials like bricks but we were not able to build the project ourselves

INT:do you want to say your project was built by the bricks contributed by community members

RE2:yes, we did not buy bricks with Public Works money, we had bricks already

INT:anything else

Experimental Group comprise of six Steering Committee members as respondents

Project Code:EXP03-MA

Focus Group Interviews held at the Seleka Community Hall

Date: 8 April 2000

INT:what are your impressions regarding your community participation during your project

NO RESPONSE

INT:did you not do anything towards the erection of your project

RE1:we started with little contributions of R20 per family

RE2:we involved our members and sent them to school for training, they trained

INT:is that all, what about the construction

RE3:um oh yes, it was our community members who built the project, some were collecting bricks and handing them over to the real builders who did the construction

INT:please fellow people, say it all, we are listening

RE4:what else is left, the speaker has already indicated that we have sent our community members to school for training , some looked after the project and make sure that equipment were not stolen, its quite a big job that you cannot remember all at once you know

INT:then if that is the case help each other to remember

SILENCE

INT:how successful do you think were the methods of creating job for the people when implementing your project?

RE1:we hired those people who attended training

INT:is that all

RE2:we created a lot of jobs like when people were required to fetch water, to fetch sand, to mix mortar, brick-making and cleaning the walls

INT:was your project built by the brick that you made

RE3:those bricks were meant for the zozo house where we kept our stock, oh yes people were employed to make them

INT:interesting, what else did you do

RE4:there were quite a number of minor jobs that we employed community members to do for us, and we did wash their hands after they finished

INT:what else

RE5:they collected water with tins on their heads, some rolled full drums form a tap nearby because our project does not have water

INT:what feelings do you have towards education and training that was introduced through the CBPWP project

RE1:i cannot understand what they need here

INT:what feeling do you have towards education and training that was introduced through the CBPWP project

RE1:we gained because our youth have received helpful training

INT:and..

RE2:training was very helpful because some of us could be employed somewhere, some are security officers, some work at the RDP project as builders, some as painters, we are thankful

What do you think about the management and maintenance of your project?

How do you feel about the targeting of the most needy within your community during the CBPWP project?

INT:What do you think about the sources of funding for your project?

RE1: we are happy and thankful for what government has done for our community

INT:this is your opportunity to tell us more

RE4:didn't we forget to mention that they received papers, yes those paper helped them a lot, some are working right now

INT:yes

RE5:they are at Witpoort and some are at Ellisras

INT:what do you think about the management and maintenance of you project

RE1:we used to manage and maintain our project properly be cleaning its yard before if gave us a problem, we as the community and steering committee used to look after it, we no longer do, the pre-school is no longer utilised

INT:what type of problems is the pre-school giving you

RE2:he means this thing of new pre-school, ugh how can I explain it

INT:you are on the right track I suppose, please explain

RE2:the pre-school is no longer working, teachers at the real school have taken over its functions, we do not know what to do with our building

INT:could others assist with this issue please

RE3:we are no longer cleaning the asset because it is no longer utilised by our children

INT:I am sorry and I thank you

INT:how do you feel about targeting the most needy within your community during the CBPWP project

RE1:we did improve their lives because we hired the poor

RE2:we hired both males and females, I don't understand what you mean by this

INT:we want to know how your project targeted the poorest of the poor

RE2:oh we elected them all during a mass community meeting, they were women, boys and girls who do not work

INT:any other else

RE3:we said people lets hire those orphans who do not have a plate for the night, and we hired them that all

INT:interesting, anything else

RE4:they have said a mouthful, those are the people we have hired

INT:what do you think about the sources of funding for your project

RE1:we don't understand the question

INT:what do you think about the sources of funding for your project

RE1:we invited the entire community and together applied for funds from Public Works

INT:where else did you get the money

RE2:we only obtained funds from Public Works

INT:nowhere else...

RE3:we only got money from them, our community is too marginalised we don't have anything, we need help

INT:please focus your answers only on funding

RE3:if that is the case then we only received money from Public Works

Experimental Group comprise of six Steering Committee members as respondents

Project Code:EXP02-DF

Focus Group Interviews held at the Seleka Community Hall

Date: 15 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:the community only participated by cleaning the project and the yard and enrolling its children to attend

INT:please help one another by responding

RE2:we identified the builder to construct the asset, we collected sand and other things that were needed at the site

INT:is that all

RE3:community also trained workers

Re4:why don't you mention to them that community members collected water during the construction, they did a lot those poor people of God

INT:a lot is what

RE4:like bush clearing in the yard of the pre-school, what else is left out

RE5:that's all I support you

- INT: how successful do you think were the methods of creating job for the people when implementing your project
- RE1: we hired about 15 members of our community
- INT: and..
- RE2: we hired a variety of individuals from our community for mixing mortar, for cleaning, painting, plastering, ceiling, electricians and so on, we hired as much as we could so that construction could go on
- INT: please lets have some more inputs
- RE3: more skills were advanced through that employment
- INT: how did you create jobs remember
- RE4: the speaker has already explained, there were many employees, I cannot remember their number but we paid them enough
- INT: what is enough
- RE4: enough is the money to enable them to put something behind the door, what else can someone hope to get except that
- INT: what feelings do you have towards education and training that was introduced through the CBPWP project
- RE1: Public Works helped our community a lot because some of our community members are able to build, they trained our supervisors
- INT: I am listening
- RE2: training helped them because they can seek jobs elsewhere using certificates that they received
- INT: is that all under education and training
- RE3: they trained our bookkeepers, our plumbers, our bricklayers, our security, who else, please people do not just sit and say nothing all day
- RE4: did you not mention the carpenters, the bookkeepers, the supervisor, the electric men, they were all trained together at Pietersburg
- INT: oh yes
- RE5: what I can add is that they all passed their training at Pietersburg and during the opening of the project they all received their certificates
- INT: what do you think about the management and maintenance of your project
- RE1: we think of looking after it so that it is not vandalised, our children should utilise it as it was intended for them
- INT: are your children not utilising it as it was intended for them
- RE2: no err our present problem is that grade reception that is introduced at schools, it absorbs most of the children there and our pre-school is now regarded as a crèche', our building now becomes a white elephant
- INT: there are no children attending the pre-school at the moment is that what you are saying
- RE2: no what I am saying is that there are very few children utilising the asset
- INT: any other input
- RE3: we do not have security to look after our asset
- RE4: the pre-school is occasionally vandalised, we are concerned but cannot do anything to save it
- INT: please go on
- RE5: if security could be imposed, there won't be any fear in future
- RE6: only Public Works could help us in this predicament

INT:how do you feel about targeting the most needy within your community during the CBPWP project

RE1:the poor got an opportunity of being employed, they received salaries to feed their families, those who are staying home with nothing to do were employed

INT:we are listening

RE2:we concentrated on employing members of families who were breadwinners especially old women who have families and had no jobs at all

INT:the most needy

RE3:those were the sections within our community who really needed our assistance, women boys and girls and old women were all employed

SILENCE

INT:what do you think about the sources of funding for your project

RE1:we made application to the government and they assisted us

INT:Public Works, is that what you mean

RE1:yes, they first gave us R242 000 and it was insufficient, then we requested for additional R50 000 to complete it and we were given

INT:any other funds from elsewhere

RE2:we only received money from Public Works

RE4:except... oh I nearly made a mistake

INT: there are no mistakes here, please mention everything

RE4:do we also mention those R10 per household that people contributed towards the project

INT:please anything

RE4:we did request the community to contribute R10 per household for the project, that was before we received the money from government

INT:and...

RE5:those were the funds, nothing else

Experimental Group comprise of six Steering Committee members as respondents
Project Code:EXP04-MO

Focus Group Interviews held at the Seleka Community Hall

Date: 15 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:after we learnt that our project will be funded we started buying chairs for our children

INT:and during the project

RE2:on behalf of the community the steering committee went as far as Rustenburg and Potgietersrus to seek quotations for the building materials

INT:what else

RE3:the committee attended several meetings with the community kgoro wherein resolutions to buy the cheapest materials were taken

RE4:do not forget that our children are making use of the project, we are paying every month to have it keep on running

INT: I am listening

RE5:if it were not our trainees who helped with the construction of the project nothing will be there today

SILENCE

INT:how successful do you think were the methods of creating job for the people when implementing your project

RE1:in order to hire a number of individuals we avoided to utilise machine for our project

INT:and what else

RE2:we let our people collect sand from a nearby river, they collected water themselves because there is no water in our project

RE3:there is a shortage of water in our area

INT:and what about the methods of creating jobs

RE4:some mixed mortar LAUGH with hands, some collected bricks

INT:mortar with hands

RE4:shovels, that is a heavy job I tell you

INT:what feelings do you have towards education and training that was introduced through the CBPWP project

RE1:we are very happy for the training that was introduced by Public Works to our community, our only problem is that two of our trainees did not receive their certificates even though they passed

INT:please respond again

RE2:the others, um sure they did receive their papers, these papers assisted them in obtaining jobs

INT:who got employed

RE3:a number of our youth with certificates have been employed, some are in Ellisras and some are in the cities

INT:I am listening

RE4:they are only those and no one else

INT:what do you think about the management and maintenance of your project

RE1:we thought we should have a security on the premise which will look after our project

INT:and..

RE2:we are unable to pay security officers because of lack of funds, but we have trained them

INT:please go on

RE2:they are running around the village with nothing to do, who will pay them for looking after our school

INT:suppose you are the ones who should know

RE3:we do not have funds for hiring security officers, that is what Mr Selokela is trying to explain

INT:how do you feel about the targeting of the most needy within your community during the CBPWP project

RE1:when hiring we concentrated only on those individuals who were not employed, and those from the poor families

INT:we are listening

RE2:we looked for the youth because age was our determining factor, and the aged especially older women

INT:who else

RE3:who did we employ except women and boys and girls, we employed many of those

INT:please continue

RE4:only those mentioned were employed

INT:what do you think about the sources of funding for your project

RE1:our community applied for funds from Public Works

INT:and...

RE2:that money was R272 000

INT:please respond to the question people

RE3:the money did not finish the building and we requested for more R10 000 from them, indeed they helped us

INT:where else did you obtain funds

RE4:we did not get money from anywhere else except from Public Works Control Group comprise of six Steering Committee members as respondents

Project Code:CONT3-SE

Focus Group Interviews held at the Seleka Community Hall

Date: 1 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:our community was only involved with the renovation of a structure

RE2:we did nothing as a community

INT:how successful do you think were the methods of creating job for the people when implementing your project

RE1:our community did not hire anyone, those people brought their own contractors

INT:was your asset built by Public Works

RE2:no it was built by, umm say Education

INT:what feeling do you have towards education and training that was introduced through the CBPWP project

RE1:we are happy to see our school renovated, it looks beautiful

INT:did Public Works renovate your school

RE2:no, it did not provide us with funds, it was Education, we only saw it renovated, nobody told us about it

INT:what do you think about the management and maintenance of your project

RE1:we are in a predicament, we don't know who to consult for funds if perhaps a window is broken

INT:not Public Works' project I suppose

GROUP:AGREE

INT:how do you feel about the targeting of the most needy within your community during the CBPWP project

Re1:we were not involved with anything, we only saw the project of renovation going on, that is

INT:what do you think about the sources of funding for your project

RE1:we as the community have had no opportunity of contributing anything towards the project, we only expect the government to assist us

RE3:we have contributed nothing towards the project

Control Group comprise of six Steering Committee members as respondents

Project Code:CONT2-NK

Focus Group Interviews held at the Seleka Community Hall

Date: 8 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:I don't understand the question

INT:what are your impressions regarding your community participation during your project

RE2:we invited one another for meetings and we co-operated to one another

INT:tell us about the participation during the project

RE3:we were in the cities but we contributed certain R20's towards the project

INT:is it the Public Works project

RE4:oh no Public works has not funded us yet

INT:how successful do you think were the methods of creating job for the people when implementing your project

RE1:money was not received from Public Works you should understand, we are still waiting for their assistance

INT:what feeling do you have towards education and training that was introduced through the CBPWP project

RE1:we are only desperate to receive funds, and there after the question of education shall be solved

INT:what about Public Works with regard to education and training

RE2:we cannot say anything about them, because they haven't yet helped us

RE3:our children are schooling in an old building, we still need their assistance really

INT:education and training

RE4:nothing can be said because they did not give us anything

INT:what do you think about the management and maintenance of your project

RE1:we think of electing people who will guard the building, we also think of teaching our community how to look after it

INT:is it a Public Works project

RE2:no, Public Works did not build us anything yet

INT:how do you feel about the targeting of the most needy within your community during the CBPWP project

RE1:I don't understand the question

INT:how do you feel about the targeting of the most needy within your community during the CBPWP project

RE2:we won't say anything about that, in our project some brought little funds as contribution whilst some contributed their manpower to build, Public Works did not help us, we are still destitute for their assistance

INT:what do you think about the sources of funding for your project

RE1:money was not received or contributed

RE2:if I understand your question very well, we only have a dilapidated building. Dilapidated building that we built by our own contributions, yes we contributed money and building materials towards that building

INT:what about Public Works

RE2:we are desperate, we don't know where to obtain funds to improve our building Control Group comprise of six Steering Committee members as respondents

Project Code:CONT1-DI

Focus Group Interviews held at the Seleka Community Hall

Date: 8 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:I know of the contributions that were done by the community only, our R100 per family and also and also the builders who constructed the structures
INT:the project, was it from Public Works
RE2:oh no Public Works has not yet considered giving us assistance
INT:how successful do you think were the methods of creating job for the people when implementing your project
RE3:we did not receive money for the creation of jobs
INT:what feeling do you have towards education and training that was introduced through the CBPWP project
RE1:our community did not receive anything from Public Works
INT:what do you think about the management and maintenance of your project
RE1:I do not understand you
INT:what do you think about the management and maintenance of your project
RE2:we think children will attend their education in it, I don't know what else to say, please help
INT:is it a Public Works project
RE2:no, after Public Works has built for us
INT:how do you feel about the targeting of the most needy within your community during the CBPWP project
RE1:contribution of resources in the form of sinks and planks because we are a poor community, Public Works has not given us anything
INT:what do you think about the sources of funding for your project
RE1:we requested each household to contribute R100 towards the project, we deposited the money in the bank, it is waiting for more funds from Public Works
Control Group comprise of six Steering Committee members as respondents
Project Code:CONT5-HA
Focus Group Interviews held at the Seleka Community Hall
Date: 18 April 2000
INT:what are your impressions regarding your community participation during your project
RE1:Public Works has not yet assisted our community financially, we will do something after they have given us money
INT:how successful do you think were the methods of creating job for the people when implementing your project
RE1:I do not understand the question
INT:how successful do you think were the methods of creating job for the people when implementing your project
RE1:in our community we did not hire people, we are unable to do so, with what shall we wash their hands
INT:what feeling do you have towards education and training that was introduced through the CBPWP project
RE1:what we can say is that we thank Public Works for introducing education and training in our communities, but will wish them to extend those types of help in our community as well
INT:when you say in our communities, what do you mean
RE1:they gave money to other communities not to ours, you understand
INT:what do you think about the management and maintenance of your project
NO RESPONSE

INT:don't you have anything to say

RE1:no, we did not receive structures from them, LAUGH

INT:how do you feel about the targeting of the most needy within your community during the CBPWP project

RE1:we did not receive money from Public Works

INT:what do you think about the sources of funding for your project

RE1:our recent building was constructed through community contributions, we contributed R50 each whilst some donated building materials in the form of zinc and pieces of planks and poles

Control Group comprise of six Steering Committee members as respondents

Project Code:CONT4-MM

Focus Group Interviews held at the Seleka Community Hall

Date: 18 April 2000

INT:what are your impressions regarding your community participation during your project

RE1:our project was solely the contribution of our TLC, we the community did not participate

INT:how successful do you think were the methods of creating job for the people when implementing your project

RE1:we did not hire those people, we did not build the project, we are still waiting for funds

INT:what feeling do you have towards education and training that was introduced through the CBPWP project

RE1:we thank the introduction of education and training by Public Works

INT:did they introduce education and training to your community

RE1:no they did not introduce education and training to our community, I mean if they do that

INT:what do you think about the management and maintenance of your project

RE1:after our project is completed, we think there should be a security looking after it

INT:is it a Public Works project

RE1:I was meaning after they have funded us and we have built it, we are waiting for the money

INT:how do you feel about the targeting of the most needy within your community during the CBPWP project

RE1:we never built anything through Public Works

RE2:it was only built by a contractor employed by the TLC

INT:what do you think about the sources of funding for your project

RE1:our project was only funded by the TLC, we only saw it being constructed, you see these structures, what do you call them

RE2:prefabs, they call them thus

APPENDIX C**ATTENDANCE REGISTER**

Sex	Age	Highest Educational Qualification	Language	Occupation	Position in Steering Committee	Organisation of origin	Project Type	Experimental/Control