Exploring the suitability of the evaluation criteria used in the MPT projects, by looking at hard and soft components of development programmes

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ABSTRACT

The study explores the suitability of the evaluation criteria used in Microprojects Programme Trust (MPT), by looking at hard and soft components of the development programme. In this sense hard components of development refer to those components of projects that are tangible and can be physically observed and can bring material changes to the life of the community. Soft components of development refer to those components of projects that bring qualitative transformation to the life of the community, i.e. increased levels of awareness, human well-being and the empowerment process that addresses the community's abstract needs, these are not tangible and often cannot be physically observed.

Midway through its contract periods MPT evaluate all projects. The purpose of these mid term evaluations is to make recommendations to MPT on future approaches and methodology for community development and operations. The mid-term evaluation also influences the distribution and allocation of resources and funding.

It was therefore vital that the criteria used are subject to tests and critical analysis so as to assess their validity. The assessment of the mid-term evaluation criteria used in MPT projects has been to further determine the appropriateness or suitability of the evaluation criteria as an instrument to measure and guide the MPT community development approach in the Eastern Cape.

The method used was to conduct focus group discussions so as to get an insight into the local community situation as well as to assess non-tangible improvements and changes that have occurred in the life of the community as a result of the project. The information generated was used to compare what the community believe they achieved with what the official mid-term evaluation reports indicate was assessed and achieved and that was contrasted with what the literature recommends should have been assessed.

The study found that the mid-term evaluations conducted on MPT projects have no social context in which the evaluations themselves were conducted. The terms of reference and criteria were based on the programme design which was formulated and compiled by the European Union without the participation of the local South African community. The findings also indicated that projects become unsuccessful or partly successful if the "soft" components which have a bearing on social and economic realities are neglected.

The thesis ends with recommendations on how the mid-term evaluations as well as MPT programme can be developed to be more responsive to the needs as identified by the communities themselves. It is strongly believed that this study will provide a valuable contribution towards increasing the ability of MPT programme to bring about both material and qualitative transformation to the lives of the disadvantaged community of the Eastern Cape whilst ensuring that the mid-term evaluations are developed and shaped to become an appropriate instrument to measure and guide MPT programme approach to community development.

There is no doubt that this research study is also a strong contribution towards strategic integrated development initiatives that create little or limited chance of bias in terms of funding and resource allocation.

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1. God for providing me with an unending spirit, ability, and commitment to persist even during the times of severe difficulty.

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5. Tess Ravenscroft for her assistance in typing the entire thesis document.

6. My family for their patience and understanding.

DEDICATION

This thesis is dedicated to those disadvantaged communities in (South Africa) our country who have little chance or no opportunity at all for their voices and opinions to be heard and considered in the field of development. I derive my personal joy and satisfaction from the extent to which community development programmes manage to make a measurable and sustainable difference in the lives of the disadvantaged communities in our country.

DECLARATION

I hereby declare that this thesis is my own unaided work and that any assistance obtained has been acknowledged in the text. No part of this thesis has been previously submitted to any other university.

WANDILE NCAPAI
JANUARY 2002

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CHAPTER ONE

INTRODUCTION

1.1 INTRODUCTORY REMARKS AND OBSERVATIONS

This chapter presents the context and the rationale for the research study. **The study explores the suitability of the evaluation criteria used in Micro Projects Programme Trust (MPT), by looking at hard and soft components of the development programmes.**

Hard components of development in this sense refer to those components of projects that are tangible and can be physically observed and can bring material changes to the life of the community. Soft components of development refer to those components of projects that bring qualitative transformation to the life of the community, i.e. increased levels of awareness, human well-being and the empowerment process that addresses the community's abstract needs, these are not tangible and often cannot be physically observed.

1.2 BACKGROUND INFORMATION ABOUT MICROPROJECTS PROGRAMME TRUST (MPT) AND EUROPEAN UNION (EU).

Micro Projects Programme Trust is an independent development funding organisation whose programmes and operations are funded 100% by the European Union. It was established in 1992 as a development organ agreed to between the European Union (EU) and Kagiso Trust. The European Union (EU) on the other hand is an association of 15 nations (i.e. Belgium, Denmark, France, Germany, Greece, Italy, Ireland, Luxemburg, Netherlands, Portugal, Spain, United Kingdom, Austria, Finland and Sweden) who initially introduced "Microprojects Programme" (MPP) to South Africa as part of "a special programme for the victims of Apartheid." In 1995 the European Union further introduced and incorporated the "Microprojects Programme" (MPP) to what was termed the European Programme on Reconstruction and Development (EPRD) in line with South Africa's National Development Plan (NDP) known as Reconstruction and Development Programme (RDP).

The Microprojects Programme in South Africa was established in 1992 under the auspices of the former "European Special Programme" (ESP) for the victims of apartheid. The Eastern Cape province was chosen to pilot the programme because of its specific socio-economic characteristics, in particular for the presence of a large stratum of underpriviledged and poor population - resulting from the creation of two "homelands", the Transkei and Ciskei.

When the "Microprojects programme" (MPP) was established, two technical assistants were seconded by the European Commission (EC) to MPP in South Africa each on a two year contract period one after another. They also played a role of an Executive Director to the programme and one was of Turkish origin with a German citizenship and another was of British origin.

The programme started off as a pilot scheme pioneered mainly by these seconded technical assistants only within the Eastern Cape Province in South Africa. In other words, there was no formal or informal needs assessment conducted prior to introducing the programme but it was rather piloted as a package already designed by the European Union with some experience of the "MPP" implementation in other ACP countries, i.e. Africa, Caribbean, and Pacific groups of countries. In this package "Microprojects" has been defined as "small-scale development initiatives which are undertaken at community level on a self-help basis in an attempt to satisfy the community's most urgent development needs". The MPP was therefore established on identical lines to other Microprojects Programmes in ACP countries, with little negotiations and contributions from other stakeholders in the community development sector, in S.A. other than Kagiso Trust.

The funding criteria of "microprojects" is stipulated in Article 252 of Lome IV Convention indicating that "Microprojects" must:

• have an economic and social impact on the life of the people;
• meet a demonstrated and observed priority need at the local level;
• be undertaken at the initiative and with the active participation of the local community which will benefit.

In addition to the above criteria it was further indicated that these

• "Microprojects" must be based on the principle of self-help and have a beneficiary contribution of at least 25% of the estimated total project cost which can either be in cash or in kind.
• in the main, alleviate poverty and benefit the most vulnerable rural communities particularly women and to a lesser extent the urban disadvantaged communities.
• demonstrate that the project can be completed successfully within a year.

The Microprojects Programme Trust (MPT) was registered later in 1993 as an independent trust operating only in the Eastern Cape, whose primary brief was to **help poor communities which have been denied opportunities and lack resources to meet their needs for human development** (Mission Statement - MPT Annual Report: 1996). MPT operates from three regional offices, i.e. Transkei, Border and East Cape.

Sectoral Distribution of Projects
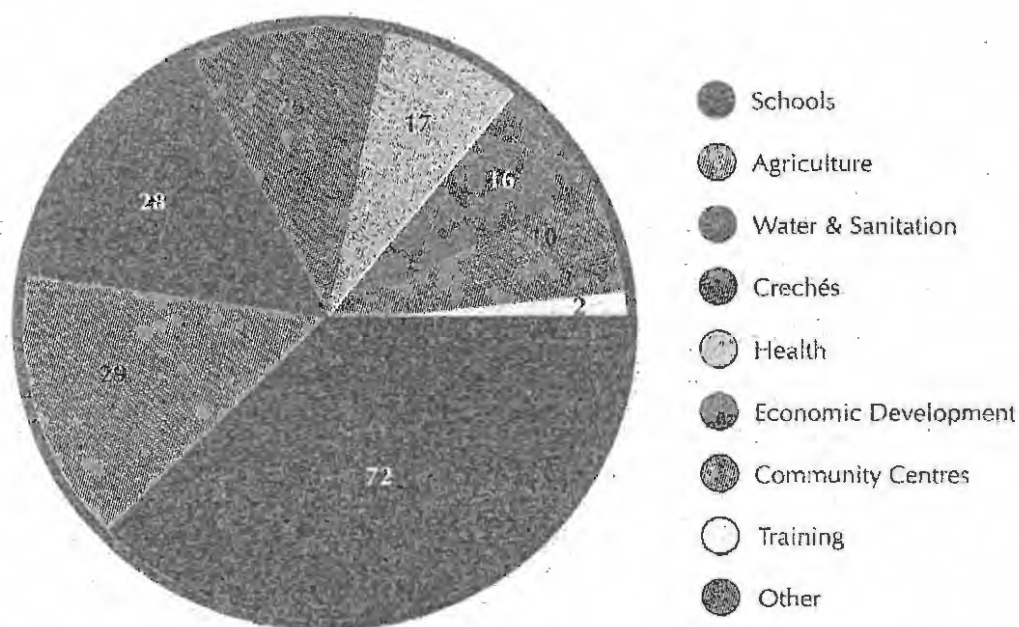
Total projects approved between 1992 - 1995: 203

SOURCE - MPT ANNUAL REPORT 1995

Number of projects approved by sector (Total 68)
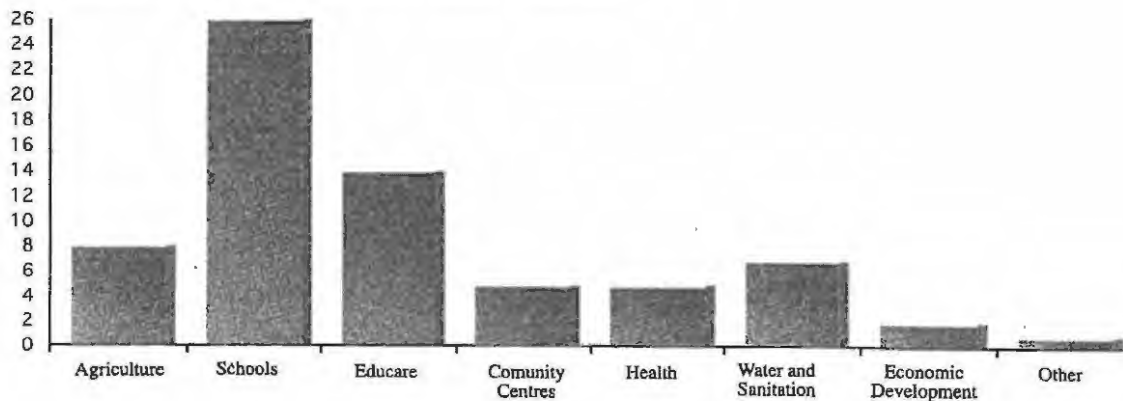
Value of projects approved by sector
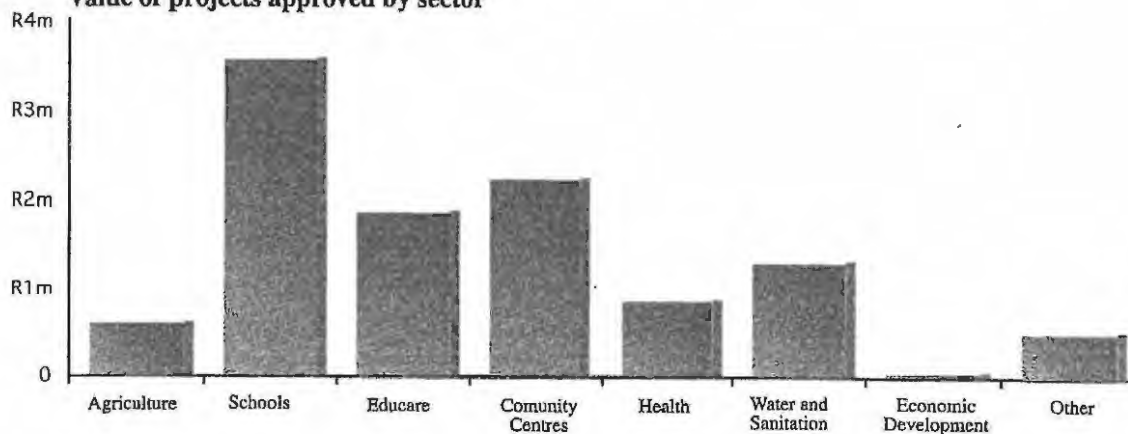
SOURCE: MPT ANNUAL REPORT 1996

Microprojects Programme Trust has provided support to more than 320 projects under two main contract periods (with a minor bridging contract in between) from 1992 up to date. Two mid-term evaluations have been carried out to date, with at least one mid-term review conducted midway through each contract period respectively. The programme has provided support covering a wide range of sectors, like health, education, agriculture, as well as access roads and community halls.

1.3 CONTEXT OF AND RATIONALE FOR THE RESEARCH STUDY

In the evaluation of any community development project (in this case, those undertaken by MPT) it is necessary to consider both the hard and soft components. While this statement may appear self-evident, Herman, Morris and Fitz-Gibbon (1987:11) state that, "well conceived, well designed, and thoughtfully analysed evaluations can provide valuable insights into how programs are operating, ... and potentially productive directions for the future." However, should the evaluation process not be well designed and thoughtfully analysed, or if it is inappropriate for the context or the programme being assessed, the evaluation itself cannot therefore be automatically assumed to be valid or perhaps provide the best possible information for assessing a project.

Midway through its contract period MPT evaluate all projects using EU processes. The purpose of these mid-term evaluations is to make recommendations to MPT on future approaches and methodology for community development and operations. It is therefore vital that the criteria used are subject to tests and critical analysis so as to assess their validity. Vithal and Jansen (1997:32) define validity as "an attempt to 'check out' whether the meaning and interpretation of an event is sound or whether a particular measure is an accurate reflection of what you intend to find out." The mid-term evaluation also influences the distribution and allocation of resources and funding. The assessment of the mid-term evaluation criteria used in MPT projects would thus help to determine the appropriateness or suitability of the evaluation criteria as an instrument to measure and guide the MPT community development approach in the Eastern Cape.

Burkey (1998:48) explains that, "Development involves changes ... these changes must come from within the individuals and groups, and cannot be imposed from the outside." MPT have always held mid-term evaluations (in 1994 and 1998) which used criteria set by the European Union. Given that we accept that evaluations are necessary, and that appropriate evaluations are essential, it is important for this study to not only look at the hard and soft outcomes of the MPT projects but also to look at the evaluation criteria currently being used.

Herman, Morris and Fitz-Gibbon (1987:11) take this point even further when they argue that, "By providing relevant information for decision making, evaluation can set priorities, guide the allocation of resources, ... and signal the need for redeployment of personnel and resources." The selection of the criteria for the evaluation is very important and has to be treated with the sensitivity it deserves

in that it can be the criteria used in the evaluation that determine the success or failure of the programme and as Herman, Morris and Fitz-Gibbon (1987 :15) put it, it determines the programme's "ultimate fate". It is therefore possible that the selection of evaluation criteria, if not well thought through, may lead to erroneous direction or approaches to development and thus lead to misallocation of resources.

When looking at development literature, emphasis is always on the participation of the beneficiaries or communities in the programmes designed for their development. Lundy (1999:124) maintains that community participation is regarded by foreign funders as an essential dimension of development strategies and failure to emphasise a participatory approach in a project proposal would lead to its doom and rejection by funders. The European Union's criteria for funding a "Microproject" is guided by Article 252 of Lome IV Convention and the General Guidelines for "Microproject" which stipulates that a project must:

- "have an economic and social impact on the life of the people;

- meet a demonstrated and observed priority need; and

- be undertaken at the initiative and with active participation of the local community which will benefit."

However, Carmen (1996:2) warns that, "development exists where people act as subjects and are not acted upon as objects, targets and 'beneficiaries', not manipulated as 'participants' in designs and projects not of their own 'participation'." A supporting argument to the above is that by Bhasin 1980 in Burkey (1993:53) who advises development facilitators to constantly ask themselves; "am I increasing the confidence of the poor, their faith in themselves and their self-reliance, or am I making them instruments of my own plans of action, imposing my own ideas on them?"

It is very clear from these arguments that development could be meaningless if it does not contribute towards increasing the capacity of the communities. Burkey (1993:56) puts it more clearly when he maintains that, "Participation is an essential part of human growth, that is the development of self confidence, pride, initiative, creativity, responsibility, cooperation. Without such a development within the people themselves all efforts to alleviate their poverty will be immensely more difficult, if not impossible."

According to Coetzee (1996 :142) organizations such as the World Bank, ILO, the UN Children's Fund, the World Health Organization, the UN Environmental Programme and UNESCO, "accept that development should be more than merely striving for material improvement. Development projects will certainly want to bring about material benefits, but in terms of the comprehensive aims of development, development projects should contribute primarily to increasing the level of human well-being." He further argues that programmes aimed at providing the opportunity for people to become more than they are will have to aim towards creating opportunities for increased humanness.

Carmen (1996 : 2) argues in support as follows, "Oppression occurs when these two specifically human and humanizing functions are inhibited ... There is development where there is space for flowering of human creativity and 'the right to invent our own future' is reclaimed." Suthasupa (2000: 78-79), in an attempt to come up with an approach, process and method which would lead to sustainable development, identifies the "quality of life" as a qualitative development indicator. "This is the concept of 'better living', 'happiness', and 'satisfaction in life' of individuals in the society."

The above arguments therefore need to be taken into consideration when planning an evaluation, if the purpose of the evaluation is to influence changes to programmes or development approaches as indicated in the literature. Schalock (1995:5) describes program evaluation as a process that leads to judgements about the relevance, efficiency, effectiveness, impact, sustainability and benefits - cost of a program. This research study will therefore critically analyse the criteria used to assess MPT projects and programmes so as to increase the extent to which MPT evaluation processes can be viewed as appropriate for our context.

1.4 OBJECTIVES OF THE RESEARCH STUDY

The objectives of this evaluation research are:

1) To assess from the community perspective whether the MPT projects are perceived to have been successful and whether or not, there have been both hard and soft benefits which they could use to pursue other development projects/programmes.

2) To compare the above (especially the benefits the community have identified) with literature on development assessment in an African context, and the EU generated MPT evaluation criteria.

3) To assess the decision making processes which are used to allocate funding by MPT in line with the above.

1.5 METHODS/PROCEDURES AND TECHNIQUES

In this research study a combination of quantitative and qualitative methods of research has been used to enable the researcher to get a variety for data. Whilst making concessions about the apparent difficulty of combining the two approaches, De Vos (1998:38), however, reveals the advantages involved, "the phenomena which are investigated in the social sciences are so enmeshed that a single approach can most certainly not succeed in encompassing human beings in their full complexity." De Vos (1998:39) further points out that through "convergence and complimentarity we may eventually be in a position to understand more about human nature and social reality."

The researcher has used purposive sampling to select six projects out of a total of 320 projects funded by MPT in the Eastern Cape from 1992 to date (1992 to date is the contract time period). De Vos (1998:198) explains that purposive sampling "is based entirely on the judgement of the researcher ... a sample is composed of elements which contain the most characteristics, representative, or typical attributes of the population." The selection was mainly based on the following specific criteria:

(a) Number of beneficiaries: not less than 50 people set to benefit from a project.

(b) Total MPT contribution to each project: between R100 000 and R1m.

(c) Project to have been completed by December 1999 and at least be more than one year in operation so as to allow significant period for the local community enjoying the benefits provided by the project. Please note that completion in this case as perceived by MPT.

(d) Two projects selected from each of the three regions of the Eastern Cape where MPT operates.

(e)   At least three of the six projects to have been funded and operated under one of the two contract periods, i.e. 92-75070-344 and 95-75070-005 respectively so as to get a variety for data.

The cost per capita investment in each project has been assessed. This was done by looking at the project proposals, project agreements; project financial expenditure reports as well as mid-term evaluation reports, to determine how much money was spent relative to the number of the actual (not planned) beneficiaries. It was seen as necessary to verify the details of the MPT documentation with the MPT project staff and the local community through the project committee. De Vos (1998:15) sees quantitative research methodology as dealing with "data that are principally numerical." However, the researcher has always kept in mind during this assessment that the per capita cost only has meaning when it is in relation to the actual benefits achieved.

The next part of this research study was then to assess what those benefits have been from the perspective of those involved and from the perspective of the MPT mid-term evaluations (see objectives 1 and 2). The method used in this was focus group discussions so as to get an insight into the local community situation as well as to assess non-tangible improvements and changes that have occurred in the life of the community as a result of the project. De Vos (1998:15) making reference to Leedy (1993) highlights the aims of qualitative research methodology as "to understand social life and the meaning that people attach to every day life."

The first focus group in each community included the project committee and community leadership, i.e. local chief and Transitional Rural Council (TRC) representative. These groups consisted of between 5-13 participants. The second focus group in each community consisted of randomly selected members who had not participated in the management of the project either in their capacity as the project committee or as part of community leadership. This was done in order to get a fair representation of the community as well as an outside, independent view of how the community relate to the project. These randomly selected focus groups consist of between 5-9 participants who were not aware of the date as well as the research to be conducted before hand unlike the project committee and the community leadership where an appointment was secured before hand. However, the community leadership and the project committee authorised the researcher to carry out random selection and the selection was done with the cooperation and willingness of the members concerned as they voluntarily participated in the group discussions.

The research tools utilised were the MPT project files: (containing application letter; project proposals and project agreements); flipcharts and felt pens; electronic recording device (tape); as well as papers and pens for manual recording. Different venues were used for different groups which ranged from classrooms; staff-room; chief's tribal courtroom; community halls; under the tree; in an open space within the village. The focus group discussions focussed on the following themes of questions.

(i)   Were the community objectives achieved as a result of the projects?

(ii)   What changes has the community gone through as a result of the project?

(iii)   What did the community learn as a result of the project (tangible and non tangible skills)?

(iv)   Is the community able to address other community needs as a result of the training provided (tangible and non tangible skills)?

The questions were introduced by the researcher for discussion by each group and some form of consensus was assessed before the response was finally recorded as a viewpoint. In cases where the responses raised interesting arguments, or where clarity was needed, the researcher was able to probe for more information which led to further discussion. Some examples were also used to bring more clarity to the members of the group. The researcher tried as much as possible to create an atmosphere that enabled greater participation by all members present.

The data was then analysed using a Thematic Conceptual Matrix as reflected in the book by Miles and Huberman (1994:131). The notes from the focus group discussions were categorised and coded and data was entered into Evaluation Information Matrix. Inferences drawn directly from the data was blended. The tactic of clustering and categorising was used so as to ensure coherence.

The information generated was used to compare what the participants believe they achieved with what the official mid-term reports indicate was assessed and achieved and that was contrasted with what the literature recommends should have been assessed. All this was compared to the cost per capita to make some comparative statements about this cost-benefit ratio. Finally, the recommendations have been made as to how the mid-term evaluations as well as MPT programme

can be developed to be more responsive to the needs as identified by the communities themselves.

1.6   LIMITS, ETHICS AND CONCERNS

Due to the complexity of the community development field, the researcher experienced some difficulties not necessarily in securing relevant literature but in the process of linking the literature coherently to the study undertaken. However, guidance and support from my designated supervisor as well as other experts on the field of community development, who, over and above my supervisor, acted as mentors in this research, enabled the researcher to remain objective.

It was a natural reaction for the respondents to have expectations that the research study would enable them to secure further funding for their project and for their community. The researcher anticipated these expectations and tried as far as possible to address these in a briefing prior to the research study as well as after the discussion sessions with the focus groups involved.

A further complication was experienced with the abandoned MPT project in Umtata as the project committee particularly the principal became reluctant to allow the research to be carried out for fear of being challenged by MPT. However, when the purpose of the research study was thoroughly explained there was consensus agreement to continue with the research.

It became clear during the process of the research that the exercise was time consuming and very costly as the projects were spread far away from each other in the Eastern Cape comprising a largely rural area. This was later curbed by some assistance from both friends and colleagues in the area of accommodation and transportation.

MPT and EU indicated great interest in the research study particularly after they were furnished with copies of the research proposal and have further requested copies of the final document once it has been approved by Rhodes University.

1.7   VALUE OF FINDINGS

The findings of this research study should enable MPT and EU to develop suitable

criteria to guide their programme development approaches, particularly MPT's future direction in the Eastern Cape. This research study is a strong contribution towards strategic integrated development initiatives that create little or limited chance of bias in terms of funding and resource allocation. The findings should not only be of value to MPT and EU but to all development funding institutions including the government.

1.8 ORGANISATION OF THE RESEARCH

The report is presented as follows:

Chapter 1:   Introduction with subsections and layout of the document.

Chapter 2:   Literature Review with subsections of interrelated concepts.

Chapter 3:   Research Design and Methodology.

Chapter4:   Results and Discussion.

Chapter 5:   Conclusions and Recommendations preceded by a summary of findings.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

The chapter provides the review of literature and an attempt is made to look at the various concepts and their relevance to the research study. The reason for selecting these concepts in particular is that they provide a basic and necessary background to the research, and that because of their complexity, such concepts have in the past been confused and manipulated as they could easily mean different things to different people.

There are volumes of studies made on these concepts and some of them conflicting each other hence it is vital here to define them in the context and rationale of this study. Recent literature has been sought to give a supportive view on the meaning of such complex concepts like; Poverty; the community; community development; participation in community development; empowerment in community development; institutions of community development; RDP, programme evaluation in community development.

The study is aimed at exploring the suitability of the evaluation criteria used in Microprojects Programme Trust (MPT) projects, by looking at hard and soft components of the community development programmes.

In order to do justice to this study it is important to discuss and define some of the key elements in Community Development regarded by Community Development practitioners and proponents as a make or break in this field of study.

2.2 POVERTY PROBLEMS IN DEVELOPING COUNTRIES

Poverty is a dominant phenomenon in the underdeveloped countries particularly in almost all the countries in Africa. Most countries with the intervention of both national and international development aid programmes or strategies have made several attempts to address poverty, but in vain.

It would be vital to first give a statistical analysis of the extent of the problem of poverty before attempting to discuss the possible causes and effects.

2.2.1　Defining Poverty

Poverty is seen as the condition where people lack the means and do not have access to the means to satisfy their basic needs. May (1998) define poverty as "inability to attain a minimal standard of living, measured in terms of basic consumption needs or income required to satisfy them. It includes alienation from the community, food insecurity, crowded homes, usage of unsafe and inefficient forms of energy, lack of adequately paid and secured jobs, and fragmentation of family."

The above definition is described by Mabusela (1998) as a situation that "deprives human beings of the basic ingredients necessary for them to lead dignified lives".

Burkey (1993:3-4) differentiates between absolute poverty and relative poverty. He defines absolute poverty as the inability of an individual, a community or nation to satisfactorily meet its basic needs. However, relative poverty is defined as a condition in which basic needs are met, but where there is inability to meet perceived needs and desires in addition to basic needs.

2.2.2　The Extent of Poverty

International perspective

According to the Word Bank Report (1975: 248-249) about 85% of the 750 million poor in the developing world are considered to be in absolute poverty. The remaining 15% are judged to be in relative poverty. The report further indicates that the population in developing countries considered to be living in either absolute or relative poverty, more than 80% are estimated to live in rural areas.

Mabusela (1998) quoted the United Nations report of 1995 as indicating that: 800 million people went to bed hungry; nearly 900 million adults could not read or write; 1,5 billion people had no access to primary health care; 1,75 billion people were without safe water and 100 million people were completely homeless.

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The South African Situation

Wilson & Ramphele (1989:14) acknowledged that poverty "shows itself in different ways in different historical situations, and has diverse causes." They argue that South Africa has a long history of racial domination under apartheid.

Wilkins and May (1998:2) in a summary report prepared for the office of the Executive Deputy President, revealed that the poverty rate for rural areas in South Africa stands at 71%. "The 'poverty gap' (annual amount needed to uplift the poor to the poverty line by means of a perfectly targeted transfer of money; it measures the depth of poverty) was about R28 billion in 1995, and 76% of this was accounted for by the rural areas." In this report poverty is reflected as most dominant in the Eastern Cape 71%, Free State 63% and Northern Province 62%.

Causes and Solutions to Poverty

In order to be able to have a clear understanding of the social and political dynamics involved in the problem of poverty, it is always advisable to unpack the attempts made and perceptions entailed in the traditional theories of development. These perceptions it is my belief may have contributed to the present situation of poverty.

According to Carmen (1996), when development first emerged, economics has been its "Master discipline and lodestar". Economics has been responsible for theory building and policy formulation.

Carmen (1996) blames the development economics in referring to three-fifths of the World's population in negative terms such as the underdeveloped, the informal sector, the illiterate, the ignorant, the technological backward, the poor and the needy. They are most of the time treated as a problem and those who appear to be materially and technologically better off describe themselves as the "developed" and owners and shapers of the solution. Carmen 1996 sees this as a 'carefully cultivated mystification, which allows the developed to continue to indulge in a dangerous self-delusion whilst the underdeveloped interiorise the myth that they are indeed incapable, incompetent and 'the problem'.

2.3 TRADITIONAL THEORIES OF DEVELOPMENT

2.3.1. Modernisation Theory

Coetzee (1996) has quoted Chodak (1973) to be arguing that modernisation refers to the total transformation which takes place when a so-called traditional or pre-modern society changes to such an extent that new forms of the so-called advanced society appear. The assumption that underpins this view is that a set of characteristics can be attributed to traditionality on the one hand and modernity on the other, and that progress or transition is possible from the one to the other.

The literal meaning of modernisation is the concept of replacing or exchanging older things with something more recent. In other words, modernity in this view was associated with progressiveness. The absence of the characteristics of modernity has been labelled with negativity. In other words the idea of prosperity, growth, stability, democracy and efficiency have been linked directly with the paths of social and economic development of the Western World. The model of any proposed development in the Third World implies that as quoted in Coetzee (1996) "Look at us and do what we did; then you will become what we are now." Modernisation Theory's principles can be clearly referred to a movement from traditionality to modernity.

In an attempt to illustrate this view further Coetzee (1996) argues that under the Modernisation Theory underdevelopment was associated with traditionality, simplicity, whilst development was associated with modernity and complexity. The intervening variables to enable a shift from traditionality to modernity or from underdevelopment to development has been identified as economic growth, industrialisation, etc. In other words, development in the Third World countries was expected to be an initiative process in which the less developed countries gradually assumed the qualities of the industrialised nations.

In the modernisation approach, societal development is described as a simple dichotomy or division of traditionality on the one hand and modernity on the other. It is seen as a movement from traditionality to modernity and modernity being the final destination. This implies that progress will be a continuous possibility and improvement is guaranteed should the necessary steps be taken.

Modernisation characteristics, i.e. differentiation, integration, growing systems, adaptation cannot in themselves sustain growth and modernisation. Coetzee (1996) argues that if Western development history is taken as a point of departure, then ethnocentric or deterministic model is the end result.

Development under the modernisation theory is seen as synonymous with the economic growth. The expectation in this view was that increased output would have multiplier effects in the overall economy, which would ultimately lead to sustained development. Dudley Seers (1969) conceived of development as involving not only economic growth but also conditions in which people in a country have adequate food, jobs, shelter and income inequality among them is greatly reduced. This means that there can be economic growth without development. So economic growth per se does not imply development.

2.3.2   Dependency Theory of Underdevelopment

The dependency theory which has often been termed the underdevelopment theory could be traced back as far as the period of imperialism. According to Coetzee and Graaf (1996), "Imperialism refers to any relationship of effective domination or control, political or economical, direct or indirect of one nation over another."

Politically colonisation of Africa could be attributed to a European balance of power struggle between Britain, France and Germany, for reasons of national prestige and overseas trade influence.

Strategically these nations tried to block off each other's penetration into Africa. As Wood (1996) put it, imperial expansionism has been ascribed to a wide range of motives, from simple heroism, to the desire for political dominance over other European powers, to a so called "civilising mission". According to Wood (1996), any understanding of the process of development would be incomplete without some insights into the economic causes and effects of imperialism.

Andre Gander Frank (1969) is one of the first proponents who took a step further in what was known as dependency theory or underdevelopment theory. He attempted to set out that the world is dominated by the single capitalist economy such that countries are somehow integrated to it. According to

Frank (1969) the few rich countries that are often referred to as core countries control this world economy. As expressed by Frank (1969), the countries that are regarded to be on the periphery of the World Economy (such as Latin America and Africa) had been incorporated into the World Capitalist system since the early stages of the Colonial period in order to produce a process which Frank (1969) described as "the development of underdevelopment". By this he meant that the 'Metropolis' (i.e. the colonising power of Europe which formed the 'core' of the capitalist system) developed by exploiting and impoverishing the 'satellite' (i.e. the colonies of Latin America and Africa) on the periphery of the Capitalist system.

According to him the stronger the link which existed between 'metropolis' and 'satellite' the greater the extent of the satellites subsequent 'underdevelopment' or 'impoverishment'.

Conversely, the weaker, the 'metropolis - satellite' link the less the satellite was 'underdeveloped' mainly because the opportunities for local (national) development in the satellite were greater during periods of weak linkage.

The option for Frank (1969) was clear, that, either the satellite had to break completely with the metropolis by staging a socialist revolution in order to develop economically, or it was doomed to continue 'being underdeveloped' by the metropolis.

In Frank's view (1969) the 'linkage' between the metropolis and satellite, refers to the trading links. Central to his thought was the notion that capitalism was a system where production for profit through world trade predominated.

Frank's thesis (1969) of the 'development of underdevelopment' came under heavy criticism from neo-Marxist analysis of the Dependency school of thought. According to Graaf (1996) these theorists who were critical of Frank argue that:

1. Frank (1969) made the mistake of basing the exploitation and impoverishment of the satellite in the exchange of goods and not (as he ought to have done) in Capitalism as a mode of production.

2. According to Theo dos Santos (1970), Frank (1969) has ignored the types of internal structures which can emerge in the satellite under the

conditioning impact of international relationships of trading dependency.

3.   It was also noted that by concentrating on capitalism as an international trading medium, Frank has ignored the social formations which can, and do, emerge at the national level inside the satellite in the form of 'classes'. According to Gabriel Palma in Graaf (1996), this has led to a great deal of distorted political analysis, along the lines that the local bourgeoisie no longer exists as an active social force. It was further argued that 'classes' especially the 'middle classes' or bourgeoisie do determine the course of economic development in the satellite, so that it would be more true to talk of dependent development, i.e. satellite countries expanding as a reflection of the dominant countries.

The whole criticism at large was an attempt to argue it is not true that dependency has led to poverty. It opened up the possibility that some development does occur in the satellite through its dependency relationship with the metropolis.

Whilst it might have appeared that some 'dependent' countries In the Third World had showed signs of development in their link with the metropolis or First World but it has to be seriously questioned the type of development that has resulted from that influence.

2.3.3   Global Interdependence Approach

There was an attempt in the 1970's to bring a universal approach to development. This led to an exodus or massive resource transfer through Western Commercial Banks, bilateral and international lending institutions. This failed to bring balanced economic development but instead it led to the World debt crisis which appears to be very sensitive and difficult to solve even to date.

2.3.4   Basic Needs Approach/Theory

The basic needs orientation as an approach was a significant shift from the idea that economic growth automatically leads towards development. The idea that became popular was that if economic growth has failed to 'trickle down' to the masses and actually impoverished the masses of inhabitants even though there has been increases in the overall wealth of the country, it

would be difficult to term the result development.

Mabogunje (1980) has listed three questions to be asked in order to assess development:

1.   What has been happening to poverty?
2.   What has been happening to unemployment?
3.   What has been happening to inequality?

If all three have declined from high levels it could be regarded as a period of development for the country concerned.

2.4   THE COMMUNITY

According to De Beer and Swanepoel, (1998:17) "Community" is usually defined in terms of geographic locality of shared interests and needs, or in terms of deprivation and disadvantage."

However, it has been widely acknowledged that the concept "Community" is not convincingly well defined in the literature as some put emphasis on a locality and some put emphasis on local autonomy. A community as 'locality' has been criticised in that it is a small area in which families live together who may or may not have mutual interests or values. Emphasis on 'local authority' as a prerequisite of a community has been criticised by de Beer, and Swanepoel, (1998:17) in that it disqualifies other entities practising community development from being communities.

Schurink, E.M. (1996:407) states that "The 'ideal community' is that group of people who share physical and social space, making them aware of individual family and community strengths and needs, and helping them to create informal social support networks in cooperation with professional helpers, so as to manage resources in such a manner that social problems are prevented on a primary, secondary and tertiary level."

This definition puts more attention to the involvement of an outsider or a professional change agent as the only possible way to facilitate community development. However, de Beer & Swanepoel (1998) maintain that "Communities do not wait for and often do not need, an outsider (e.g. government or an NGO

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official) to redeem them", for, de Beer and Swanepoel, (1998:18) have quoted Roberts (1979:27) as indicating that "The community exists when a group of people perceives common needs and problems, acquire a sense of identity, and has a common set of objectives."

There are many definitions and perceptions about a community, however, in the context of this study, a community is a group of people who identify with one another and have a common need and often reside in the same geographic locality.

It is clear from the above definitions that certain elements which are very essential for community development to continue or to take off are very traceable in what is defined as a community, i.e. common need; sense of belonging or identity; closeness of people or geographic locality; willingness to cooperate or participate in bringing about change to the problems experienced as a result of poverty or deprivation. This therefore brings our interest to analyse what is meant by community development.

2.5 COMMUNITY DEVELOPMENT

2.5.1   Historic Facts

Community development in almost all the developing countries has been associated with and seen as a relief from the oppression or deprivation. Community development programmes as a result are regarded as high on the agenda in those countries who have previously experienced colonisation and imperialism, i.e. the developing countries.

In other words the emergence of the Community Development approach coincided with the struggle for independence in the developing countries. As Hintjens (1998:281-284) , put it "Many of the current generation of Third World Community-based organisations originally operated in parallel to state institutions, sometimes openly confronting official policies." This is also confirmed by Taylor (1998:292-300), as he puts it thus, "The struggle against the apartheid regime in South Africa was taken up by a very wide range of progressive organisations and individuals both within the country and beyond. ... In many organisations the need to remove an oppressive and racist regime, and the need to provide services and resources to communities came together. The political struggle and the struggle for improved quality of life

and access to resources became one."

2.5.2   Defining Community Development

Roodt. (1996:313), has quoted a definition given by the Tenth International Conference of Social Work in 1958 which sees Community Development as "the conscious process wherein small, geographically contiguous communities are assisted by the more developed community to achieve improved standards of social and economic life. This is done primarily through their own local efforts and through local community participation at all stages of goal selection, mobilisation of resources, and execution of projects, thus enabling these communities to become increasingly self-reliant."

The above definition works on the assumption, that the more developed communities assist the less developed in attaining improved standards of social and economic life. However, the reality is that the initiative to improve the standards of living is taken more often than not by the less developed communities themselves through those individuals and leaders who are charismatic and are often referred to as movers and shakers within the community. It takes time for the community to accept outsiders as communities they are often suspicious of hidden agendas.

In the Transkei for instance, community development was introduced during the homeland independence era, as small programmes of local self-help groups. These programmes were often pioneered by women's groups like Zenzele Womens Association in the rural areas. Some of these groups were successful although tailored from a top-down approach, as the principles of community development were hardly known by the then government Extension Officers and Health Workers.

The United Nations (1971:2) defines the concept of community development as "the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to national progress. This complex process is then made up of two essential elements: the participation of the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative, and the provision of technical and other services in ways which encourage initiative,

self-help and mutual help and make these more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements."

The above definition puts more emphasis on preparing the community to improve their situation so as in turn to be part and as well contribute towards achieving the National Development Goal.

This thinking links up well with the argument by Mabogunje (1980) who quote Dudley Seers as looking at development not only as involving economic growth but also conditions in which people in a country have adequate food and jobs and income inequality among them is reduced. As a measurement there are three questions which have to be asked about a country's development as argued by Mabogunje (1980):

• What has been happening to poverty?
• What has been happening to unemployment?
• What has been happening to inequality?

If all three of these have declined from high levels, then beyond doubt this has been a period of development for the country concerned.

In other words, it would be difficult if not impossible for any individual or community to contribute fully towards national progress if there is no attempt or specific programmes set out to address these conditions stated above.

Biddle and Biddle (1965:78) conclude this argument well when defining "community development as a process by which human beings can become more competent to live with and gain some control over local aspects of a frustrating and changing world".

All in all community development towards this end, is seen as a preferred approach to problem-solving. So community development allows even the most shy and timid member of community an opportunity to voice out his or her opinion no matter how unpopular it may turn out to be.

Craig (1998:15) argues that "Community development is a method of working with people ... a way of working which essentially starts with the needs and aspirations of groups of disadvantaged people in poor localities and which struggles, first of all, to articulate and organise politically around those needs

and aspirations, placing them at the front rather than the end of political debate."

2.5.3   The Dynamics of Development

De Beer and Swanepoel (1997:42) confirm that development is about people, their needs and their circumstances. It therefore becomes a necessity to become conscious of all these aspects when involved in a development programme.

Thaw and Randel (1998:3) highlighted some of the constraints and blockages to development as follows:

* political constraints - certain groups deny other groups access to resources, decisions or opportunities; sometimes they purposefully exploit others;

* geographic constraints - people living far from the centres of power and production are ignored or forgotten; or an economic view holds that such areas are not "investment worthy";

* psychological constraints - people themselves might have experienced violence, trauma, exploitation or disregard and do not have the energy or will to change or challenge the status quo."

De Beer and Swanepoel (1998:48) have quoted Wisner as indicating that, "needs are a key issue in community development and the process of need definition is political. Gaining access to available resources is also a political act which may cause tension and conflict." The above argument is a clear confirmation that politics play a very vital role or have a bearing on development and that there is no escaping that they have an influence directly or indirectly in development.

De Beer and Swanepoel (1998:49) further make reference to Hope as pointing out that, "the structure of a government should be of a character that encourages responsible political action and facilitates the involvement of a wide cross section of citizens in the development process." However, even though Hope in the above statement focuses on government as responsible

for political control, De Beer and Swanepoel (1998:49) appear to be taking the point further as they state that even communities as individuals have their politics, i.e. local politics and that these too have an influence to development. "Even a small group of women involved in a small project are influenced by the politics of power among themselves." This therefore means that politics have an influence in development and political influence could be traced in all levels, be it local, regional or national level.

The case of South Africa is an important example to the argument about politics and development. South Africa still remains a fragmented society even today as a result of a political strategy made in the past under the name of Apartheid. Jones (1990:259) puts emphasis on the right of people to share in decision making process and further argues that if people are given a chance to take their own decisions in the development process, this means that they have political power.

Holman (1978) states that social deprivation requires a redistribution of social resources which will both free the poor from the constraints placed on their behaviour by depriving conditions and will also change their position within the social structure as a whole. However, Holman (1978) further concedes that the social structure itself is made up of social groupings whose interests are served by the perpetuation of poverty. Holman (1978:261) has made reference to three ends at which political action is directed to:

"(a) to persuade what might be called the collective middle-class conscience that substantial structural changes are desirable even if they result in some losses to themselves;

(b) to persuade those sections of the working class which do carry some political punch that the poor do not deserve to be left in poverty;

(c) to develop a political voice of the poor themselves."

The difficulty in attaining any of the above ends has necessitated, in some cases, the emergence of "Community Action" Holman (1978).

Holman (1978:261) has quoted Bryant as defining community action as, "... a particular approach to organising local groups and welfare publics; an approach in which the political impotence or powerlessness of these groups

is defined as a central problem and strategies are employed to mobilise them for the representation and a promotion of their collective interests."

Smith and Anderson in Holman (1978:261) define community action to be, "collective action by people who live near each other who experience either common or similar problems, which are usually those giving rise to a common sense of deprivation."

Holman (1978:261) further identifies three main characteristics of community action, "Firstly, a major objective is for the socially deprived to gain greater control over their environment, their neighbourhood, their patterns of living. In practice this involves a greater contribution to, say, the manner in which their locality is developed, to what happens to their children, to the kind of housing they obtain, to the way in which they are treated by officials, to any changes within the local social services."

Holman (1978:262) when referring to social services puts emphasis not simply on improvement, but on improvements made at the instigation of those the services are supposed to serve. "Secondly, the greater control is associated with action by the deprived themselves. Community Action usually occurs outside of statutory bodies. It involves the socially deprived themselves - local residents, welfare recipients, the low paid - defining their own needs, problems and solutions. This contrasts with the usual practice of their wants being defined by those above them in the social structure ... Thirdly, the greater control and grassroots involvement is associated with collective action." The belief is that as individuals separated from each other the deprived have little or no influence in their negotiations for change. It is when they pull together as a united force that an impact is made.

Holman (1978:262) emphasise this point further by making an example that, "... it was reasoned in one project .. that one tenant refusing to be rehoused into slum property by the local authority would have very little impact. But a hundred tenants declining to move would cause the authority to take notice."

2.6   COMMUNITY PARTICIPATION

Roodt (1996:313) has quoted Ralinema (in Sachs 1992:116) that "the term 'participation' is a jargon word separate from any context, and has been

manipulated by vastly different groups of people to mean entirely different things."

From the above statement it is clear that the term participation is open to abuse, in other words, has more often been hijacked and manipulated by the elites in an attempt to satisfy certain funding requirements.

Carmen (1996:1-3) blames Development economics when it continues to refer to three-fifths of the world's population in negative terms, i.e. the underdeveloped, the informal sector, the illiterate, the ignorant and the technologically backward, the poor and the needy - and to treat them as the problem and targets of adjustment and eradication/alleviation strategies. Carmen (1996) further points out that those who are materially and technologically better off, describe themselves as the developed and as owners and shapers of the solution.

The above statement indicates how self-created false impressions could easily lead to the violation of basic human rights, i.e. the right to participate fully in the decision that would ultimately determine the future about one's life situation.

As Keogh (1998"187-196) puts it, "Participatory development can be a manipulative tool to engage people in a pre-determined process, an expedient way to achieve results, or an attempt to support a democratic, empowering process."

Smith (1998:197-204) puts it more nicely thus, "Some forms of participation are often criticised as tokenism, giving participants no power ... Participation may treat people as objects in 'self-help' schemes that have not been designed by those affected."

This is a very loaded statement as this approach undermines the intelligence and the importance of empowerment in the process. De Beer and Swanepoel (1998) see this as nothing but the mobilisation of cheap labour and they have quoted Knoetze (1983) as referring to this input as simply mobilising "sweat equity" so as to simply justify local community contribution. De Beer (1988) argues that this is a typical example of a top-down, "co-opted involvement of people which left very little room for their initiative and empowerment." De Beer and Swanepoel (1998) have quoted Burbidge (1988:188) as arguing that, "Many 'forced' contributions or the well-known 'self-help labour' contributed to a project can hardly be labelled as participation."

Carmen (1996) regard the situation as oppressive when human and humanising functions are inhibited. His argument is that people may be oppressed "physically through unemployment, underemployment, insecurity, malnutrition and homelessness. They may be oppressed intellectually by ideologies which ultimately serve vested interests of those who directly or indirectly exploit them."

These arguments above all indicate what happens when people lack the power to voice their opinion. Smith (1998:197/204) sees this as passive participation which is tokenist, inauthentic, incorporative and even repressive. "One disbenefit of such participation is that it is a technocratic and paternalistic activity which treats people as objects or as unpaid hands in 'self-help' schemes that have not been designed by those affected."

It is very interesting to note that most foreign funders regard community participation as an essential dimension of development strategies and yet fail to specify exactly what they mean by participation and how it can be achieved. This often results in their vague and ambiguous elucidation and evaluation of community participation and its qualitative contribution to project/programme success. The funding criteria of most foreign funders emphasise that only projects that demonstrate community participation and community sensitivity in their design and implementation receive priority and failure to emphasise and display a participatory approach in a project proposal often leads to rejection by funders. It is not clear as to how these foreign funders detect whether indeed community participation in the design of a project has been adhered to or not before the project proposal is rejected or approved. It is also not clear as to whether there is a common understanding of the concept "participation" between the funder and the so called 'beneficiary' organisation or 'recipient' community.

To illustrate this point further Burkey (1993:57) argues that, "Participation in project design and decision-making is all too often limited to a few village meetings where the project is explained and the people are asked to give their comments, and where the few comments made are by the school teacher in a language unintelligible to the majority." In the South African situation these meetings are mostly patriachal in nature, where women would not be allowed to speak unless permitted by the chief or someone in authority. This makes the concept of community participation incomplete, unless women, along with their families, play a responsible role in both project planning and management.

Lundy (1999) has quoted Cernea (1985:10) as suggesting that participation is,

"empowering people to mobilise their own capacities, be social actors rather than passive subjects, manage the resources, make decisions, and control the activities that affect their lives."

The key words in the above definition is the process of empowerment that takes place and that enables the people or that capacitates them to make decisions and have power to control the activities affecting their situation. This definition connects well with the statement by Carmen (1996) on human and humanising functions. In other words participation becomes a human right to enable human growth to take place. Burkey (1993:56) sees participation as leading to "the development of self-confidence, pride, initiative, creativity, responsibility, cooperation. Without such a development within the people themselves all efforts to alleviate their poverty will be immensely more difficult, if not impossible. This process, whereby people learn to take charge of their own lives and solve their own problems, is the essence of development."

In a statement which reaffirms the argument of Burkey (1993) above, Carmen (1996:2) criticise the terminology such as "target" community and "beneficiary" community as he points out that "development exists where people act as subjects and are not acted upon as objects, targets and 'beneficiaries', nor manipulated as 'participants' in designs and projects not of their own 'participation'. There is development where there is space for the flowering of human creativity and the right to invent our own future is reclaimed."

It therefore means that if participation is to genuinely lead to human creativity and human growth, it has to be more than a mere mobilisation of labour force for the sake of satisfying the requirement by foreign funder of a local community contribution or the gathering through a large community meeting just to hear about pre-determined plans of 'self-help' funding programme either by the government or the international community.

Burkey (1993) has quoted Paulo Freire who has written that:

"Attempting to liberate the oppressed without their reflective participation in the act of liberation is to treat them as objects which must be saved from a burning building; it is to lead them into the populist pitfall and transform them into masses which can be manipulated."

From the above statement the situation could be referred to as nothing else other

than a disaster relief aimed at continued dependency with no intentions of leading the community towards autonomy.

There can never be empowerment or self-awareness or self-reliance in that kind of a situation.

Schurink (1996:407) defines empowerment as "the process of increasing personal, interpersonal and political power, enabling individuals or collectives to improve their life situation. Empowerment increases the energy, motivation, coping and problem-solving skills, decision-making power, self-esteem, self-sufficiency and self-determination of community members."

In other words empowerment is a process which increases the level of awareness, assertiveness and the development of self-worth of each individual in the community, a process which ultimately leads to self-reliance.

Burkey (1993:57) argues that "the first step in achieving genuine participation is a process in which the rural poor themselves become more aware of their own situation, of the socio-economic reality around them, of their real problems, the causes of these problems, and what measures they themselves can take to begin changing their situation. This process of awakening, raising of levels of consciousness, or conscientiousness, constitutes a process of self-transformation through which people grow and mature as human beings."

It could now be stated after all these arguments that community development is a very broad and loaded sensitive programme that is necessary to uplift the spiritual and human social functioning during the times when people are faced with social problems particularly those of poverty and any form of deprivation. In other words any project or programme, be it piloted by government, non-governmental organization or any international development funding agency, could only fit well to be termed a community development programme or project if it identifies with the elements of community participation as listed and argued by the various development practitioners above.

Coetzee (1996:142) summarises well when he points out that, "Development projects will certainly want to bring about material benefits, but in terms of the comprehensive aims of development, development projects should contribute primarily to increasing the level of human well-being." He further argues that "programmes aimed at providing the opportunity for people to become more than

they are will have to aim towards creating opportunities for increased humanness."

The above definition clearly differentiates the two components which in Coetzee's (1996) opinion are brought about by a community development project: i.e.

(i)   the material improvement or benefit which for the purpose of this research study is termed 'hard' components literally refers to those components of development projects that are tangible and can be physically observed and can bring material changes to the life of the community.

(ii)   the increased humanness which for the purpose of this research study is termed "soft" components of development referring to those components of projects that bring qualitative transformation to the life of the community, i.e. increased levels of awareness, human well-being and the empowerment process that addresses the community's abstract needs, these are not tangible and often cannot be physically observed.

2.6.1   Impediments or Obstacles to Community Participation : 'Nine Plagues'

Botes and van Rensburg (2000:42-54) have identified a list of what they regard as "Nine Plague – important impediments or obstacles to community participation".

(a)   The paternalistic role of development professionals.

Botes and van Rensburg (2000:42) argue that, "The majority of development projects are initiated by outsiders. They are rarely founded spontaneously by the community itself." Their argument is that the role of the so called, 'development experts' or 'professional experts' more often than not lead towards "externally induced development or externally managed processes" a situation which is often characterised by domination of decision-making and manipulation instead of facilitating the development process. This according to Botes and van Rensburg (2000:43) is influenced mainly by the attitude within these 'development experts' that "they always know best and therefore, their prime function is to transfer knowledge to communities whom by definition 'know less'." It is a situation which is caused in Botes and van Rensburg's opinion (2000:43) by the fact that, "professionals are predominantly trained in

ways that disempower and who tell other people what they should do and think."

Botes and van Rensburg (2000:42) have quoted extracts of remarks from both the 'Indian Village' and 'Informal settler from Kwazulu Natal' as discontent with the paternalistic approaches of development professionals and remarking as follows:

–   "They (the developers) arrived already knowing everything. They come here and look around, but they see only what is not here." – Indian Villager.

–   "Developers just come overnight, they just arrived. They did not tell the people. They made us think that they were coming to save us." Informal settler Kwazulu Natal South Africa (Craiss, 1994, p.16).

(b)   The inhibiting and prescriptive role of the state.

Botes and van Rensburg (2000:43) believe that in Latin American societies there are many examples where governments have used community participation to maintain existing power relations. In this sense Gilbert (1987) in Botes and van Rensburg (2000:45) concludes that "participation can be very dangerous when placed in wrong hands." Morgan (1993) in Botes and van Rensburg (2000:45) states that, "Participation is often constrained at the state level by partisanship, funding limitations, rigidity, the resistance of local and national bureaucrats, and the state's inability to respond effectively to the felt needs of the populace ..."

(c)   The over-reporting of development successes.

The concern here is that successes are highlighted most than failures – and this often result in an unfortunate situation where the "knowledge of the nature of the failure, the very information which could allow intervention policy to be improved, is lost." (Dudley (1993); Friedman (1993); Rahman (1993) in Botes and van Rensburg (2000:45). It is believed that detailed information and studies on "what went wrong" and why things "went wrong and some suggestions as to how the same mistakes can be avoided", could go a long way in improving the

"intervention policy' of the organisation concerned.

(d) Selective participation

Botes and van Rensburg (2000:46) argue under this point that, "Since many community organisations are not democratically elected, the involvement of local leaders often represents the voice of a group of self-appointed people, and may not accurately reflect the views and perspectives of the broader community. This easily runs the risk of the project being co-opted by certain groups or interests, leaving development workers with a feeling that the beneficiaries consulted were the wrong ones."

There is however, a need for caution to be exercised in this matter with the necessary sensitivity in that if an existing leadership in a particular locality is overlooked or by-passed there is a possibility of resistance and tension within the community , a situation which may likewise hinder greater community participation.

(e) Hard-Issue Bias

Botes and van Rensburg (2000:46-47) have quoted Moser (1989); Sowman and Gawith (1994) as arguing that, "In many development projects the so-called 'hard' issues (technological, financial, physical and material) are perceived as being more important for the successful implementation of these projects than the 'soft' issues (such as community involvement, decision making procedures, the establishment of efficient social compacts, organisational development capacity building and empowerment)".

Cernea (1983:13) and (1994:8;) has been quoted by Botes and van Rensburg (2000:47) as stating that, "while many technologies are available for "hardware" components of development projects, this is not the case for the institutional components and socio-cultural parts of these projects ("software"), which in no way are less important for the projects' ultimate success. Thus, creating and strengthening adequate social organisation – the social capital that sustains, uses and maintains the technology, and involving the users of the technology, is no less important than the technology itself."

(f)   Conflicting interest groups within end-beneficiary communities.

In most cases conflicts among the different interest groups within the community and competition among community based organisations over access to limited and scarce development resources often result in minimal participation by communities.

(g)   Gate-keeping by local elites.

Botes and van Rensburg (2000:49) argue that, "there is always the danger that decision-making at community level may fall into the hands of a small and self-perpetuating clique, which may act in its own interests with disregard for the wider community."

(h)   Excessive pressures for immediate results: the accentuation of product at the expense of process.

The concern expressed by Botes and van Rensburg (2000:50) is that of a "tension between the imperatives of delivery (product) and community participation (process), between the cost of time and the value of debate and agreement." In an attempt to clarify this point further Botes and van Rensburg (2000:50) argue that, "Excessive pressure for immediate results, accruing from the products and services delivered, often undermine attention to institution-building and make it difficult ... Any pressure on development workers to show results, may force them to take matters out of the hands of community people and complete them themselves."

(i)   The lack of public interest in become involved.

In Botes and van Rensburg (2000:51) sometimes the experiences of the past particularly if certain promises made were not fulfilled may lead to the decline in the interests among the communities to participate in a development programme.

Botes and van Rensburg (2000:51) have quoted Kok and Gelderblom (1994) as giving evidence to the allegation that they see as misconception about 'lack of public interest in becoming involved' and argue that, "the question whether people really know what they want

and what is likely to be in their best interest is another area of concern that is frequently cited. It is often said that people need to be protected against themselves. This notion implies that people are ignorant and need to be steered in the right direction by those who "know better", presumably the professional experts."

2.6.2 Twelve Emergent Guidelines For Promoting Community Participation

Botes and van Rensburg (2000:52-54) conclude by listing what they regard as "Twelve commandments – emergent guidelines for promoting community participation." and advise those who want to get involved to do the following:

i) Demonstrate an awareness of their status as outsiders to the beneficiary community and the potential impact of their involvement.

ii) Respect the community's indigenous contribution as manifested in their knowledge, skills and potential.

iii) Become good facilitators and catalysts of development that assist and stimulate community based initiatives and challenge practices which hinders people releasing their own initiatives and realise their own ideals.

iv) Promote co-decision-making in defining needs, goal-setting, and formulating policies and plans in the implementation of these decisions.

v) Communicate both programme/project successes and failures - sometimes failures are more informative.

vi) Believe in the spirit of 'Ubuntu' – a South African concept encompassing key values such as solidarity, conformity, compassion, respect, human dignity and collective unity.

vii) Listen to community members, especially the more vulnerable, less vocal and marginalised groups.

viii) Guard against the domination of some interest groups or a small unrepresentative leadership clique.

ix) Involve a cross-section of interest groups to collaborate as partners in

jointly defining development needs and goals, and designing appropriate processes to reach these goals.

x)   Acknowledge that process-related soft issues are as important as product-related hard issues.

xi) Aim at releasing the energy within a community without exploiting or exhausting them.

xii) Empower communities to share equitably in the fruits of development through active processes whereby beneficiaries influence the direction of development initiatives rather than merely receive a share of benefits in a passive manner.

There is no doubt that the 12 emergent guidelines listed above are very important ideas to take into consideration when involved in a community development programme. However, to allow these to be regarded as "Twelve commandments" is rather over ambitious and going overboard in that it would be synonymous to undermining the complexity of the dynamics in the same community development as well as human nature. The impression likely to be created is that these so-called "Twelve command-ments" could intimidate development practitioners to regard this as a rigid list or blueprints imposed on them and not open to debate, criticism, improvement and adjustments.

It is important to note that these "Twelve commandments" or "12 emergent guidelines" for participatory development may be very easy to list and campaign for their support than it is to implement them. What appears to be important and very sensitive is not so much on the knowledge of the list but rather the skillful method of practical application of these suggested guidelines in a manner that is not likely to be perceived as another paternalistic approach by a development professional.

2.7 ROLE OF INSTITUTIONS IN DEVELOPMENT

It is not clear from the available literature whether institutions had a direct influence in the shaping and emergence of community development. However, there is no doubt that community development institutions have a major influence in the direction and the manner in which the concept "Community Development" today is perceived.

There is no doubt that the role of institutions in Community Development is inevitable and that any community development programme or project without a proper coordination and cooperation between community development institutions themselves is doomed to failure. De Beer and Swanepoel (1998:34) regard institutions as a "make or break", the "success or failure of community development." In their book they have categorised institutions into four large segments as reflected in available literature, i.e. Government Organisations, Non Government Organisation (NGOs), Community Based Organisations (CBOs) and International Funding Organisations or Foreign Aid Organisation or Foreign Funding Institutions.

A community development project is a way of providing outside or external support where it is needed. However it could happen that a certain group of people may be capable of bringing about the desired change by themselves without outside assistance and those people may be referred to as self-sufficient. If they are not able and in fact need support from outside their community, the indication is that there may be a gap between where people find themselves and the desired change they seek.

A development project therefore assists in improving the living conditions of people and thereby close the gap that exists. It has been pointed out in the literature quoted earlier that in development people make conscious choices to change and improve their situation and as Burkey (1993:48) argues, "... These changes must come from within the individuals and groups and cannot be imposed from the outside."

2.7.1   Government as a Development Institution

The role of government in any country is to guide the direction of development by developing National, Provincial, Regional and local development policies, plans and programmes. However, these policies and plans must be informed by the outcome of a series of workshops and research with active participation of the citizens of the country or at least their democratically elected representatives. The absence of such active participation assumes and asserts the myth that people are incapable of identifying and articulating their development needs and priorities. In this regard development projects designed to support the local community needs, must also be congruent with the national development programmes or plans of the government otherwise they fall into the trap of not responding to the needs of the deprived.

As Rahman in Craig & Mayo (1995:27) says "As regards public sector development efforts, they consist in practice, largely of bureaucratic and technocratic approaches to the implementation of projects and programmes in a culture of unbridled corruption, which benefits those directly involved with the processing and implementation of these projects and programmes much more than the people at grassroots." And is the financial and social power of those same powerful interests, which enables them further to appropriate social resources to augment their private fortunes.

However, De Beer and Swanepoel (1998:38) drew a list of concerns that the specialist government department often falls into a trap when involved in community development:

(i)   The specialist departments and their officers often undermine the importance of community development and give priority to their specialist functions.

(ii)   Community development portfolios are often occupied by the "unprofessional" and those officers are always the most junior officers in the department.

(iii)   Many specialist officers particularly those trained in the humanities, i.e. social workers and teachers perform their specialist functions through community development.

(iv)   Community development officers were often given tasks which had very little to do with community development.

From the above concerns it is very clear that the government as a development institution does not seem to understand or does not appear to have an insight of the concept of Community Development.

2.7.2   Non Government Organisations As Development Institutions

The NGO sector is a very popular institution that has influenced the development strategies all over the world including many government development policies. NGOs are not there to replace government but to complement and supplement the efforts of the government in an attempt to improve the standard of living of the local communities. In this manner

development becomes a well coordinated national effort by all stakeholders within society.

According to De Beer and Swanepoel (1998) the rapid increase in the number and growth of the NGO sector has been as a result of many failures of governments on political and economic levels. The other reason has been the advantages they have over bureaucracy and the fact that they are more cost-effective in their approach. In support of the above Eade (1997:118) argues that NGOs have qualified staff, are more efficient and flexible and can easily adapt to change.

However, NGOs have been heavily criticised despite some major positive contribution they have made globally. Recent research indicates that NGOs do not perform as effectively as had been assumed in terms of poverty-reach, cost-effectiveness, sustainability and popular participation. In the past NGOs were seen according to Lundy (1999:124) as "Magic bullets which can be fired off in any direction and, though often without very much evidence, will still find its target."
De Beer and Swanepoel (1998:40) listed a number of weaknesses NGOs have among others, being:

- Inability to replicate projects and ensure sustainability.
- Inability to collaborate with other role-players effectively.
- A lack of coordination of the efforts of individual NGOs.

The above weaknesses are seen as applicable to government institutions as well.

However, in as much as it would be conceded that NGOs have failed to cooperate and collaborate their efforts, there is no doubt that NGOs are an important component as institutions for community development. This is of importance particularly if one considers that some NGOs grew out of interest to volunteer services to poor and oppressed local communities. Volunteerism in simple terms as stated by Mufune, Mwansa and Siamwiza (1996:24) entails a capacity on the part of individuals to serve of "their own free will without expectation of monetary or other personal material gain. Through such service and humanitarian acts people seek to bring about social change."

The NGO's in South Africa still have a major role to play in assisting the new

government. As Atkinson (1996:295) puts it, "If the government realises that only NGOs are able to reach many of the rural, inaccessible and underdeveloped communities of the country, it may produce a more coherent and sympathetic policy towards NGOs ... the key issue is to clarify the future role of NGOs." Taylor (1998:300) takes this idea further and argues that, "There are still many challenges to institutionalising South Africa's democracy, and the first challenge is to help build the capacity of the communities such that they are able to interface with institutions of power from a position of independence ... until the ownership of government is a practical reality at local community level, the transformation of the society will not be complete." This is evidenced by the ongoing debate and disagreement between government and traditional leaders on their role and that of elected local government officials (TRC) concerning development.

It is cause for concern to the researcher and author of this study that the international community would appear to be beginning to think that with South Africa having gained its freedom, the time may now have come to divert development funding from Non-governmental organisations to the government itself as an agent for development.

My personal experience and observations convince me that while the rationale for such a view is understandable, it is too early to entertain such a position. The international community would be well advised to carefully assess the state of readiness of the government for the practical and logistical consequences and implications of such a move at this stage. It is my contention that the future social and political stability of this country is integrally linked to the economic advancement of all the people of this country. It is my strong feeling that towards this end the international community and the non-government sector have a definite role to play.

2.7.3   Foreign Funding Institutions

Development funding is usually channelled through the government, non-governmental organisations and community-based organisations.

Funding from one government to another is often referred to as Bilateral Aid and is the most predominant one. There are also various forms of Multilateral Aid, which may come from international organisations such as USAID, EU, the World Bank, IMF, etc.

Funding that goes to Non-governmental Organisations is usually for small-scale programmes or projects whereas funding that goes to National governments is usually for large scale and long term programmes. It is almost impossible to have funding without conditions or criteria for the utilisation of funds. Some critics refer to these as "Tied Aid". Even aid in grant form can be "tied" so that it can only be used to buy goods or building material only. This puts limitations on the recipients. Most funding organisations have developed a tendency to even dictate how they would like the proposal to be designed if they are to accept and approve funding for projects.

De Beer and Swanepoel (1998:43) confirm the seriousness of problems around funding organisations and their argument is that, "the provision of funds places the donor in a strong position to make certain demands, thereby removing the community's ownership or their decision-making power." Foreign aid is a major element in the foreign policies of donor countries and so they are more often than not following self-interests when they decide to give or withhold aid. Any donor country, capitalist or socialist, when it gives loans, grants scholarships or professional staff, wants to be considered a friend of the recipient country and its people. This is part of the donor's image building. Friendship in this case means that the donor has more chances of influence on the recipient than do countries which the recipient regards as enemies. In this way foreign aid therefore could add to the sphere of influence of the donor country and that opens possibilities for 'foreign interference'.

Foreign aid can also create dependancy or a "beggar mentality" on the recipient. The recipient may continue to live beyond its means, confident that foreign aid will always come to its rescue, but it pays a price by losing self-pride, dignity and independence.

Foreign aid often emphasise on visible prestige projects rather than more relevant and practical projects which might not attract so much attention. These prestigious projects can become "white elephants" because the recipients may not have the imagination, the skills or money to keep them running. This may end up with a situation where the recipient spends heavily to bring in skilled expatriates.

However, foreign funding is not totally a world disaster and doom because it can be of help to recipient countries which have little national resources.

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When properly used foreign funding can be of improvement to the quality of life of the people by increasing their material and non material well being. All in all foreign funding remains an institution in community development.

In conclusion, it is now evident (based on the above discussion) that problems encountered in community development are directly influenced by and are a consequence of the difficulties and problems within the institutions of development.

Pillay (1996:326) suggests what he terms, "A corporatist arrangement ... where organisations representing the key social sectors, such as big business, government and labour, come together to determine public policy. This is also known as a 'social contract'." This model may not necessarily work in South African situation due to the fact that a large number of people are unemployed and some workers are not unionised. The other problem is the continued conflict between the employers and the trade unions and usually employers are not as organised as the working force in South Africa. It would appear that the business community in South Africa does not have an in-depth understanding of issues facing the poor of this country nor is there a clear strategy of how community development should be supported.

As Korten (1980:498) (in De Beer and Swanepoel (1998:44) puts it, "Community development needs another type of organisation with another type of attitude ... it requires organisations ... with a well-developed capacity for responsive and adaptation - organisations that: (a) embrace error; (b) plan with people; and (e) link knowledge building with action."

The above statement is also endorsed by Bhasin in Burkey (1993:53) when pointing out that development workers should constantly ask themselves: "am I increasing the confidence of the poor, their faith in themselves, and their self-reliance, or am I making them instruments of my own plans of action, imposing my own ideas on them?" It is important that the development institutions themselves should take note of the above warning and keep this suggestion in mind whenever they intend to intervene to consider getting involved in a community development programme.

In an attempt to clarify this point further, Burkey (1993:75) brings an example of a situation indicating a sensitive perception of outside interference. He gives a quoted statement of a member of the Bhoomi Sena Movement, in

India, "Only those amongst you are welcome who can help us think of our problems on our own, and bring to us information that is useful to us, and are yourselves willing to learn a lot from us."

The above statement is an indication that in community development both the local community and the change agent or development institution must be prepared to learn from each other with the change agent or development institution playing a facilitative role in the process that will enable the local community to open up and freely voice out their feelings and interpretations of their situation without intimidation.

2.8   CO-ORDINATION IN COMMUNITY DEVELOPMENT

There appears to be some consensus emerging about an interest in integrating the efforts of all stakeholders in community development. However, a lot of ground work still has to be covered in order to realise this interest. De Beer and Swanepoel (1998:61-62) argue that, "Knowledge gained from the literature which is mostly based on the practical situation, practical examples from research and experience, and the needs and experiences of the relevant stakeholders should be the foundation for acceptable and applicable mechanisms for the co-ordination of community development. To be successful, these mechanisms should be appropriate to the empirical reality and be backed and supported by a policy and by political support ... When designing mechanisms for coordinating community development, three simple, but very important questions must be asked and clearly answered:

- Who are the stakeholders that need to be coordinated?
- Who are the owners of the envisaged development?
- What is community development:?

It is only when some consensus has been reached, particularly on a common understanding and perception of the second and third questions, can clear progress be made in determining appropriate mechanisms for coordinating community development. As De Beer and Swanepoel (1998:62) put it, "politicians, officials, aid agencies and private sector stakeholders often regard development projects as "theirs", and not the domain of the affected community. As long as this spirit prevails and as long as communities are not allowed to take ownership of community development projects, efforts at developing acceptable and applicable mechanisms of coordination will fail ... Community development as a process of

empowerment to be applied by all professionals in line functions needs to be recognised before any attempt at coordinating community development will succeed. When ownership is devolved to the people, the matter of coordination will become less of an issue. Development will not be the domain of a ministry or other line functionary and therefore the duty of establishing coordination will not lie with any of them, but with the community."

The concept of coordination has been used synonymously with concepts such as "cooperation" and "collaboration" to mean a framework for collective development action, as Selsky (1991) puts it in De Beer, and Swanepoel (1998:62). Coordination is regarded as essential if community development is viewed as a total transformation. As De Beer and Swanepoel (1998:63-64) express themselves when quoting (Armor et al. 1979) "If the holistic character of development is recognised and acknowledged, if it is accepted that it should touch the total milieu and the hearts and minds of people, then one can talk of the necessity of a total systems approach ... In such an approach, ... all the participating organisations, be they governmental or private have the same goals and objectives which they strive to obtain through an interrelated and integrated programme."

De Beer and Swanepoel (1998:64) have reflected a six step process, as suggested by Lippitt and Van Til (1981) to establish collaboration. As De Beer and Swanepoel (1998) put it, the suggested six steps may also have merit for establishing coordination:

Step 1: Establishing the preconditions for collaboration.

Collaboration begins with a vision or an idea of how something can be improved if two or more organisations work together. Without this vision collaboration will not materialise. There always exist a desire within the community to work together in order to cooperate with each other to ensure coordinated action which also necessitates coordinated structures within the local community.

Step 2: Testing the collaborative waters.

The articulation of collaborative potential must be followed by a fuller exploration of the idea's viability. Four tests are suggested in this regard:

- Ensure that the proposed collaboration does not threaten organisational domain.

- Ensure that the proposed collaboration does not threaten organisational autonomy.
- Sketch an image of potential domain consensus.
- Check the limits of pre-existing collaborative networks.

It appears to be very important to allow those organisations and communities intending to engage in collaboration to undergo these tests as suggested by Lippitt and Van Til (1981) above so as to avoid unnecessary conflict and errors.

Step 3: Initiating the idea of collaboration.

From the very first discussion that broaches the idea of collaboration, attention must be given to the mood and setting of the exploratory discussion. If parties of the proposed collaboration do not see it as a necessity for problem solving, they will not easily become part of the process.

Step 4: Defining the collaborative venture.

Clear definition of member and team roles need to be developed. Collaboration will work best if a clearly identifiable collaborative team can be developed. As this team comes into existence, it must be able to show that it can act independently of the several organisational loyalties its members carry. As they learn to trust and work with one another, the group begins to draw a social contract of their collaborative venture.

Step 5: Invigorating Collaboration.

Collaboration has its low points and pitfalls. Surmounting these requires insight, patience, sensitivity and perspective. There are two things that play a role in invigorating collaboration:

- The greater the complementarity of functions between the collaborative venture and the individual members, the greater the likelihood of coordinated action.
- The larger the collaborating group, the more likely it is that an uncooperative coalition will develop within it.

Both these factors may play a role in the mechanisms for coordination being established.

Step 6: Evaluating the collaborative experience.

Collaborative ventures should be evaluated even more frequently than more established organisational ventures. The validity of the initial idea that brought the collaboration into existence requires renewal and review.

2.8.1   The Role of Cooperation in the Coordination Process.

As Lombard (1991:286) puts it, "Cooperation entails interaction between team members in order to achieve specific objectives." Cooperation in this sense implies the support and complementing of efforts.

Sanders (1975:435) distinguishes between two kinds of co-operation, namely:

1)   Cooperation between those who want to prevent duplication or overlapping. This kind of cooperation stems mostly from the need for cost-effectiveness and sometimes even spread of limited resources.

2)   The second kind of cooperation is cooperation between those who want to combine actions by means of a collective effort. In this sense the aim is the joining of efforts for a common goal achievement. Coordination undertaken and controlled by communities themselves is the ideal one although sometimes the communities find it very difficult to attain all by themselves. However, to promote "empowerment" means to trust the people and also to enable them (through advice, training, advocacy, etc.) to take command of their own development. De Beer and Swanepoel (1998:68).

It therefore goes without say that community development practitioners and facilitators should be able to strategically withdraw and work themselves out of the community in what is known as the exit-stratgegy.

2.9 THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)

The problems of underdevelopment and rural impoverishment that exist in South Africa today are traceable from the consequences of the National strategy of the then, "White" South African 'Apartheid' government. It was the aim of the 'Apartheid'

strategy to create a series of 'self-governing' regions or 'homelands' populated primarily by the black people with similar tribal ethnic affiliations. The important point to note is that those 'homelands' or 'black reserves' were not economically developed to hold the black population groups on a sustainable basis let alone the fact that they are too small in size (constituting 13% of South African land) to accommodate the black population group (which constituted more than 80% of the South African population) on a sustainable basis.

South Africa's successful first and second democratic elections have been hailed by the entire world as a major step to the consolidation of political transition from Apartheid rule to democracy. However, as Landsberg and Hlophe in City Press Newspaper (1999) put it, "South Africa still remains the world's most unequal society to date, and that these inequalities and class divisions run overwhelmingly along racial lines. As Landsberg and Hlope in City Press Newspaper (1999) argue, "If 'White South Africa' were a separate country, its standard of living would rank 24th in the world, the same as Spain. 'Black South Africa', on the other hand, would be placed 123rd alongside war-racked Congo - Brazzaville. Black average income is barely one-tenth of that earned by Whites in South Africa."

Landsberg and Hlope in City Press Newspaper (1999) have quoted President Thabo Mbeki (1999) as having once lamented that it appears South Africa is two countries in one, one white and affluent and the other black and poor. According to President Mbeki (1999), South Africa resembles a crude mix of "Third World" and "First World" features and it is this harsh reality that has forced the President to label South Africa a country of "two nations", i.e. the chronically underdeveloped nation which is largely black; and the "First World" component which while incorporating only a small proportion of the white population is highly developed. As President Thabo Mbeki (1999) puts it, "we are not one nation, neither are we becoming one nation, that is why the reconciliation is not being realised."

This state of affairs continue to create the yawning divide in the living standards between various population groups. As Hlope in City Press Newspaper (1999) indicates, President Thabo Mbeki is faced with this challenge and is likely to be determined by real management of divisions and by closing the gap between the "two nations". So it all means therefore that any approach to development in this country would have to confront the deep inequalities of South Africa's divided races. It would be an approach that suggest that reconciliation is only possible among equals; it is not a false sense of belonging.

The impressions given by Leroke (1996) is that the above concerns are the sort of things, that an ANC-led government had in mind when they introduced the Reconstruction and Development Programme (RDP) in 1994 as a key feature of government's approach to post apartheid South Africa's National Development Plan and strategy.

However, as Leroke (1996:242) puts it, the history of the Reconstruction and Development Programme dates from the late 1980's within the ANC/SACP/Cosatu alliance. In other words the late 1994 RDP white paper is seen as a serious distortion of the earlier version.

President Nelson Mandela when opening the RDP has been quoted by Leroke (1996:242) as remarking that, "Our country is going through a profound transformation at all levels of government and society to ensure the implementation of the RDP" to this end the RDP was seen as a revolutionary project, a transformation of the South African Society and a reconstruction of a new social arrangement. As Leroke (1996:242) puts it, "This accounts for the all-inclusive character of the RDP, with its aspects of economic reconstruction, fiscal reforms, reconstruction of the public sector and capacity building."

As reflected in ANC, P&DM Wits, HSRC (1999:3-6) attack on "poverty and deprivation" was made RDP's highest priority and the Meeting Basic Needs objectives were also regarded as components of importance, i.e. affirmative action, gender equity, population and migration, and social economic rights. "The RDP highlighted the need for women and youth to become central beneficiaries of Public Works programmes. This was established as policy in the Public Works Green Paper (1996) and White Paper (1997). By the end of 1997, the Community-Based Public Works Programme (CBPWP) was responsible for 1,112 projects which provided 1,43 million days of work, of which 41% were accounted for by women and women-headed households."

It is further reflected in ANC, P&DM Wits, HSRC (1999:6) that Community empowerment is an important RDP objective for public works programme and this was confirmed in the Green and White papers thus, "2.3.4 All short term job creation programmes must ... link into local, regional or national development programmes, and promote education, training and community capacity and empowerment ... 2.3.6 A further component of the public works programme must be provision of education and training and the involvement of communities in the process so that they are empowered to contribute to their own governance."

Pillay (1996:324) has quoted (ANC 199:119-120) as expressing that, "In the original RDP it is stated that: 'The RDP Vision is one of democratising power. Democracy is intimately linked to reconstruction and development ... [IT] requires a population that is empowered through expanded rights, meaningful information and education, and an institutional network fostering representative participatory and direct democracy'."

So all in all it is clear from the above arguments that, RDP was to be a programme not only of the physical construction of infrastructure and facilities but also a programme of rebuilding a disintegrated society. It was visioned as a programme of reconciliation between parties, a programme of reconstruction of family life, the healing of society and the joining of hands across artificial bridges, the building of a new nation from the ashes of apartheid. It was above all a programme to rebuild the confidence of a people who have for far too long been trampled on, humiliated, degraded and humiliated until they themselves began to believe in their own worthlessness. It was established to be a programme to affirm the place of these people in society and in the country to empower them with skills in a meaningful way. In this way they would be enabled to open doors that had been closed to enable themselves to take their rightful place in the corridors of decision-making. This opportunity would allow them to contribute visibly and meaningfully in the reconstruction of a new and vibrant society, allowing them to play a role in the shaping of their own destiny. So to this regard when RDP was introduced it was a time of anticipation and excitement and hope.

The RDP vision towards the above view therefore is seen as consistent with a human development perspective.

The United Nations Development Programme report (UNDP) (2000) supports this view as leading towards human development. As stated in the report, "Human development is the process of enlarging people's choices and raising levels of well being .. Such choices are related, not only to goods and services, but to expanding human capabilities ... Human development in South Africa is about achieving an overall improvement in the quality of life for all people, giving priority to those who are the poorest and most excluded from main stream society." The UNDP report further provides an index on human development as a way to measure a person's capabilities to lead a healthy life, to have access to resources and opportunities and to be knowledgeable.

Burkey (1993:51-52) ties it up nicely when he argues that, "No development activity,
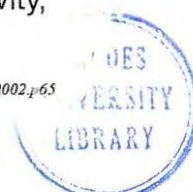
whether initiated by outsiders or by the poor themselves, can hope to succeed unless it contains a strong element of human development. In simple terms, human development involves the strengthening of the personality and the acquisition and internalisation of knowledge and information."

The United Nations Development Programme Report (UNDP) (2000) further lists four main components contained in the human development paradigm:

- Productivity
- Equity. People must have access to equal opportunities
- Sustainability. Access to opportunities must be ensured not only for the present generations but for future generations as well ...
- Empowerment. Development must be by the people, not only for them ...

The foreword in the UNDP report (2000) indicates that UNDP produced reports that acted as a challenge to the worldwide view that economic growth alone can lead to development. The UNDP has sponsored the production of reports that have illustrated the importance of promoting national policies that "expand people's choices, enhance their capabilities and broaden opportunities to ensure that all can achieve their full potential, contribute to and benefit from human development."

So bridging the gap between South Africa's "two nations" is a prerequisite for a common, genuine and a meaningful development approach in line with the principles and values of the Reconstruction and Development Programme (RDP) in this country. Any development support whether it comes from outside or within the country would have to clearly align and be contextualised and tailored along the RDP principles otherwise it would run a risk of being perceived as imperialistic and not in touch or even displaced within the local social realities.

2.10 COMMUNITY DEVELOPMENT TRAINING

There are themes that in De Beer and Swanepoel (1998) appear to be very dominant in the literature on the field of development training, i.e. (i) training for development administration; and (ii) training for community development. According to De Beer and Swanepoel (1998:89) the training for development administration "focuses mainly on the training needs of development managers and administrators, especially in institutions." The training for community development, on the other hand, focuses on training "local" people in self-reliant projects

management as well as (training) civil servants in rural development."

As De Beer and Swanepoel (1998) put it, training for community development is usually targeting the project staff or community workers, the trainers, the local communities or sometimes directed at a combination of any of the listed target group. It is further argued by De Beer and Swanepoel (1998) that as many role-players as possible in the field of community development should be exposed to training and should share the same type of training input. Some frustrations are often experienced among the involvement of project staff or community-level workers who come from various professional disciplines with their diplomas and degrees and yet seldom undergo appropriate training in community development because of the misconception that community development is not a "priority".

In an attempt (1998:90) to emphasise this point De Beer and Swanepoel have quoted Swanepoel (1997:49) as he argues that, "While professional training is necessary and important it nonetheless poses serious problems for community development ... Community workers are not trained in the basic theories of the practice of development and they are not trained to understand sociological phenomena that will influence their work. Further, they lack psychosocial skills, with the result that they find it difficult to work, with people and to understand other's sentiments and actions."

It is clear from the above argument that lack of insight as well as orientation on the concept and dynamics of community development could lead to erroneous actions and insensitivity to the needs of those affected. This is particularly so with the senior officials or senior management of various development institutions, i.e. government departments; non governmental organisations and especially development funding organisations. According to De Beer and Swanepoel (1998:89-90), "... senior officials and policy makers need to be exposed to the same type of input as lower level officials and community members. This is especially necessary to optimise the benefits of training and to enhance policy formulation which favours community development. ... training programmes would be used not only to identify "skill needs", but also to identify "policy gaps". ... training that focuses only on the community without also training project staff "can raise expectations within that community which may not be met due to opposition from the project staff." Likewise, a lack of involvement by senior officials results in their not fully understanding the operational needs of implementing a community development approach."

De Beer and Swanepoel (1998) have further quoted the United Nations (1988) as having attempted to address this need by producing a trainer's manual. It is however, difficult to keep pace with the demand and capable professional trainers in third world countries are in short supply, there is a need to train trainers for training. De Beer and Swanepoel (1998).

The United Nations (1984:17) in De Beer and Swanepoel (198:91) states that, "Training requires special skills and talents that are not common, and competent persons with a good deal of practical experience are required. It is often difficult, however, to attract such persons to the job of training and to reward them sufficiently to keep them on the job and improve their performance."

The end result of community training in community development is to see an empowered community with better equipped and better prepared individual community members who can themselves participate in the eradication of poverty in their own country. De Beer and Swanepoel (1998:91) are very specific as they argue that, "Empowerment of communities is the objective of people centred development, therefore training of communities simply becomes a tool in the process. A trainer or official who trains in the interest of empowerment should of necessity experience a reduction of his power. ... In a sense the success of training for empowerment (community development) hinges on the success of the training of senior officials and policy markers."

Mumtaz (1986:75076) in De Beer and Swanepoel (1998:91-92) provides three specific reasons why the "policy makers" need training or induction:

1. They may need to be convinced and their support elicited, on the one hand, to accept and promote a community development policy, and on the other, to understand and promote the need for training for community development.

2. They will be responsible for initially developing and supporting the training programme.

3. If community development does take off they need to be geared towards handling and incorporating grass-roots inputs into policy guidelines.

De Beer and Swanepoel (1998:92) further lists a number of principles of community development training.

(i)   Problem-based needs:

Community development deals with concrete and abstract human needs. These are real life issues, around which problems manifest and which need to form the point of departure for training.

(ii)   Build on existing knowledge:

If community development is a learning process, then a training session provides an ideal situation for this to take place. It requires a trainer to "tailor" the training programme to the level of knowledge of the training group. ... Building on existing knowledge provides a point of departure for ... a dialogical learning process.

(iii)   Learning by doing:

This is a principle that allows for practical, hands-on action-based experience. Action-based training is a principle which enables the fostering of learning by doing.

(iv)   Teaching in the mother tongue: De Beer and Swanepoel (1998:93) have quoted O'Kerere and Mereni (1985:229) as indicating that, in an area, especially where the literacy rate is low, use of the vernacular "instils in the people a sense of pride and loyalty". So in De Beer and Swanepoel (1998:93) terms, it may be argued that using the mother tongue in a training situation is, in a sense, a principle reinforcing community empowerment.

2.11 TRAINING SYLLABUS

According to De Beer and Swanepoel (1998:93), in order to address the training needs of project staff and community workers particularly on skills and attitudinal training, the syllabus must go a long way, "to enable trainees to apply their professional skills and knowledge; to understand community development; to apply the principles and techniques of community development; to acquire the attitude needed to do their work; to improve problem-solving abilities; to acquire psychosocial skills needed to work with poor communities; and to understand the milieu of poverty in which communities exist."

De Beer and Swanepoel (1998) further suggest themes to be included in a syllabus for training of staff and community workers in community development as follows:

- getting to know the community and appraising resources.
- planning and project execution
- organisation and communication (attitudes)
- and the process of community development.

In addition a syllabus containing the suggested themes above for the training of trainers should include, as argued by De Beer and Swanepoel (1998:93) "ice-breaking techniques and exercises; raising issues (problem-solving approach); teaching skills, including communication and motivation; the use of teaching aids: planning and presentation of a course; the who, how and what of evaluation.

However, the training of communities for community development is seen as a special challenge and a learning opportunity to the trainer, and requires what De Beer and Swanepoel (1998:94) call "hard-nosed" skills by most communities.

The Kenya Institute of Education (1990) suggests a range of courses to be covered depending on the awareness levels within the local community concerned:

- Community Development
  - meaning and scope of community development
  - the process of community development
  - approaches to community development
  - leadership in community development
  - social change and its impact on the community

- Human Relations
  - meaning and purpose of human relations
  - characteristics in human relations
  - group dynamics
  - communications
  - leadership

- Project Development and Management
  - basic concepts and meaning of project management
  - project identification
  - project planing

- project implementation
- project monitoring and evaluation
- group management
- project based approach particularly Logical Framework Approach (LFA) and Project Cycle Management (PCM)

- Bookkeeping and accounting
  - the meaning and scope of bookkeeping and accounting
  - bookkeeping records
  - record transactions
  - preparation of final accounts
  - financial planning and control
  - financial institutions
  - costings

- Marketing
  - Introduction to basic concepts
  - market research
  - product planning
  - product promotion
  - product pricing
  - product distribution

- Cooperative Development
  - meaning and purpose of a co-op
  - co-operative development and promotion
  - types of co-operatives
  - Rochdale principles

2.12 SELF-RELIANCE IN COMMUNITY DEVELOPMENT

Self-reliance as a model of development differs from other models in that emphasis is on production for basic needs other than production for income growth. Unlike self-reliance model the common denominator on the three other models, i.e. Modernisation; Dependency and Global reformism, is the notion that economic development is merely a question of income growth. When using this, as a yardstick, a country's development is measured in terms of total income, irrespective of how that income is distributed.

In justifying a self-reliance approach to development, proponents of this model, as reflected in Mabogunje (1980) argue that:

"Under development is due both to dependency on external forces and misallocation of internal resources." The discussion earlier on around traditional theories of development indicated that, dependency on external forces comes about because of "Unequal Exchange" the manipulation of export prices by the multinationals, and technological dependency upon advanced countries. It also came out that the misallocation of internal resources occurs when a developing country embarks on an programme of "import substitution" industrialisation at the expense of rural areas, leading to an inequitable distribution of income, Keyter (1991).

In order to put the self-reliance model into effect, Keyter (1991) in his paper recommended that,

a)   "There must be mobilisation of "hidden" human and material resources through credit accumulation and co-operative style enterprises.

b)   The emphasis must be on communal participation in goal-setting and decision-making processes for the achievement of economic growth.

c)   Development choices must be negotiated among competing groups in societies."

Self-reliance model could be regarded as a form of people-based economic development, without external involvements. Mabogunje (1980) states that since most European Countries were once poor but became rich, and developed by their own initiatives, (even before they embarked upon Imperial Expansion or Colonialism), the questions which arise are:

•   How was this achieved?

•   What can history teach us about the phases of development from poor to rich?; and

•   What development criteria can we deduce from the experiences of once "underdeveloped" communities and countries of the past?"

In an attempt to answer these concerns Keyter (1991) identified seven phases of development necessary for the attainment of economic self-reliance as he argued that,

i)   initially, society is comprised of groups of family units, with each family producing food for its own basic needs, but with families willingly cooperating with each other in their spare time to produce surpluses. In other words, societies (mostly in the African countries) utilised "family labour" for "subsistence" and "social labour" for "surplus" wealth.

ii)   The next stage is the harnessing of "social labour" for the production of "surplus" wealth by strong and inspired leadership but without threatening family self-sufficiency.

iii) The support of an ideology, with a "vision" of communal participation and sharing, replacing supervision.

iv)   The withholding of funds from immediate consumption (e.g. savings clubs and credit unions) for the sake of future development.

v)   The development and protection, of a local market, absorbing locally manufactured goods, prior to entering into wider markets.

vi)   The pooling of resources and integration operations between self-sufficient production communes.

Jones and Wiggle (2001:114) confirm that, "... the more self-reliant a community (or a nation) is the more bargaining power it has to obtain things it needs to increase its level of self-reliance further". This therefore means that raising the levels of self-reliance or increasing the range of self-reliance should be the task of each community or nation.

It is further argued by Jones and Wiggle (2001:115) that "this is the primary role of Community Development: first to get people thinking about ways in which they could fulfil their needs; and second to organise material and technical support. In that way, self reliance develops on two fronts: the people obtain a facility that did not exist previously; and they become more self-confident in their own capacities, as well as more expert at lobbying for resources needed to carry out a project (or

they become better acquainted with what government departments and other institutions are able to supply)."

2.12.1 The Development of Cooperativism as a Mechanism for Community Development

It is very rare to find a nation in the world be it a socialist or capitalist, that does not utilise cooperative. There has been reliance upon cooperative movement as instruments for change not only in economic reform but also in community development. Cooperatives have been recognised by many as the only avenue through which farmer credit and input distribution could be funnelled in disadvantaged communities. Keyter (1991:1) in a paper delivered at Transkei Appropriate Technology Unit (TATU) argue that, "cooperation is not just an African phenomenon, it is a worldwide phenomenon, and has always been the substance for survival for the poor ... one of the first definitions of cooperation as it applies to cooperatives stresses that point."

Cooperation in this context is described as "an act of poor persons," emphasising that it is actually an instrument evolved by the poor for their own benefit. In this case disadvantaged communities or groups come together and utilise their own resources under mutual management for their own profit or loss.

This discussion is an assessment of various kinds of cooperatives that exist with a view to show how "traditional groups" or local groups involved in various village activities can be successfully organised along cooperative lines of credit and input distribution.

a) Consumer Co-op operates in two ways: bulk purchases are made which members then benefit from by receiving goods at cost price, secondly the goods could be sold to members at the retail price so that the profits on that would go to members.

b) Producer Co-op or commonly known as Farmer's Co-op is a co-op which not only purchases inputs in bulk, but also sells produce as produced by the members. A farmer's association, which is a large group of farmers banding together in order to purchase fertiliser in bulk, could be an example of a 'producer co-op'. A true producer co-op

would also control the price at which it sells crops or it would seek to get the best price for its members. If members acting collectively purchase their inputs then they should also sell collectively.

c)   Worker Co-op is where members jointly own an income generating enterprise. This could be put in the area of job creation. A worker co-op may be members of the sewing group who work and own and run their sewing club as a co-op and share the profits.

d)   Credit Union is nothing but a savings club from which members borrow against their own savings. A Credit Union emerged as a concept to counter the drainage of capital. The notion that became popular during the time of Credit Union establishment, was that there was a need to ensure that monies accumulated among the poor must be re-invested or recycled back to the same poor people. This was to keep the Credit Union members out of the hands of the money lenders or not borrowing from loan sharks but instead to allow them to borrow against their own savings with the Credit Union.

These Co-operatives are constituted in line with what became to be known as Rochdale Principles:

i)   The principle of "one man one vote". This means that a Co-op has to be a democratic institution with everybody having the equal say.

ii)   The principle of "open membership". This means that anybody can join irrespective of race, colour or religion, based on the principle that all people are economically free and equal.

iii)   The third principle is one of "limited interest" which means that if one is going to ensure that recycled borrowings are going to be of greatest benefit, then one must keep that interest low.

iv)   The fourth principle states that as the credit union builds up reserves, there must be a 'patronage refund'. This means that the credit union is in the business of capital formation. It is in the business of accumulating reserves which could now be employed in productive avenues.

v)   The fifth principle is known as linkage cooperation. This means that

credit unions cooperate with each other in trying to establish linkages. For instance in a particular area, one may have a consumer co-op buying goods in bulk. The workers co-op could be attached by producing candles and the linkages starts when the consumer co-op purchases the candles from the workers co-op. In other words, one co-op has to reinforce the other.

Vermaak (2001) has made reference to a few rural finance schemes in developing countries that have been successful in facilitating community development. Vermaak (2001:45) has quoted Wahid (1994) and Todaro (1997) as reporting that "the Grameen Bank ('grameen' means rural) has initiated a mechanism under which the rural poor can have access to credit on a group liability basis instead of any collateral. Initial loans are granted to small groups of people. Before loans are allocated, these groups must first demonstrate a weekly pattern of saving." It is also reported that the Grameen Bank has expanded to more than 300 branches in over 5400 villages catering to 250 000 people in Bangladesh who are mostly women. It is also reported that 97% of all Grameen loans are repaid within one year and 99% within two years and that this repayment rate has been witnessed to be much better than the Bangladesh Commercial banking system. Vermaak (2001:45) has quoted Wahid (1994:12) as confirming that "loyalty and dedication of the field workers in particular contribute to the sustainability of the Grameen Bank."

The examples of rural finance schemes in South Africa have been referred to as ROSCAS, Stockvels and Village banks. Vermaak (2001:45-46) has quoted Spio, Groenewald and Coetzee as indicating four types of savings schemes commonly used among rural people in South Africa: savings in the form of food, cattle and other livestock, stokvels representing a type of rotating savings and credit associations (ROSCA), unorthodox savings which include the hoarding of money in small boxes in the house, under pillows, buried money or money given to another institution for safekeeping.

Vermaak (2001:46) has made reference to three examples in South Africa where successful financial schemes support and uphold development on the local level. "Firstly, in the Eastern Cape ..., Buijs (1998:55, 63-64) conducted an investigation among men and women - all members of ROSCAS and found that participation in ROSCAS are a support mechanism for poor women's search for income-earning activities and a means of

maximising their resources. Secondly, 'stokvels' which is well known to local rural people, describing (similar to ROSCAS) saving and credit schemes and also a form of insurance. Buijs (1998:63) also found that the notion of risk featured as an essential personal ingredient amongst poor woman belonging to ROSCAS. Thirdly, village banks implemented during November 1994 in villages in the Northwest Province, serves as an example where ample community participation and community support contributed to the success of the scheme. Village Banks are community-managed savings and credit institutions ... and have already been successfully implemented in several rural villages like Kraaipan, Modimola, Madikwe, and Motsedi."

However, it is not all rosy with co-operatives, as Co-op organisers have been unable to make co-operatives function successfully in many developing countries. The reason given for Co-operative failure in these societies has been that Co-operative advocates have not tailored the movement to the needs, social practices and orientations of the local people. It was introduced in such a way that it became "alien" and "foreignised" to the cultures and values of the community. To this end it would hamper initiatives and would fail to become a tool or mechanism for development.

2.13 EVALUATION IN COMMUNITY DEVELOPMENT

The emergence of evaluation as a problem-solving measurement was brought about as a result of a need to justify the effectiveness of proposed social programmes and to assess whether they are worth having and are efficiently managed.

Schalock (1995:5) describes programme evaluation as a process that leads to judgements about relevance, efficiency, effectiveness, impact, sustainability and benefits - cost of a programme.

It is clear from the above description that the aim of a program evaluation is to establish a mechanism to use, as a yardstick that will show that programme funds had been spent as intended and in ways that led to desirable results. In other words the programme evaluation should be able to show or indicate a criteria on how to measure social outcomes.

Shadish, Cook and Leviton (1991:19) maintain that, "Social programmes aim to

improve the welfare of individuals, organisations and society. Hence it is useful to assess how much any social program improves welfare, how it does so, and how it can do so more effectively." It is therefore very important to ensure that there are clearly agreed-upon criteria developed for judging the worth of social activities. In other words mere assertions about the success or failure of a social programme are regarded as insufficient unless backed or supported by evidence.

Stecher and Davis (1987:19-20) argue that, "Evaluations are formulated by people, and each person approaches an evaluation with his or her own beliefs and expectations". The above statement takes away the perception that evaluations are totally objective studies with no interference of beliefs and expectations. Stecher and Davis (1987) further note a distinction between people who are responding only to requirements and those who have a personal interest in the evaluation. The example is made of program administrators who only embark on evaluation because of a legal mandate. In other words they allow an evaluation to take place simply because the foreign funding agency requires so, but have no interest whatsoever in the findings and recommendations that will be provided. Their interest and concern is whether the funding source is satisfied. In this situation there is very little commitment and motivation to evaluation.

Stecher and Davis (1987) have listed about five different approaches to evaluation i.e.:

(i) The Experimental approach with emphasis on research design. The focus here is on what effects result from program activities and whether they can be generalised. The role of an evaluator in this approach is that of an expert/ scientist.

(ii) The Goal-oriented approach with emphasis on goals and objectives. The focus here is on the programs goals and objectives and how they can be measured. The role of the evaluator is that of a measurement specialist.

(iii) The Decision-focused approach with emphasis on decision making focusing on which decisions need to be made and what information will be most useful. The evaluator's role is that of decision support person.

(iv) The user-oriented approach with emphasis on information users and focusing on the intended information users and the information that will be most useful. The evaluator acts as a collaborator.

(v)   The Responsive Approach with emphasis on personal understanding and focusing on the people that have a stake in the program and their points of view. The role of the evaluator in this approach is that of a counselor and a facilitator. According to Stecher and Davis (1987:36-37) the responsive evaluation approach is guided by the belief that the only meaningful evaluation is one that seeks to understand an issue from the multiple points of view of all people who have a stake in the program ... The strengths of the responsive approach are its sensitivity to multiple points of view and its ability to accommodate ambiguous or poorly focused concerns." The point that is clear about the above approach is that of inclusivity and particularly those people who are influenced by a programme as well as assessment of their personal perceptions and measures about the programme.

This viewpoint is supported by De Beer and Swanepoel (1998:74) when they argue that, "Our prime concern therefore is the absolute necessity of 'qualitative participatory evaluation." Objectivity and scientific criteria are important, but must serve and come second to this prime concern." In the above argument priority and importance is placed on the learning experience made available to the participants. In other words the exposure of the participants that often yield to a range of opportunities for capacity building should be the essence of what is regarded as 'qualitative participatory evaluation'. De Beer and Swanepoel (1998:81) further argue that, "In community development the main function and goal of evaluation is capacity building, ... This means that evaluation must afford the participants an opportunity to learn in order to improve their capacity for self-reliant development ... We are of the opinion however, that no evaluation with whatever purpose can ever exclude capacity building."

2.13.1   Various Evaluation Methods

De Beer and Swanepoel (1989:77) have identified four methods of evaluation:

(i)   Cost-benefit analysis:

This is regarded as the most frequently used method and can take place before, during and after a project. De Beer and Swanepoel (1998:77) have quoted Conyers and Hills (1984:135) as "describing this method as follows: 'CBA involves identifying, measuring and placing a monetary value on all the costs and all the benefits of a particular project proposal and then comparing these costs and benefits as an

aid to the decision-making process.'

However, De Beer and Swanepoel (1998:77) even though they acknowledge the legitimacy and validity of this method, they have indicated some of the criticisms of the cost-benefit analysis as follows:

– It only takes into consideration those aspects that can easily be quantified.

– The question of the spread of costs and benefits among the various subgroups of society are not considered.

– It is possible that not all costs and benefits are taken into consideration.

(ii) social impact assessment:

This includes "investigations into the effect of project activities on the social and cultural aspects of people's lives.

... As a before-the-fact assessment it tries to predict people's willingness to change, gain clarity on anticipated problems, assess the effects of certain changes, and identify countermeasures to soften such effects.

... Post-factual assessment establishes whether the anticipated effects materialised and whether the countermeasures paid off."

(iii) environmental impact assessment:

This looks at the "effects of a project on the physical environment. It is usually used before a project is launched, but can also assess the impact of a project after the fact. Both social and environmental impact assessments are legitimate techniques to gather critically important information. However, they serve a particular purpose and nothing more. They cannot be regarded as sufficient or as making other modes of assessment obsolete."

(iv) the logical framework:

This is used as a monitoring and evaluation instrument. It provides a

summary of a project or programme which can be made and revised at any point in the project cycle. It provides an integrated approach to managing development projects such that the planning, implementation and operation are objectively measured. De Beer and Swanepoel (1998:78) have quoted Cameron (1993) who emphasises that, "The core of the Logical Framework is a management information system, in which all activities and processes associated with a project or programme are mapped into at least one measurable indicator, each of which is mapped into an agency responsible for measurement."

However, De Beer and Swanepoel (1998:78) have indicated some weakness in the Logical Framework and they argue that, "The weakness of this system may be in its strength, that is, in its management information system, something that may be too sophisticated for many projects in Africa or even South Africa, or which is absent or not well developed for other reasons."

However, Berk and Rossi (1999:15) take the point further when they argue that, "Determining effectiveness depends, in turn, on the validity of the evaluation ... Little is learned from evaluations with low validity. Broadly stated, validity represents a set of scientific criteria by which the credibility of research may be judged."

This research study will therefore critically analyse the criteria used to assess Microprojects Programme Trust (MPT) projects and programmes so as to increase the extent to which MPT evaluation processes can be viewed as appropriate for the South African context.

2.14 PARTICIPATORY RESEARCH

Stiefel and Wolfe (1994:3) in an attempt to justify the need for participation argue that, "from the standpoint of the values and conceptions of 'social development' that inspired the work of United Nations Research Institute for Social Development (UNRISD) it seemed obvious that the disadvantaged, in many countries the majority would have to 'participate' actively rather than passively – that is, achieve a greater capacity to advance their own interests and control their own livelihood, becoming a voice in the shaping of 'development' – if the trends toward greater inequality, exploitation and marginalization were to be reversed."

De Beer and Swanepoel (1998:20) make it clear that, "Popular participation is sometimes used as a synonym for empowerment." This viewpoint is supported

by Karl (1995:14) as she argues in favour of women that, "In participating in politics, whether through electoral politics, public life, or non-governmental organisations and movements, women are empowering themselves . ...In short, empowerment is a process of awareness and capacity building leading to greater participation, to greater decision-making power and control and to transformative action." It is very clear from these arguments that through participation the ultimate goal of empowerment could be achieved in the process.

Karl (1995:10) has listed a number of factors that affect women's ability to participate in politics and the life of society:

- household status
- employment and remuneration
- work-related rights (maternity leave, job security, provision of child care)
- double burden of work
- education and literacy
- health
- ability to control fertility

Other significant factors have been added on the list:

- access to financial resources
- legal rights - women are often faced with discrimination and restrictions
- tradition, cultural attitudes, and religion - Gender discrimination is often caused by tradition; Women are still perceived as subordinates in many cultures; religion is often used in some circles as a method to inhibit women's participation, i.e. preaching in church and becoming a pastor or minister of religion is often confined to men only.
- socilisation and self confidence – women are often conditioned for roles of wives and mothers while men are trained in skills and encouraged to develop self confidence needed for public life. As a result, women often lack the self confidence and skills to function in the public form – such as the ability to speak up and voice their opinions, that men have been given the chance to develop.
- violence against women
- the mass media – male-dominated media often fail to give attention to women's needs, concerns and achievements.

Karl (1995:108-109) argues that the concept of empowerment ... as a goal of

development projects and programmes has been gaining wider acceptance in the 1990's. "... an empowerment approach to development can also mean people's participation in the policy making and planning processes."

De Koning and Martin (1996:1) further argue this point that the use of Participatory Research (PR) and other associated methodologies such as Participatory Rural Appraisal (PRA) "... aim to generate knowledge and information which represent the perceptions, concepts and practices of different groups and communities ... The emphasis is on generating knowledge from the perspective not only of the researchers but also of the researched. Qualitative research and rapid appraisals help to identify local needs and priorities, place, issues in the context of people's lives and give direction to programme development and service provision."

De Koning and Martin (1996:4) have listed three good reasons for using participatory research as they argue that it goes beyond mere documenting local people's needs and perspective, it puts emphasis on knowledge production. "First, it helps especially marginalised and deprived people to gain self confidence and pride in being able to provide a useful contribution to community life. Second, it builds respect and empathy in professional groups for the insights and knowledge people have and the problems they face. Third, listening to local people helps to avoid mistakes and to develop programmes that take into account the specific situation and conditions which will influence the outcome of programmes."

It is clear from the above arguments that the empowerment of the beneficiary communities should be the ultimate aim of any development project or programme and that any attempt to evaluate such programmes and projects should as a matter of priority seek to capacitate the participants in the process by affording them with an opportunity to learn.

2.15 SUMMARY

This chapter on literature review gave the researcher an opportunity to look at the development phenomena from a global perspective, as well as to compare the South African context to other contexts. The chapter also gave a definition of concepts and terms for purposes of this study and gave a brief background on the development scenario in South Africa post the apartheid era.

CHAPTER THREE

RESEARCH DESIGN AND
METHODOLOGY

3.1 INTRODUCTION

This chapter presents the methods applied in this research including the sampling and analysis procedures followed in the entire process of the study. An indication of the material and resources used, i.e. research tools is also made.

3.2 METHOD

A combination of both qualitative and quantitative methods has been applied in this research study with a purpose to get a variety for data as each data set produced by each method is regarded as complementary to one another Brannen (1992:4) puts it thus, "Researchers are often required to conduct balancing act between a number of pragmatic considerations, responding at one and the same time to a number of constituencies - disciplinary, organisational and those related to the funding context."

However, it is also said that these two methods differ in the way each treats data. As Brannen (1992:4) puts it, "In theory, if not in practice, the quantitative researcher isolates and defines variables and variable categories. These categories are linked together to frame hypotheses often before data are collected and are then tested upon the data. In contrast, the qualitative researcher begins with defining very general concepts which, as the research progresses, change their definition. For the former, variables are the vehicles or means of the analysis while, for the latter, they may constitute the product or outcome. The qualitative researcher is said to look through a wide lens, searching for patterns of inter-relationships between a previously unspecified set of concepts, while the quantitative researcher looks through a narrow lens at a specified set of variables."

It was seen as very vital in this research to establish from the beneficiary communities themselves their own perceptions of the MPT projects in relation to what the mid-term evaluations perceive of the MPT projects and contrast that with the literature on development.

De Vos (1998:38-39) argues in support of a combination of methods in that, "the phenomena which are investigated in the social sciences are so enmeshed that a single approach can most certainly not succeed in encompassing human beings in their full complexity ... through convergence and complimentarity we may eventually be in a position to understand more about human nature and social reality."

In an attempt to show the strength and importance of each method in the research field, Brannen (1992:5) put these views indicating the distinction between the two, "In seeking to achieve imaginative insights with the respondents' social worlds the investigator is expected to be flexible and reflexive and yet somehow manufacture distance ... The consequence of this approach is that the method of qualitative research par excellence is participant observation. In the quantitative tradition, the instrument is a pre-determined and finely-tuned technological tool which allows for much less flexibility imaginative input and reflexivity. For example, where the research issue is clearly defined and the questions put to respondents require unambiguous answers, a quantitative method such as a questionnaire may be appropriate. By contrast, where the research issue is less clear-cut and the questions to respondents likely to result in complex, discursive replies, qualitative techniques such as in-depth interviewing may be called for."

3.3 SAMPLING

The purposive sampling was applied in selecting a sample of six projects out of a total of 320 projects funded by MPT in the Eastern Cape from 1992 to date. (1992 to date is the contract time period.)

De Vos (1998:198) explains that purposive sampling "is based entirely on the judgement of the researcher ... a sample is composed of elements which contain the most characteristics, representative, or typical attributes of the population." The selection was mainly based on the following specific criteria:

(a) Number of beneficiaries: not less than 50 people set to benefit from a project.

(b) Total MPT contribution to each project: between R100 000 and R1m.

(c) Project to have been completed by December 1999 with a minimum of at least one year in operation so as to allow a significant period since the local community has been enjoying the benefits provided by the project. Please note that by completion in this case is as perceived by MPT.

(d) Two projects selected from each of the three regions of the Eastern Cape where MPT mostly operate.

(e) At least three of the six projects to have been funded and operated under one of the two contract periods, i.e. 92-75070-344 and 95-75070-005 re-

spectively so as to get a variety for data.

The cost per capita investment in each project has been assessed. This was done by looking at the project proposals, project agreements; project financial expenditure reports as well as mid-term evaluation reports, to determine how much money was spent relative to the number of the actual (not planned) beneficiaries. It was seen as necessary to verify the details of the MPT documentation with the MPT project staff and the local community through the project committee. De Vos (1998:15) sees quantitative research methodology as dealing with "data that are principally numerical." However, the researcher has always kept in mind during this assessment that the per capita cost only has meaning when it is in relation to the actual benefits achieved.

The next part of this research study was then to assess what those benefits have been from the perspective of those involved and from the perspective of the MPT mid-term evaluations (see objectives 1 and 2). The method used in this study was focus group discussions. The purpose here was to get an insight into the local community situation as well as to assess non-tangible improvements and changes that have occurred in the life of the community as a result of the project. De Vos (1998:15) making reference to Leedy (1993) highlights the aims of qualitative research methodology as "to understand social life and the meaning that people attach to every day life."

The first focus group in each community included the project committee and community leadership, i.e. local chief and Transitional Rural Council (TRC) representative. These groups consisted of between 5-13 participants. The second focus group in each community consisted of randomly selected members who had not participated in the management of the project either in their capacity as the project committee or as part of community leadership. This was done in order to get a fair representation of the community as well as an impartiale, independent view of how the community relate to the project. These randomly selected focus groups consisted of between 5-9 participants who were not aware of the date as well as the research to be conducted before hand unlike the project committee and the community leadership where an appointment was secured before hand. However, the community leadership and the project committee authorised the researcher to carry out random selection and the selection was done with the cooperation and willingness of the members concerned as they voluntarily participated in the group discussions.

The research tools utilised were the MPT project files (containing project progress; agreement; reports); flipcharts and felt pens; electronic recording device (tape); as well as papers and pens for manual recording. Different venues were used for different groups which ranged from classrooms; staff-room; chief's tribal court-room; community halls; under the tree; in an open space within the village. The focus group discussions focussed on the following themes of questions.

(i)   Were the community objectives achieved as a result of the project?

(ii)   What changes has the community gone through as a result of the project?

(iii)   What did the community learn as a result of the project (tangible and non tangible skills)?

(iv)   Is the community able to address other community needs as a result of the training provided (tangible and non tangible skills)?

The questions were introduced by the researcher for discussion by each group and some form of consensus was assessed before the response was finally re-corded as a viewpoint. In cases where the responses raised interesting argu-ments, or where clarity was needed, the researcher was able to probe for more information which led to further discussion. Some examples were also used to bring more clarity to the members of the group. The researcher tried as much as possible to create an atmosphere that enabled greater participation by all mem-bers present.

The researcher tried as much as possible to use this opportunity for the benefi-ciary community to treat this exercise as a community self-survey or what is now termed Participatory Research (PR) even though the beneficiary community did not participate in all the stages, i.e. initiation and design. De Koning and Martin (1996:4) argue that, "Participatory research goes beyond documenting local people's needs and perspectives. PR emphasizes the process of knowledge pro-duction. First, it helps especially marginalised and deprived people to gain self-confidence and pride in being able to provide a useful contribution to community life. Second, it builds respect and empathy in professional groups for the insights and knowledge people have and the problems they face. Third, listening to local people helps to avoid mistakes and to develop programmes that take into ac-count the specific situation and conditions which will influence the outcome of

programmes... It helps to explain why interventions are not or are only partly successful."

3.3.1 Validity and Reliability

The argument and debate about validity and reliability of data has always been there from time immemorial.

De Koning and Martin (1996:2) have quoted Maxwell (1992) as drawing our attention to the fact that validity always relates to data or interpretation of data. According to De Kooning and Martin (1996:2) "Methods are appropriately or inappropriately used to obtain data. An inappropriate choice of methods or the misuse of methods can be a threat to obtaining valid data." The above argument is made clear by the use of words like 'trustworthiness' and 'credibility' as suggested by Patton (1990) and Pretty (1993), in De Koning and Martin 1996. Their argument is that the threats to validity and the ways we try to ensure validity differs from qualitative to quantitative methods. This was the basic reason why the researcher opted for the use of gocus groups discussion in order to get a data that is "trustworthy" and credible as it comes direct from the community themselves with limited changes of misrepresentation or misconception of the question being asked.

3.4 ANALYSIS

The data was then analysed using a Thematic Conceptual Matrix as reflected in the book by Miles and Huberman (1994:131). The notes from the focus group discussions were categorised and coded and data was entered into Evaluation Information Matrix. Inferences drawn directly from the data was blended. The tactic of clustering and categorising was used so as to ensure coherence.

The information generated was used to compare what the participants believe they achieved with what the official mid-term reports indicate was assessed and achieved and that was contrasted with what the literature recommends should have been assessed. All this was compared to the cost per capita to make some comparative statements about this cost-benefit ratio.

Brannen (1992:11) has quoted Burgess (1982) who prefers the use of the term

'multiple research strategies' to describe the use of diverse methods in tackling a research problem. As Brannen (1992:11) puts it, "According to this view, field methods which do not encompass observation, informant interviewing and sampling are seen as narrow and inadequate. The argument is that researchers ought to be flexible and therefore ought to select a range of methods that are appropriate to the research problem under investigation."

However, it is cautioned that the assumption that by merely combining approaches ensures the validity of data is naive but rather validity and reliability is determined by the appropriate selection of the method to the researched problem.

The combination of methods does however result in a variety or range for data. Herman, Morris and Fitz-Gibbon (1987:133-134) put it thus, "Assessment of validity and reliability help to determine the amount of faith people should place in a measurement instrument ... Judgements of validity answer the question: Is the instrument an appropriate one for what needs to be measured? And reliability indicators answer: Does the instrument yield consistent results?" Validity in this sense provides an indication of whether a measure is likely to be worthwhile or not in a given situation. However, even though in general a valid measure could be regarded as reliable, a demonstration of reliability, does not necessarily guarantee validity.

3.5 SUMMARY

This chapter discussed the methodology used in collecting data for this study and also discussed the tools utilised in analysing the data. Also included in this chapter is the discussion on validity and reliability.

CHAPTER FOUR

RESULTS AND DISCUSSION

4.1   INTRODUCTION

This chapter provides an analysis of the six projects selected out of a total of 340 projects funded by MPT in the Eastern Cape from 1993 to date (1993 to date comprises the two contract-time periods with 3 projects taken from contract no. 92-75070-344 and the other 3 projects from contract No. 95-75070-005).

The selection was also based on the number of beneficiaries per proejct with 3 projects not exceeding 1000 people set to benefit and the other 3 projects not less than 2000 people set to benefit. The other criteria used for selection was the total project cost between R100 000 and R1m. The projects selected were also to have been completed by end of December 1999. Two projects were taken from each of the 3 regional offices of the Eastern Cape where MPT mostly operate.

The assessment undertaken in these six projects is the Cost-Benefit analysis; MPT funding criteria; the utilisation of the project facility; the attainment of goals and the accomplishment of specific objectives, the assessment of the benefits (hard and soft) derived as a result of the project from the community perspective and assessment of the success of the projects (hard and soft) from the community perspective.

The data gathered is categorised into information Matrices for ease of reference. Graphs are also used to indicate and reflect the utilisation of the project facility over the years since the project was complete up to date.

Comparison is also made of what the participants believe they have achieved with what the official mid-term reports indicate was achieved and all that is contrasted with what the literature recommends should have been assessed.

4.2   PROJECT LOCATION DETAILS AND MPT LINKAGE

(see overleaf)

Table 1

4.2 PROJECT LOCATION DETAILS AND MPT LINKAGE

NAME OF PROJECT	LOCATION	DISTANCE TO MPT H.O. IN P.E.	DISTANCE TO MPT REG. OFFICE	AWARENESS ABOUT MPT AS A FUNDING RESOURCE IN THE AREA	DATE OF APPLICATION	DATE OF APPROVAL	HOW COMMUNITY GOT TO KNOW MPT
i) Jongintaba S.S.S.	Mqhekezweni Village In Umtata	680km	57km	Poor and Inadequate	1993	1994	The Community was assisted by a Dept. of Works and Energy officer who originated from the same village but was working in Umtata town where MPT offices were located.
ii) Ntwala Access Road	Ntwala Village in Ngqamakwe	470km	147km	Poor and inadequate	1995	1997	The local chief saw an advert in Daily Dispatch newspaper which was bought in Butterworth.
iii) Tanga Clinic	Tanga Village in Butterworth	420km	120km	Inadequate	1992	1993	Fort Hare lecturer who originated from the same village brought the idea to his village.
iv) Veeplaas Community Hall	Veeplaas Squatter Camp	12km	12km	Inadequate	1992	1998	Advert on Hearald Newspaper
v) Soweto-on-Sea Pre-school	Soweto-on-Sea Squatter Camp in Port Elizabeth	10km	10km	Inadequate	1994	1996	Old P.E. City council came with the idea.
vi) Lindani S.S.S.	Ntoleni Village in Fort Beaufort	237km	145km	Poor and inadequate	1992	1994	Fort Hare lecturer who originated from the village brought the news to the community.

(i)   From the above table the indication is that the location of these projects to MPT regional offices appears to be a reasonable distance particularly considering that these projects were selected in line with MPT Regional office location and operational areas, i.e. Umtata, East London and Port ELIZA-BETH with two projects from each regional office so as to have a variety for data.

(ii)   However as reflected from the table it appears that the time taken by MPT to approve the project after application is not consistent as it ranges from one year to six years. This may, however, be determined also by the readiness of the community to fulfill the MPT requirements for project approval.

(iii) The table also indicates that awareness about MPT as a funding organisation appears to be poor and sometimes inadequate. During the interview very few people in the project committee could recall that MPT was ever involved in their community. All members of the randomly selected groups in all 6 projects were not aware of the existence of MPT as well as MPT role in the Eastern Cape. They were not even aware that the project in their community was built with financial assistance from MPT.

(iv)   When an assessment was made during the group discussions on how the communities got to know about MPT, it became obvious that these communities came into contact with MPT by mere luck, mere chance or mere concidence particularly when considering that they are located in disadvantaged areas which are largely rural as well as squatter camps. Some indicated that they were assisted by a community member employed by government who was working in town. The others had links with a University of Fort Hare lecturer who broke the news about MPT existence to them while the others saw an advert in a newspaper (English Newspaper) when MPT offices were opened.

4.3   PROBLEMS ENCOUNTERED WITH MPT FUNDING CRITERIA AND COPING STRATEGIES BY THE LOCAL COMMUNITIES

(see overleaf)

4.3 PROBLEMS ENCOUNTERED WITH MPT FUNDING CRITERIA AND COPING STRATEGIES BY THE LOCAL COMMUNITIES

PROJECT	PROBLEMS	REASONS	COPING STRATEGY TO OVERCOME THE PROBLEM		
			TECHNICAL ASSISTANCE	FINANCIAL ASSISTANCE	CULTURAL/POLITICAL INFLUENCE
Jongintaba S.S.S.	i) Difficult to come up with 25% community contribution to pay the builder.	i) No money because of high unemployment rate.	Negotiated with Dept. of Manpower for experienced builders and supervision.	Dept. of Manpower agreed to pay the builders.	Community was patriotic about their project.
Ntwala Access Road	i) Community reluctant to work without compensation.	No income to satisfy basic household needs like food because of high unemployment rate.	MPT funded though not adequate.	No financial assistance..	Community displayed a patriotic feeling about their project.
Tanga Clinic	i) Difficult to afford 25% contribution. (ii) Community reluctant to work without compensation.	No money to pay the builder because people unemployed.	i) Dept. of Works and Energy assisted. ii) Dept. of Manpower assisted with supervision.	i) Dept. of Manpower assisted wtih payment. ii) IDT assisted with payment as well.	Patriotic Community
Veeplaas Comm Hall	i) Difficult to afford 25% contribution. ii) Community reluctant to work without compensation.	No money to pay the builders. No income to purchase food for the immediate family.	No technical assistance provided.	Mzingisi Development Trust assisted with financial support to pay the builders.	Patriotic Community
Soweto-on-Sea Pre-school	i) Difficult to come up with 25% contribution. ii) Reluctant to work without compensation.	No money to pay builder. No income for household basic needs.	Old P.E. City Council.	Old P.E. City Council.	Patriotic Community
Lindani S.S.S.	i) Difficult to come up with 25% contribution. ii) Reluctant to work without compensation.	No money to pay builder. No income for household basic needs.	No technical assistance provided.	IDT money was shared.	Patriotic Community

The above matrix reflects the reaction of the community towards the MPT conditions for project funding as well as ways of coping with the problems experienced.

(i)   The respondents in the various discussion groups expressed with consensus in all the 6 projects that it was very difficult for them to meet MPT funding criteria particularly the 25% community contribution of the overall project costs as they had no money due to high levels of unemployment.

(ii)   Some also expressed the reluctance of the communities to work without compensation under MPT whereas under the government RDP projects including those under IDT, it was government policy for the communities to be compensated for their time and labour.

The respondents' reported that the communities were gathered into large community meetings by MPT officials during the initial stages of the project and were informed mainly about MPT methods of operation particularly the funding criteria. The communities were given no choice but to fit in with the criteria so as to be able to get funding according to the respondents. As the respondents expressed themselves they were faced with a situation where there was no alternative funding and were therefore compelled to abide by the conditions of funding.

The table above indicates that various organisations came to their rescue, i.e. Dept. of Manpower; IDT; Works and Energy; Mzingisi Development Trust and City Council in order for them to cope with the situation. The respondents reported that this was an arrangement initiated by the communities without the assistance of MPT. Some further reported that these organisations spent more time on site supervising and supporting the community than it was the case with MPT. According to them this was one of the causes for the delay in the approval and the actual start date of implementation of the project. The respondents attributed the successful implementation of these projects not to MPT but to the support and supervision obtained from these organisations as well as to the patriotic nature of these communities of the Eastern Cape.

4.4   COST - BENEFIT ANALYSIS

(see overleaf)

4.4 COST - BENEFIT ANALYSIS

NAME OF PROJECT	YEAR APPROVED	TOTAL PROJECT COST	NO. OF DIRECT BENEFICIARIES	COST PER CAPITA	BENEFIT / SKILLS DEVELOPMENT		UTILISATION
					HARD	SOFT	
ii) Jongintaba S.S.S.	1994	R127 172	450	R283	5 Classrooms block	None	Not utilised
iii) Ntwala Access Road	1997	R458 849	5 000	R92	5km access road and bridge	None	Under utilised
iii) Tanga Clinic	1993	R202 000	6 100	R33	Clinic and a nurses home	None	Under utilised
iv) Veeplaas Community Hall	1998	R550 000	25 000	R22	Community Hall	None	Fully utilised
v) Soweto-on-Sea	1996	R725 000	13	R55 769	Pre-School	None	Under utilised
vi) Lindani S.S.S.	1994	R283 556	652	R435	5 Classrooms block	None	Over utilised

The above table on Cost-Benefit Analysis reflects the per capita cost on each project in line with the benefits achieved (hard and soft) as well as the utilisation of the project presently.

(i)   It appears from table ... that the cost per capita is reasonably low with the exception of the Soweto-on-sea, Pre-school project with R55 769.00.

(ii)   However the per capita costs only has meaning when it is in relation to the actual benefits achieved (hard and soft). It is very evident from the table that hard benefits, i.e. the material benefits or project facilities have been achieved. However the soft benefits, i.e. skills development or training as a result of the project has not been provided and considered by MPT in all the projects as a result the problems encountered are reflected on the utilisation column.

(iii)   In other words if the community of Soweto-on-sea Pre-school was capacitated around the areas of community development models and human relations they would be empowered to understand and contest the ownership of their projects by private individuals.

(iv)   The table reflects that the projects are currently under-utilised as a result of lack of co-operation from the government department to maintain the project as well as to support with necessary services.

However, Lindani S.S.S. is over utilised, i.e. overcrowded as a result of poor planning necessitated by rigid MPT policies which were not considerate to the enrolment figures during approval.

De Beer and Swanepoel (1998:77) have quoted Conyers and Hills (1984:135) as "describing this method as follows: 'CBA involves identifying, measuring and placing a monetary value on all the costs and all the benefits of a particular project proposal and then comparing these costs and benefits as an aid to the decision-making process.'

However, De Beer and Swanepoel (1998:77) even though they acknowledge the legitimacy and validity of this method, they have indicated some of the criticisms of the cost-benefit analysis as follows:

–   It only takes into consideration those aspects that can easily be quantified.

– The question of the spread of costs and benefits among the various subgroups of society are not considered.

–   It is possible that not all costs and benefits are taken into consideration.

4.5   JONGINTABA S.S.S. - UMTATA

Figure 1

No. of years since completed
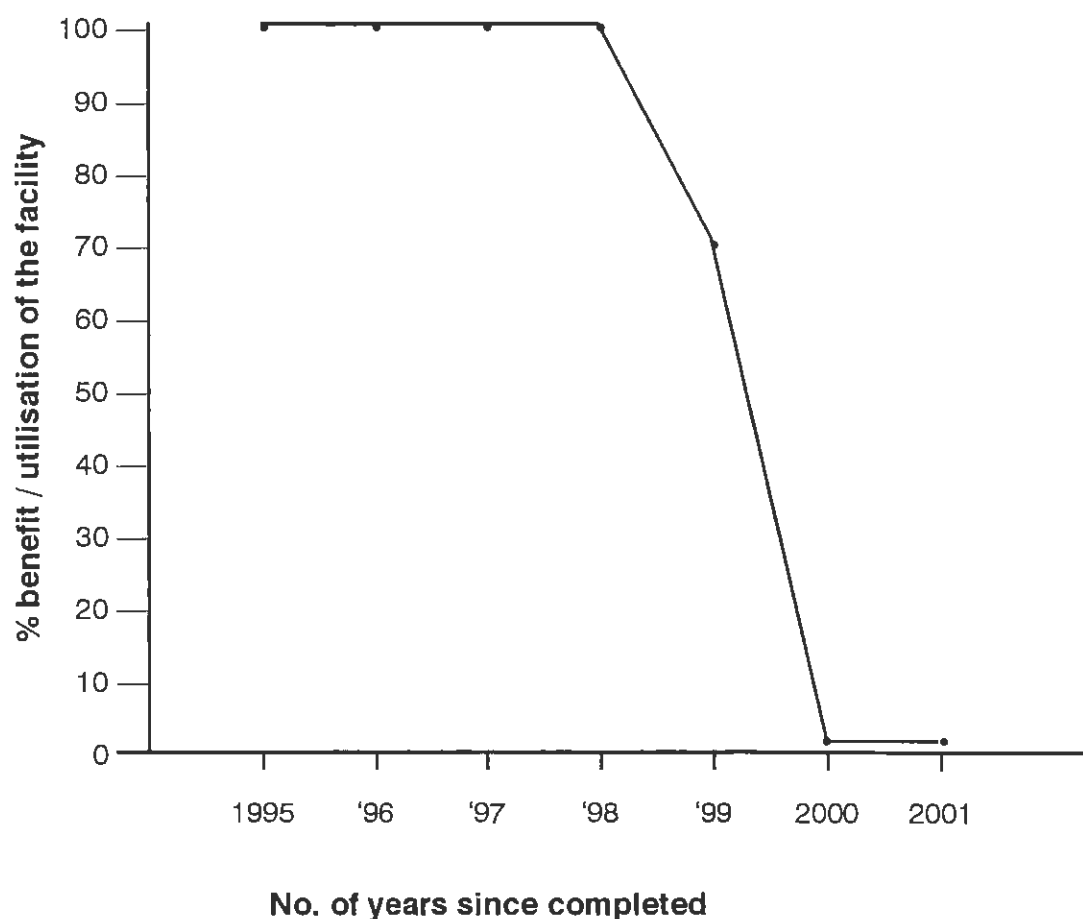
The above graph is an indication of the period of time the facility was utilised for education purposes. The respondents in both the project committee group and the randomly selected group reported with consensus that the MPT funded building of 5 classrooms was fully utilised from 1995 until 1998. It was during 1999 that some classes started moving to the new building on a new site which has been sponsored through the Nelson Mandela initiatives of schools and clinics in the rural areas. The MPT funded project of 5 classrooms ceased to be utilised for education purposes by the year 2000 up to date.

The reasons given were that the building could only accommodate classes up to Std 8 (grade 10) as MPT policy did not allow more than 5 classrooms at the time. The community was then under pressure from their children who were in need of shelter for Std 9 and Std. 10. They were compelled to build mud-structures as an alternative and temporal arrangement for additional classrooms.

It was during this period that former president Nelson Mandela was approached who assisted the community in securing a funder from Johannesburg. The funder agreed to build 18 classroom building with laboratories, library, admin. block and a small hall. According to the community the funder came up with an adequate structure which was congruent to their needs and problems. They were then left with no option but to abandon the MPT funded building which fell short in addressing their needs. The community has decided to utilise the building for other purposes, other than for schooling.

4.6 NTWALA ACCESS ROAD - NGQAMAKWE (NTWALA VILLAGE)

Figure 2

No. of years since project completed
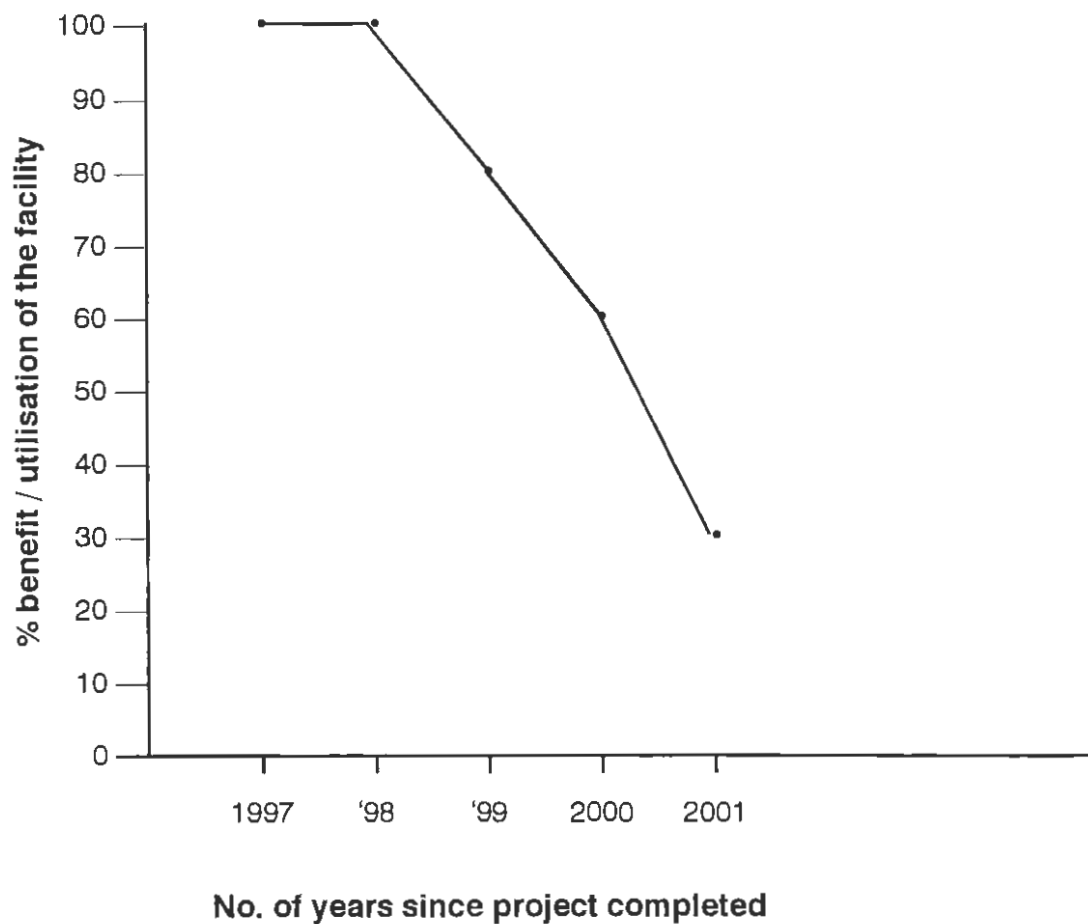
The diagram above illustrates the period of time it took the community enjoying the full use and benefits of the project. The project was fully utilised during the first two years as reflected in the graph 1997 and 1998. From 1999 to 2001 it started showing signs of wearing out and alternative routes were used. The community presently use the bridge to cross the river and about ½km of the 5½km access road because of its bad condition.

The reasons given were that the funding limit from MPT (R500 000) did not allow a construction of a facility that would have long lasting effects resulting from high quality services of an engineer. MPT had not made any arrangements with the department of Public Works or Amatola District Council to enter into a partnership with the community for the maintenance of the access road. The objective of enjoying sustainable benefits from the project have not been realised by the community because of a low-cost project which resulted in a poor quality project. However, any gravel road needs constant maintenance if it has to last longer.

4.7 TANGA CLINIC - BUTTERWORTH (TANGA VILLAGE)

Figure 3

No. of years since project completion
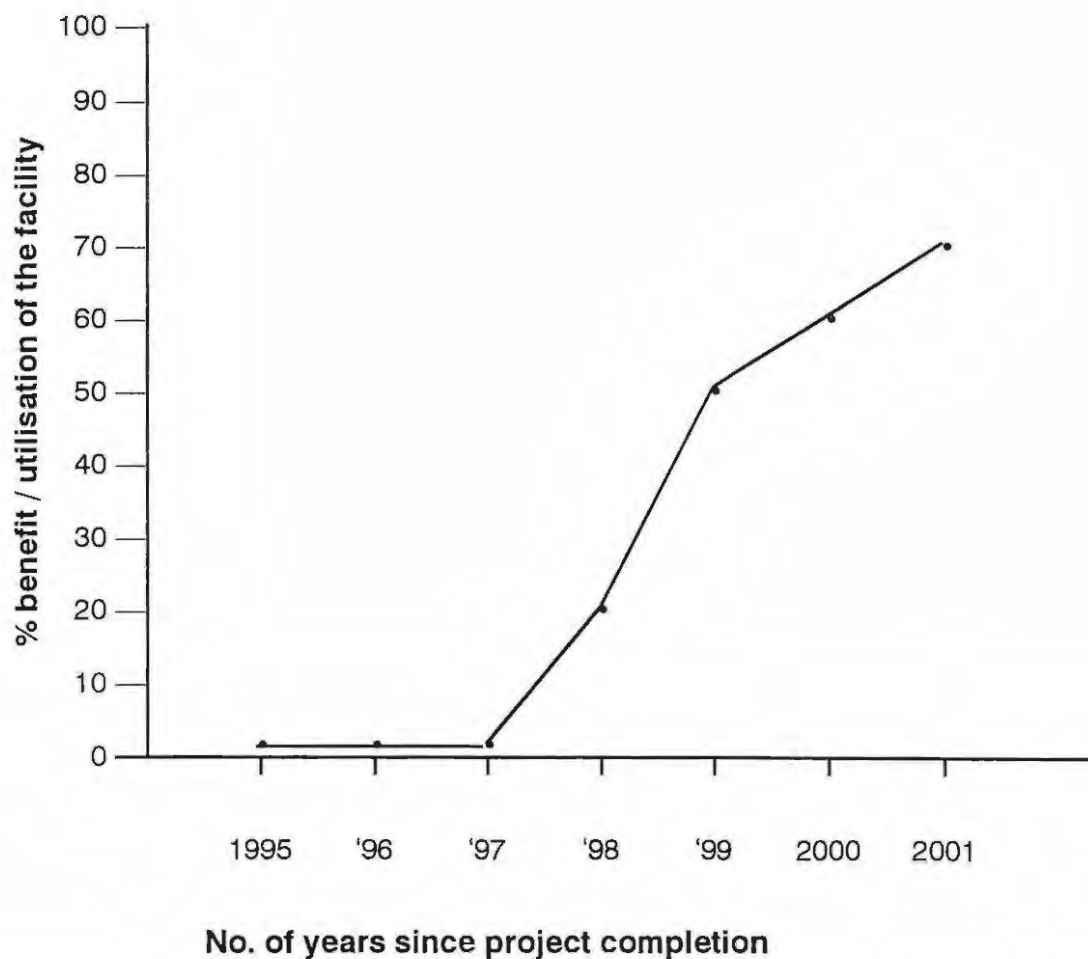
The diagram illustrates a gradual expansion of benefits from the project over time. Even though the clinic was completed as early as 1995, it remained empty for a long period (more than 3 years). It is not being utilised fully even to date.

The reasons given by respondents from both groups as well as the nursing staff is that the Department of Health did not include the Tanga Clinic in their annual budget/work plans. Attempts by the project committee to negotiate with the government for inclusion in the budget failed year after year. It was until 1998 that a few old equipment and medicine started being delivered. However, the desire by the community was to build a health facility that would continue to serve the Tanga community and surrounding villages, on a 24 hours basis, unfortunately this has not yet been fulfilled. The nurses home which was built for that purpose still remains under-utilised to the present day.

4.8 VEEPLAAS COMMUNITY HALL - PORT ELIZABETH (VEEPLAAS SQUATTER CAMP)

Figure 4

No. of years since project completion
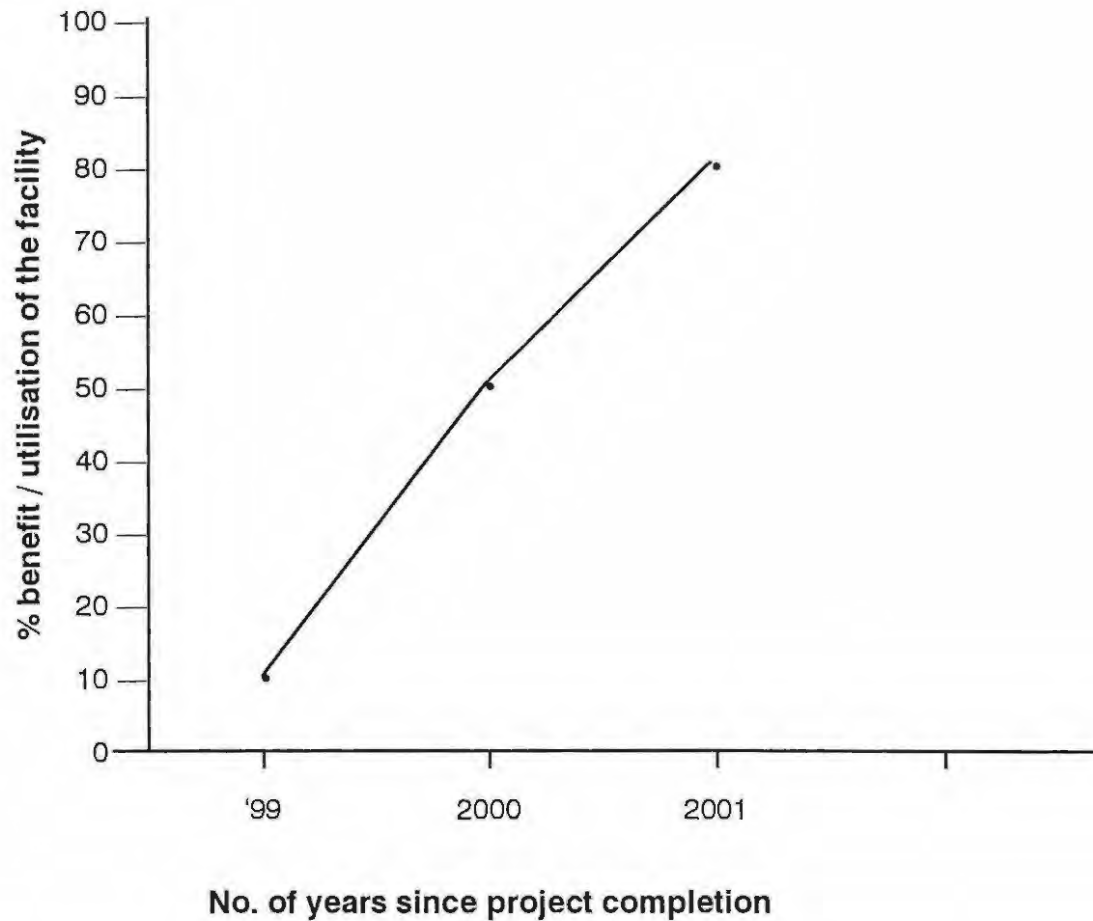
This graph indicates that the Veeplaas Community hall in 1999 started to be utilised by the community on a low rate 10% but the demand has progressed over time.

The reasons given by the respondents was that the community was at first not acquainted with the hiring requirements. According to them the most regular users of the hall during the initial stages were the chorister groups, gospel groups and general community meetings. They reported that the hall is now presently in demand for church activities (i.e. conferences and weeks of prayer); birthdays; weddings and cultural groups as well as Amateur boxing tournaments. The project committee further reported that these activities generate satisfactory and sufficient income to maintain the property as well as salaries/wages for the staff that manages the hall including security and other operational costs. This is the reason that this project is still in very good condition and is well looked after.

4.9 SOWETO-ON-SEA PRE-SCHOOL - PORT ELIZABETH (SOWETO-ON-SEA SQUATTER CAMP)

Figure 5

No. of years since project completion
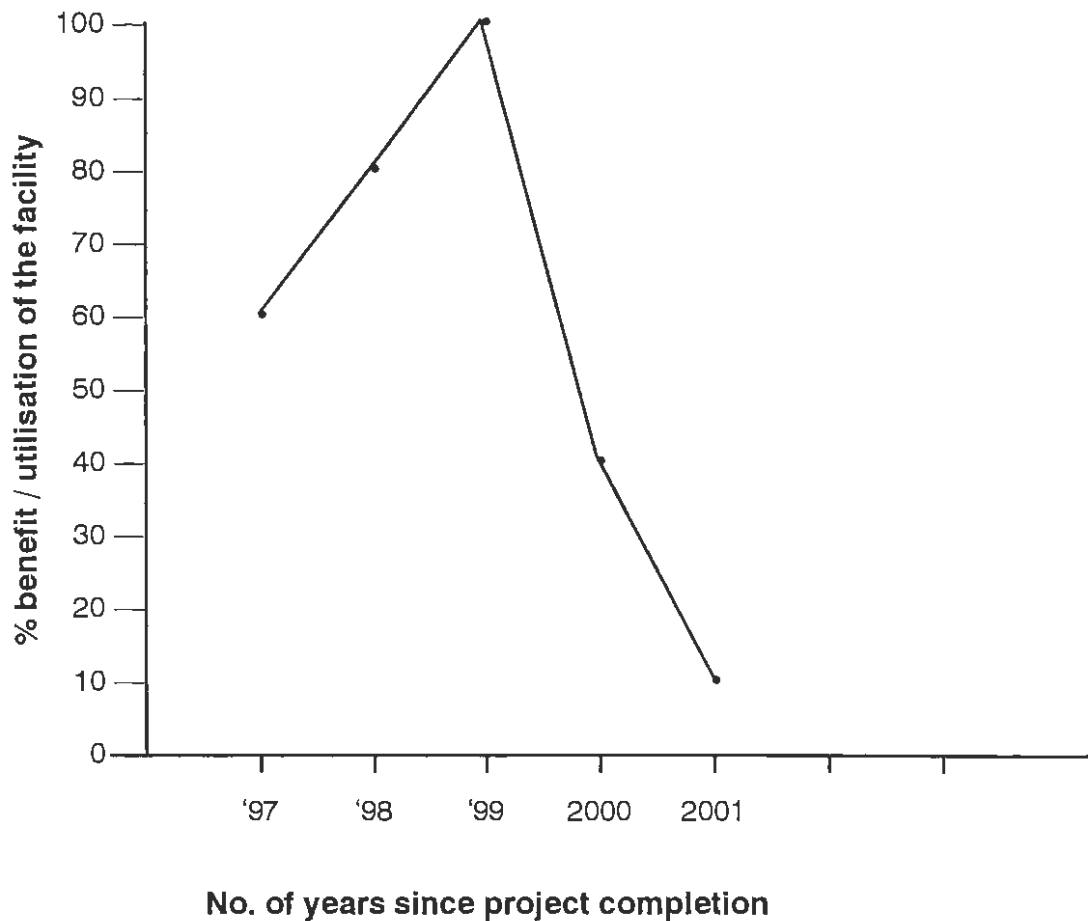
This diagram reflects the situation in the Soweto-on-Sea pre-school project. It started on a high peak with about 60% of its intake during the first year up to a time that it was full-up with no space available in 1999. It was around the year 2000 that the number of children enrolled dropped to less than 40% of its potential total intake/capacity. Until presently with 13 children enrolled in 2001 a figure which accounts for less than 10% of potential total intake.

The reasons given for this state of affairs was that the management and co-ordination of the Pre-school is now carried out without the involvement of the community. The group respondents reported that the project has since 1999 ceased to be a community asset and is presently operated as a private business. According to them the individual who is managing the pre-school project charges exorbitant fees for admission as a result the community members have taken their children back to their old shack-based educare centres . The number of children enrolled continues to go down as the community finds it very difficult to afford the admission fees since they come from a low income group and disadvantaged area.

4.10 LINDANI S.S.S. - FORT BEAUFORT (NTOLENI VILLAGE)

Figure 6

No. of years since project completion
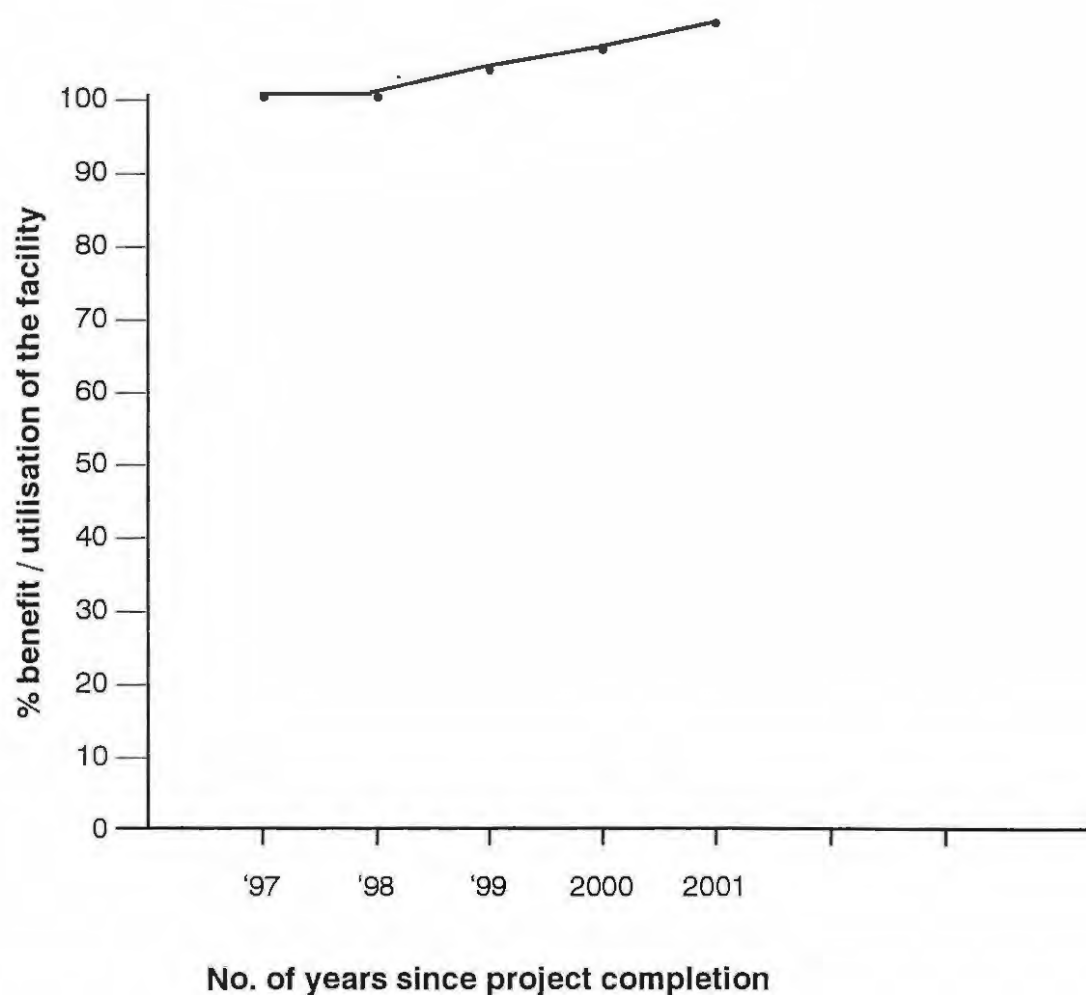
As soon as the MPT funded 5 classroom block was completed in 1997, the children were transferred to it and it was utilised fully immediately. The school was confronted with the same problem of overcrowding from the very second year of operation. The community had to build shacks and mud-structures at the back of the building as additional classrooms in an attempt to cope with the problem. The respondents further indicated during group discussions in the interview that each classroom had to accommodate more than 60 children even when the MPT funded facility was added.

The reasons given were that by the time MPT approved and agreed to contribute the 5 classrooms, the number of children enrolled far exceeded the accommodation offered. However, since it was MPT policy not to exceed 5 classrooms the community had no choice.

The graph above indicates that the classrooms are overloaded with children more than their expected Government standard intake.

4.11 COMMUNITY'S PERSPECTIVE ON SUCCESS OR FAILURE AS WELL AS HARD AND SOFT BENEFITS

(see overleaf)

4.11 COMMUNITY'S PERSPECTIVE ON SUCCESS OR FAILURE AS WELL AS HARD AND SOFT BENEFITS

NAME OF PROJECT	ORIGINAL OBJECTIVES		FULFILLMENT OF OBJECTIVES THROUGH BUDGET		COMUNITY PERSPECTIVE ON SUCCESS OR FAILURE OF PROJECT			
	HARD	SOFT	HARD	SOFT	HARD	REASON	SOFT	REASON
ii) Jongintaba S.S.S.	Construction of education facility in accordance to acceptable government standard	To build a brighter future for the children	Partly fulfilled	Not fulfilled	Partly successful	The facility was suitable for education but was unable to accommodate all their children.	Unsuccessful	The facility has ceased to be utilised for education pruposes because of over-crowding and small size.
iii) Ntwala Access Road	Construction of an access road and bridge in accordance to government technical standard.	To enable the community to have access to major opportunities outside their village necessary for human development.	Partly fulfilled	Partly fulfilled	Partly successful	The access road is in poor condition becuase of lack of maintenance by Amatola District Council.	Partly successful	The community does have access to human development opportunities outside their village, however this process is often hindered by bad conditions of access road particularly in rainy season.
iii) Tanga Clinic	Construction of a clinic and nurses home.	Access to health awareness programmes as well as treatment of illnesses and diseases.	Fulfilled	Partly fulfilled	Successful	A health facility with a nurses home constructed in accordance to government standard has been established.	Partly successful	i) Lack of adequate equipment and medicine. ii) No visits by medical doctor. iii) Clinic not operating 24 hours as planned.
iv) Veeplaas Community Hall	Construction of a community hall	To enable the community to develop their talent and maintain their cultural background for social entertainment.	Fulfilled	Fulfilled	Successful	Community hall has been established.	Successful	Community entertainment activities and talent development as well as cultural activities are carried out within this community hall on a continuous basis.
v) Soweto-on-Sea Pre-school	Construction of a pre-school facility in accordance to educare technical standard.	To enable the community to prepare their children for formal education.	Fulfilled	Partly fulfilled	Successful	The pre-school has been established.	Unsuccessful	The pre-school facility is not utilised fully by the community because it is now privately operated as a business as a result admission fees are unaffordable.
vi) Lindani S.S.S.	Construction of an education facility in line with government standards.	To build a bright future for the children.	Partly fulfilled	Partly fulfilled	Partly successful	The facility approved by MPT is only 5 classrooms and within a year of its operation problems of over-crowding were experienced.	Partly successful	The community has difficulty to diversify their curriculum into various streams because of shortage of classrooms.

4.12   OBJECTIVES OF THE RESEARCH STUDY

4.12.1   Objective 1

(a)   To assess from the community perspective whether the MPT projects are perceived to have been successful and whether or not, there have been both hard and soft benefits which they could use to pursue other development projects/programmes.

(i)   The respondents in all various groups during the interview discussion responded with consensus that in general the MPT projects could be regarded as partly successful and partly unsuccessful in that they have provided the facility they were set up for even though not fully and not to the satisfaction of the community. Some projects as an example in the two schools, MPT only contributed with 5 classrooms on each school and this was done without taking into account the number of children enrolled. As a result of overlooking the actual school enrolment, problems of overcrowding were immediately experienced by both these communities. This led to a situation where communities were compelled to build additional shacks and mud structures to cope with the problem.

In the case of Jongintaba S.S.S. the Mqekezweni community in Umtata got financial assistance from another funder who refused to construct their structure on the same site with that of MPT funded 5 classrooms block. This alternative funder, which was secured through the Nelson Mandela initiatives on schools and clinics in disadvantaged areas, agreed to contribute a complete education facility composed of all the standard facilities needed in a school, i.e. adequate number of classrooms (18 classrooms) to accommodate various streams, laboratory, library, staff administration, tuck-shop, and a small hall. The community had no choice but to abandon the MPT funded block and it is not being utilised presently as it remained empty as at the time of the research.

(ii)   The second problem voiced by the respondents is that there was no formal cooperation agreed in writing between MPT and the relevant government departments and other relevant stakeholders, i.e. NGO's and parastatals with regard to the sustainable operations of the projects including maintenance. As a result of unavailability of a cooperate agreement, the MPT projects have difficulty to provide sustainable ben-

efits to the communities both hard and soft benefits. An example, is that of Ntwala Access Road where the community have found divert routes parallel to the MPT access road because of its bad condition as a result of lack of maintenance.

It is important to note that projects only have meaning when they relate to the actual benefits being achieved.

In the case of Soweto-on-Sea Pre-school which is very much under-utilised there are only 13 children presently registered out of a potential total intake of 135 children. The respondents reported that the project ceased to be a community facility as it is now privately operated as a business. The children are being charged high registration fees and the parents find it very difficult to afford. The majority of the parents in this community have now taken their children back to the old shacks they were using for Pre-school education prior MPT intervention. The issue of ownership was not clarified to the community by MPT and the project is now not community operated.

In the Tanga Clinic the community had to wait for more than three years after the project was completed in 1995 because the Department of Health had not included the MPT funded clinic in their budget for operational costs. Even during the time of going to interview the clinic was still under-utilised because of shortage of equipment and medicine. The clinic is still not operating on a 24 hour basis yet due to shortage of staff even though the purpose and interest of the community was to use it for emergency cases particularly after hours.

The group of respondents in all the 6 projects covered during the interviews reported with consensus that MPT did not provide or introduce the communities to a skills development programme prior or during the project implementation. So there were no skills obtained by the community as a result of these projects neither tangible nor non-tangible which would have enabled them to pursue other development projects/programmes or to address other community needs. It was made clear by the respondents that MPT had not allowed for training or skills development in their project budget or project cost distribution.

However, some reported that the Department of Manpower assisted them with the supervision during the construction stage of the project as well as on

the job training of semi-skilled labourers on bricklaying. They reported that the training and supervision was focused on improving the workmanship and to see to the completion of the projects concerned. Please refer to Tables 1-4 and Figures 1-6.

It is based on the difficulties experienced presently by these communities as mentioned above that they referred to MPT projects as partly successful and partly unsuccessful. Success in this case referring to the hard component, or material benefit, i.e. the establishment of the infrastructure or facility. The interest and aim of the community was to use the project to bring about qualitative changes and transformation on the lives of the community, i.e. soft benefits, and this is the area mostly regarded as unsuccessful because of the difficulties experienced.

4.12.2   Objective 2

(b)   To compare the above (especially the benefits the community have identified) with literature on development assessment in an African context and the EU generated MPT evaluation criteria.

MPT has always been using the goal-oriented approach as a criteria for determining the success of programme in all the mid-term evaluations conducted. The task of the evaluators has always been an attempt to assess and measure the extent to which goals have been met and specific programme objectives achieved.

The fact that the specific programme goals and objectives are developed and set by the EU, as has always been the practice in all countries where this programme of a "microproject" is implemented is most unfortunate. As a result of that the European Union has always been responsible for drafting the terms of reference for the evaluation as well as the identification, selection and appointment of a team of evaluators. The EU in all the mid-term evaluations always appoints an evaluation team leader who is regarded as a "specialist" from one of the European Union countries to come and conduct an MPT evaluation. In all these instances the evaluation team would from time to time be requested to travel to Brussells for a briefing on the terms of reference before conducting the evaluation.

The successes recorded during the mid-term evaluations conducted on MPT projects, has always been measured in terms of the fulfilment of the programme goals and objectives as set by the EU.

However the EU generated goals and objectives of the MPT programme does not provide a clear distinction between hard and soft components. The evaluation reports have likewise in their assessment and measurement of the attainment of MPT goals and objectives not differentiated between hard and soft components of the MPT goals and objectives.

As reflected within the MPT background in the introduction chapter, the European Unions' criteria for funding a "Microproject" is guided by article 252 of Lome IV and the general guidelines for "Microproject" under Lome IV convention which stipulates that a project must:

"•   have an economic and social impact on the life of the people;

•   meet a demonstrated and observed priority need; and

•   be undertaken at the initiative and with active participation of the local community which will benefit."

The respondents during the focus group discussions reported that MPT officials spent most of the time during the community meetings in attempting to clarify the MPT method of operation particularly the conditions of funding.

Burkey (1993) has quoted Paulo Freirie who has written that, "Attempting to liberate the oppressed without their reflective participation in the act of liberation is to treat them as objects which must be saved from a burning building; it is to lead them into the populist pitfall and transform them into masses which can be manipulated."

The above quote could be seen as applicable in the situation of the communities of the six MPT projects studied as it was reported that most time was spent with the communities attempting to fit themselves into the MPT pre-designed funding criteria instead of MPT officials spending time in an attempt to understand the community needs and problems as well as the community's perception of how their problems could be solved.

Keogh (1988:187-196) further argues that, "Participatory development can be a manipulative tool to engage people in a pre-determined process, an expedient way to achieve results ...". This argument is further supported by Smith (1998:197-204) as follows, "Some forms of participation are often criticised as tokenism, giving participants no power ... Participation may treat people as objects in 'self-help' schemes that have not been designed by those affected."

During the discussion sessions of the interviews it became clear that the communities were very desperate for help and for the MPT financial assistance in particular. It became very clear that the communities were prepared to do anything that was requested of them if that was to enable them to get the funding. The EU generated MPT funding criteria, in particular the 25% expected community contribution, became a difficulty for them to fulfill just by themselves since these communities came from a very disadvantaged background.

The community participation in these meetings with MPT officials during the initial stages was not aimed at empowering them except to inform them of the conditions involved in the MPT aid. De Beer and Swanepoel (1998) see this as nothing but the mobilisation of cheap labour and they have further quoted Knoetze (1983) as referring to this input as simply mobilising "sweat equity" so as to justify the local community contribution. De Beer (1988) sees this as a typical example of a top down, "co-opted involvement of people which left very little room for the initiative and empowerment." Burbidge (1988:188) in De Beer and Swanepoel (1998) argues that, "Many 'forced' contributions or the well-known 'self-help labour' contributed to a project can hardly be labelled as participation".

These arguments are an indication of what happens when people lack the power to voice their own opinion. Smith (1998) refers to this as passive participation which is tokenist, unauthentic, incorporative and even repressive. The identified disbenefit of this kind of participation is that as Smith (1998) puts it, it is a "technocratic and paternalistic activity which treats people as objects or as unpaid hands in 'self-help' schemes that have not been designed by the affected."

In an attempt to clarify the distinction between hard and soft benefits of the project, Coetzee (1996:142) points out that, "Development projects will cer-

tainly want to bring about material benefits, but in terms of the comprehensive aims of development, development projects should contribute primarily to increasing the level of human well being ... programmes aimed at providing the opportunity for people to become more than they are will have to aim towards creating opportunities for increased humanness."

The material improvement or benefit which for the purpose of this research study is termed "hard" components literally refers to those components of development projects that are tangible and can be physically observed and can bring material changes to the life of the community, i.e. the project infrastructure or facility constructed.

The human development which for the purpose of this research study is termed "soft" components of development literally refers to those components of development projects that bring qualitative transformation to the life of the community, i.e. increased levels of awareness, human well-being and the empowerment process that addresses the community's abstract needs, these are not tangible and often cannot be physically observed.

In all MPT mid-term evaluations conducted there is no clear distinction made between the material improvement or benefits of a project by the community and the qualitative improvements, transformation of the life of the communities affected. As a result of overlooking the existence of these two components in each development project the mid-terms evaluations have further overlooked to assess and measure both components in a development project during the evaluations and have only been confined on assessing whether the MPT funding has been used efficiently, whether the MPT funded project is used for the purpose it was set up for, whether the MPT funded project is sustainable, i.e. maintained and kept, in good condition by the beneficiary community. These mid-term evaluations have not assessed the qualitative transformation that has taken place in the lives of the communities as a result of the project.

The respondents during the interview indicated clearly in their original objectives the distinction between those objectives that were of material improvement as well as their interests towards human development. For an example in Jonqintaba S.S.S. located in Mqhekezweni Village of Umtata, it was reported that the community's main aim (soft objective) was to build a brighter future for their children. It was therefore felt that the construction of an

appropriate education facility (as a material improvement or hard objective) as an immediate objective would go a long way in fulfilling this main objective or main aim of the Mqekezweni community.

In the Tanga Village in Butterworth the community's main objective (soft objective) was to improve health awareness within the Tanga community. The immediate objectives was to construct an appropriate health infrastructure (hard objective) in order to fulfill the main objective i.e. improvement of health awareness.

The community in Soweto-on-Sea Pre-school in Port Elizabeth indicated that their main goal was to prepare their children for formal education and their immediate objective was then to construct an appropriate pre-school infrastructure or facility.

MPT mid-term evaluations have overlooked the assessment of the extent to which these communities have attained:

(i)   the building of brighter future for their children,
(ii)   the improvement of the health awareness as a result of the projects funded by MPT, and
(iii)   the preparedness of the children for formal education as a result of MPT funded projects or infrastructure.

Biddle and Biddle (1965:78) define community development, "as a process by which human beings can become more competent to live with and gain some control over local aspects of a frustrating and changing world." This definition supports the importance of qualitative transformation of the lives of the community through a community development project.

The United Nations Development Programme report (2000:47) takes the point further as follows: "Human development is the process of enlarging people's choices and raising levels of well being ... such choices are related, not only to goods and services, but to expanding human capabilities."

It is clear from the above arguments that the fulfilment of the 'soft' components of the development projects is supposed to be uppermost in any community development programme and that the construction of an infrastructure or a project facility i.e. the 'hard' components becomes a vehicle that

leads towards the attainment of the 'soft' components. It therefore means that the success of a project in fulfilling a programme would be determined by the ultimate benefits enjoyed by the beneficiary community towards the fulfilment of the main objective particularly the 'soft' benefits of the project as perceived by the beneficiary community.

4.12.3   Objective 3

(c)   To assess the decision making processes which are used to allocate funding by MPT in line with the above.

The approval of a project by MPT as well as the allocation of funding is determined mainly by the ability of the community to fulfill MPT funding conditions particularly to raise 25% local community contribution. In other words if the community is able to raise a higher amount of money more than 25% they could possibly benefit from a higher cost project. It also means that if the community is unable to raise 25% contribution it could be possible that they do not stand a chance to get funding from the MPT.

This criteria of 25% local community contribution as a prerequisite for funding indicates that the approval and allocation of funding is based on the capacity of the community to raise money not on the community's needs and the extent and nature of the problems experienced. In this regard MPT appears to be displaced among the disadvantaged communities when considering this particular funding criteria.

The available literature does not, however, support the MPT view of a funding allocation that is not need based as argued by Craig (1998:15) in the following, "Community development is a method of working with people ... a way of working which essentially starts with the needs and aspirations of groups of disadvantaged people in poor localities and which struggles, first of all, to articulate and organise politically around those needs and aspirations, placing them at the front rather than the end of political debate."

The indication in Figure 1, on project location details and MPT linkage information matrix, is that in almost all 6 projects assessed during the interviews their first contact and chance to know and have contact with MPT was as a result of a literate member of the community who either was a government official, a lecturer, or a learned chief in the locality who had access and was

able to read an English newspaper. These communities were lucky and blessed to have within their village these individual members who were able to negotiate with the Department of Manpower, Independent Development Trust, the old Port Elizabeth City Council for financial support to fulfill the 25% community contribution needed by MPT. In other words the possibility exists that these communities would not have benefited from the MPT funding had it not been the efforts of these literate and educated members within their villages who were able to secure some financial support form these other stakeholders to be able to meet the MPT funding criteria.

As a result the readiness of these communities and their abiity to fulfill an MPT funding requirement so as to receive the MPT funding was based solely on the support by these other stakeholders. They were then able to satisfy MPT priority list for funding as a result of financial assistance form IDT, Department of Manpower (now Dept. of Labour).

Burkey (1993:57) in an attempt to describe the situation in which these disadvantaged communities find themselves, argues that, "Participation in project design and decision-making is all too often limited to a few village meetings where the project is explained and the people are asked to give their comments, and where the few comments made are by the school teacher in a language unintelligible to the majority." In this situation the majority members of the community are purposely excluded from the decision making process.

Lundy (1999) has quoted Cernea (1985:10) as suggesting that what is needed is a process that leads towards the "empowering of people to mobilise their own capacities, be social actors rather than passive subjects, manage the resources, make decisions, and control the activities that affect their lives." The above can only be possible if project funding includes skills development so as to capacitate the communities. Unfortunately MPT in these projects had not considered skills development programme a necessity within their project development programme.

The above arguments are made more clearly by Korten (1980:498) in De Beer and Swanepoel (1998:44) in stating that, "Community development needs another type of organisation with another type of attitude ... it requires organisations ... with a well-developed capacity for responsive and adaptation - organisations that: (a) embrace error; (b) plan with people; and (e) link

knowledge building with action."

Burkey (1993:57) takes the point further and argues that the first step in achieving genuine participation is a process in which the rural poor themselves become more aware of their own situation, of the socio-economic reality around them, of their real problems, the causes of these problems, and what measures they themselves can take to begin changing their situation. This process of awakening, raising of levels of consciousness, or conscientiousness, constitutes a process of self-transformation through which people grow and mature as human beings."

Keyter (1992) in his paper emphasised that it is almost impossible to have funding without conditions or criteria for the utilisation of funds. He referred to that type of funding as "Tied-aid/Grant". He further expressed that even aid in grant form can be "tied" so that it can only be used to buy goods or building material only. This puts limitations on the recipients. Some funding organisations even further dictate how they prefer the proposal to be designed if funding is to be approved. The unfortunate part is that the beneficiary community is often not treated as an equal partner and the community views are sometimes overlooked or purposely ignored.

De Beer and Swanepoel (1998:43) confirm the seriousness of problems around funding organisations and their argument is that, "the provision of funds places the donor in a strong position to make certain demands, thereby removing the community's ownership or their decision-making power". It is clear from the above argument that the poor and disadvantaged communities as well as beneficiary countries could easily find themselves vulnerable for manipulation and abuse. This could also be regarded as a violation of basic human rights, i.e. the right to participate fully in the decision that would ultimately determine the future about one's life situation.

Bhasin in Burkey (1993:53) cautions development workers to constantly ask themselves: "am I increasing the confidence of the poor, their faith in themselves, and their self-reliance, or am I making them instruments of my own plans of action imposing my own ideas on them?" Burkey (1993:75) clarifies this point further by bringing an example of a situation which calls for a sensitive perception of outside interference and quoted a statement from a member of the Bhoomi Sena Movement in India, "Only those amongst you are welcome who can help us think of our problems on our own, and bring to us

information that is useful to us, and are yourselves willing to learn a lot from us." This statement indicates that one has to be very sensitive to the needs of the community and not to make sweeping assumptions or judgements about how they feel or think about their problems.

During the interviews the respondents reported that the communities did not participate in the decision to allocate a particular amount of funding for the project. They also indicated that there was no community consent sought in deciding to allocate a particular size of the facility. They reported that it was always reported to them by MPT officials that it was MPT policy not to exceed 5 classrooms; not to exceed R500 000 which was reported then as MPT funding limit for a project which was later changed to R1m. (Please refer to Figure 3.) According to the respondents it was a matter which was beyond the control not only of the community but of the MPT officials themselves with no room for negotiation.

4.13 SUMMARY

In this chapter I discussed the analysis, presentation and interpretation of data. The discussion includes the presentation of data in tabular form and in graphs. Reference is also made to relevant literature on evaluations and developments as well as relevant documents of the EU and MPT.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter presents the conclusions and recommendations and is preceded by a presentation of a summary of findings based on data gathered as well as the reflections of the view of the literature. This summary of findings is listed in line with the sequence of the themes of questions or categories of responses as presented during the focus group discussions. However, only the key areas of importance that appear to have an impact on the MPT programme as well as MPT mid-term evaluations have been highlighted. The summary of findings is immediately followed by conclusions and recommendations.

5.2 SUMMARY OF FINDINGS

5.2.1 Knowledge About MPT

It became very evident during the discussions by the respondents at the interview sessions that awareness about MPT and MPT purpose of existence, i.e. mission and vision is rather poor and inadequate among the disadvantaged communities of the Eastern Cape Province who are regarded as the target group set to benefit from the MPT programme. (See Figure 1 under the column on MPT awareness.) This was further confirmed by the fact that in all six projects studied, the randomly selected members were not at all aware of and in fact knew nothing about MPT involvement in their communities. This lack of awareness was also picked up among those project committee members who joined the committee after the MPT projects were already completed. It also became difficult, even for those few members of the project committee who had feeble understanding about MPT, to clearly explain the programme that MPT pioneers within the disadvantaged communities of the Eastern Cape.

There is also no evidence in the MPT method of operation of an existing strategic plan or mechanism in place that clearly enables MPT to be popularly known and recognised among the disadvantaged communities of the Eastern Cape, as a resource that is easily accessible to the supposed target group.

It also coincidentally occurred that in all the six projects studied the first people to know about MPT existence in the Eastern Cape were the literate members of the community who played a major role in linking these communities with

MPT including the actual drafting of a letter of application and completing of the MPT application form.

5.2.2 Fulfilment of the Communities' Original Objectives (hard and soft)

It was very clear during the discussions by the respondents that these communities were very much aware of what they wanted to achieve through these projects. It was also made clear that their original objectives were still highly upheld as most central in their lives. For an example at both Lindani S.S.S. (Senior Secondary School) and Jongintaba S.S.S. (Senior Secondary School), the respondents expressed that their intentions of building a school was to enable the communities to build a brighter future for their children - an idea which they hope will continue to exist from generation to generation.

However, when the respondents were asked in what way MPT interacted with them during the identification of their needs and the verification of their original objectives in line with the project agreed upon for funding, the response was not positive.

They reported with consensus that MPT did not engage them into a process where they were able to identify their needs as well as to express in detail their objectives about their project. There was no need assessment carried out by MPT with the community.

There appears to be no evidence within the MPT files of an assessment made as to whether projects constructed by MPT would indeed address the problems confronting the community. The mid-term evaluations conducted previously, made no clear assessment or measurement of the extent to which these projects have addressed the problems confronting the community on both hard and soft components.

The soft component in particular, i.e. "building a brighter future for the children" appears to have been overlooked by all the mid-term evaluation studies conducted on MPT projects previously. It is not clear whether this was done consciously or unconsciously.

It appears from the community's perspective that the fulfillment particularly of the soft component of their objective is central to them. In this regard the mid-term evaluations have not been able to indicate to what extent is the MPT

programme enabling these disadvantaged communities to realise their objective through these projects.

The above situation therefore, calls into question the significance, relevance or even importance of the findings made by those mid-term evaluation studies based on criteria of relevance to the key evaluation questions, i.e. validity, reliability and objectivity. It is very clear that these mid-term evaluations and their criteria were not constructed to assess the original objectives of the beneficiary communities which came as a result of the expressed needs, interests and participation of the beneficiary community.

5.2.3 Community Reaction to MPT Funding Criteria

The MPT funding criteria particularly 25% community contribution has been perceived by the communities as insensitive to the socio-economic situation confronting the disadvantaged communities of the Eastern Cape. It is seen as not placing MPT as a relevant resource easily accessible to the disadvantaged groups. This is seen in the light that most of these communities come from a low income base as a result of the pressures of unemployment and therefore find it very difficult to afford anything including the mere food for their daily survival.

It was revealed during the discussions by respondents in the interview sessions that it was a struggle for the communities to come up with the required 25% community contribution until such time that the alternative stakeholders, i.e. Dept. of Manpower (now Dept. of Labour); Independent Development Trust, etc. were approached by these literate members of the community.

This therefore suggests that these communities could consider themselves as very lucky to have these educated members within their villages and squatter areas. It also suggests that those villages and communities who did not have educated members and even failed to secure outside assistance to boost their 25% contribution may have been overlooked or ignored by MPT as not qualifying for funding.

It is based on the above consideration that MPT is seen as displaced and ineffective among the disadvantaged community of the Eastern Cape Province particularly when taking into consideration the 25% community

contribution. This is further confirmed by Burkey (1993:48) when he argues that, "Development is more than the provision of social services and the introduction of new technologies. Development involves changes in the awareness, motivation and behaviour of individuals and in the relations between individuals as well as between groups within society. These changes must come from within the individuals and groups, and cannot be imposed from the outside."

There is no evidence of a study made by the EU prior to introducing the European Union generated programme to the Eastern Cape which would lead towards the designing of a programme which is context based, allowing maximum participation of the very communities the programme is targeting.

The criteria reflected as the MPT funding requirements is a direct copy of the funding criteria for 'microprojects' as stipulated in article 252 of Lome IV convention of which the South African society was not a participant.

The MPT programme does not appear to have been tailored to the needs of the disadvantaged communities of the Eastern Cape and also no consideration appear to have been made of their level of literacy and understanding.

This has further been worsened by the fact that in all the mid-term evaluation studies undertaken previously the appointment of the evaluation team was the responsibility of the European Union including the drafting of the terms of reference. This has led to a situation where even the leader/head of the evaluation team was always recruited from one of the European Union countries. This approach has weakened the outcomes of the evaluation, in that the very issues to be studied were not coherent with the objectives of the study, nor was there complete adherence to required expertise when appointing the evaluators. Also to be noted is that the plan of work in the Terms of Reference paid no particular attention to the participation of the beneficiary communities in this study and the fact that they were interviewed at all seems accidental.

Evaluation in my view should be a learning curve for both the evaluator and the beneficiaries, as De Beer and Swanepoel (1998:80) put it "In community development the main function and goal of evaluation is capcity building...

This means an evaluation must afford the participants an opportunity to learn in order to improve their capacity for self-reliant development. All possible objectives of evaluation must serve this main objective." The MPT programme was initially introduced and directed by a technical assistant who was of Turkish origin with a German citizenship and was later replaced by another of British origin both appointed by the European Union and seconded to MPT.

Burkey (1993:54) has further quoted Freire as arguing that "It is not our role to speak to the people about our own view of the world, nor to attempt to impose that view on them, but rather to dialogue with the people about their views and ours. We must realise that their view of the world, manifested variously in their action, reflects their situation in the world."

MPT therefore could be regarded as pioneering a programme which is controlled and directed from outside South Africa with a local staff recruited just be a token of the European Union but totally excluded from the decision-making authority of the programme. It also appears that the mid-term evaluation reports were not meant for local consumption. i.e. the establishment of MPT to promote development as a process of change and growth that improves the quality of life of the disadvantaged communities, as generated from within their own system of organisation and relationship.

5.2.4   Skills Development Programme

When the MPT programme was introduced in 1992 the skills development component was not part of the programme. This appears to be an abnormal situation as the development of skills mainly fulfills the soft component of development, i.e. qualitative transformation on the lives of the disadvantaged community.

The literature on community development is very sensitive to the area of Capacity Building through skills development as well as the approach used in facilitating skills development and Capacity building. In other words even the sustainability of the projects is to a certain extent also determined by the possession of the requisite management, administrative and technical skills by the recipient or beneficiary communities and in the process realising better equipped and better prepared individual community members who can themselves participate in the eradication of poverty in our country.

The evidence of the above is confirmed by Biddle and Biddle (1965:78) in defining community development "as a process by which human beings can become more competent to live with and gain some control over local aspects of a frustrating and changing world."

Another evidence is available from Lundy (1999) who has quoted Cernea as suggesting that what is needed is a process that leads towards the "empowering of people to mobilise their own capacities, be social actors rather than passive subjects, manage the resources, make decisions, and control the activities that affect their lives".

It therefore appears from the above arguments that MPT has overlooked a very sensitive and important area in the field of development by not including the skills development component in their programme as it forms the basis of development. As Burkey (1993:56) puts it, "without such a development within the people themselves all efforts to alleviate their poverty will be immensely more difficult, if not impossible. This process, whereby people learn to take charge of their own lives and solve their own problems , is the essence of development."

He further argues that, "the poor, if not oppressed by the more powerful, are oppressed by their own limited knowledge and poverty. Their lack of knowledge and information prevents them from competing successfully for their fair share of resources and keeps them from effectively utilising the few resources that they do control. Although often aware of their limitations, they do not know how to acquire knowledge or gain access to information".

5.2.5   Cost-Benefit Analysis

In Figure 3 the table has a list of direct beneficiaries and benefits (hard and soft) weighed against each other. The method of approach used is the assessment of the cost per capita mainly. The reason for grouping the beneficiaries, costs and benefits (hard and soft) together is that the per capita costs have a meaning only when it is in relation to the actual benefits achieved (hard and soft). This is further confirmed by Morris, Fitz-Gibbon and Freeman (1987:86) that, "A cost-benefit discussion essentially lists the dollar cost associated with the programme and then broadens into a summary of other non dollar, qualitative costs. The benefits of the programme are then described

and weighed against these costs."

De Beer and Swanepoel (1998:77) have quoted Conyers and Hills (1984:135) as "describing this method as follows: 'CBA involves identifying, measuring and placing a monetary value on all the costs and all the benefits of a particular project proposal and then comparing these costs and benefits as an aid to the decision-making process.'

It could be said with confidence that when comparing costs to the number of beneficiaries MPT has been able to utilise their funding very efficiently. This is said because the programme has been designed to benefit the largest number of beneficiaries in each project particularly so if the indirect beneficiaries could be also taken into consideration i.e. the entire community members in the case of each school. See Table 3 in the analysis chapter.

However, when these costs are further compared and weighed against the actual benefits (hard and soft) this then reveals a different picture and a different interpretation altogether.

It is important to note that De Beer and Swanepoel (1998:77) even though they acknowledge the legitimacy and validity of this method, they have indicated some of the criticisms of the cost-benefit analysis as follows:

–   It only takes into consideration those aspects that can easily be quantified.

–   The question of the spread of costs and benefits among the various subgroups of society are not considered.

–   It is possible that not all costs and benefits are taken into consideration.

It is also important to note that the cost-benefit assessment has to be analysed in line with Efficiency, Effectiveness, Cost-effectiveness and Impact of the project or programme.

Impact refers in this case to the relationship between the Project Purpose and the Development Objective or Development Goal according to Thaw and Randel (1998) on Olive Publications. By Development Goal is meant

the high level objective to which the project or programme will contribute. For an example in a water project undertaken in a rural village, the Development Goal could be the improvement of the living conditions of rural population. Whilst the project purposes could be the increased availability of potable water on a sustainable basis. The Project Purpose therefore is the actual objective to be reached by the project or programme.

Effectiveness in this case refers to the relationship between the Project Purpose and the Result or Output. The Result or Output is the products of activities undertaken by the project team.

An example in a water project, the results or output could be:

(i)   the sufficient increase in potable water capacity,
(ii)   increased capacity of water craftsmen, and
(iii) improvement of the village management capacity.

Efficiency is the relationship between the Activities and the Results, i.e. in water project the activities could be the execution of drillings, execution of infrastructure, maintenance of wells, establishment of village water committee, training those responsible for project management, educate the community on sensible and efficient use of water as well as about basic maintenance.

The above therefore gives an indication that the successfulness and the unsuccessfulness of a project cannot be measured on the hard components (i.e. material benefit) alone but rather most importantly, on the soft component (i.e. qualitative improvements) which is the impact that project or programme has on the lives of the beneficiary community.

It is against this background that the MPT projects could be regarded as being partly successful in bringing about the material benefit which is referred to in this study as hard component of a project. However, not all projects even when considering the hard benefits could be regarded as successful in that success should be seen in line with the sustainability chances whether it is as a result of maintenance or quality of the product or workmanship. See Figures 1-4 read with Table 4. In other words, there are a number of projects where serious difficulties are still experienced as a result of poor quality, lack of maintenance and a neglect of essential factors during project development

or project appraisal stage which have led to their resounding failure and some not performing as expected.

As far as the soft component is concerned which in terms of this study has to do with the contributions of the MPT projects or their impact to the qualitative transformation on the lives of the beneficiary communities, this component or aspect could be said to be a major weakness within the MPT programme which indicates a total absence of a necessary discipline - particularly the human skills development programme. This point has been emphasised in literature as the uppermost in community development and Burkey (1993:56) refers to skills development as saying that, "Without such a development within the people themselves, all efforts to alleviate their poverty will be immensely more difficult if not impossible".

Lundy (1999) has quoted Cernea as supporting this argument that what is needed is a process that leads towards the "empowering of people to mobilise their own capacities ... manage resources, make decisions and control the activities that affect their lives."

It becomes evident from these arguments that the communities themselves have to take effective control and this can come about only when and if they are empowered. Carmen (1996:1-3) regard the situation as oppressive when human and humanising functions are inhibited. Burkey (1993:48) puts it clearly thus, " ... Their lack of knowledge and information prevents them from competing successfully ..." Any development programme that neglects the aspect of human development has to be called into serious question and regarded with serious suspicion. Paulo Freire in Burkey (1993) argues that, "Attempting to liberate the oppressed without their reflective participation in the act of liberation is to treat them as objects which must be saved from a burning building, it is to lead them into the populist pitfall and transform them into masses which can be manipulated."

Burkey (1993:51-52) further stresses that, "No development activity, whether initiated by outsiders or by the poor themselves, can hope to succeed unless it contains a strong element of human development. In simple terms, human development involves the strengthening of the personality and the acquisition and internalisation of knowledge and information." The United Nations Development Programme Report (2000:47) brings this point closer home as

it emphasises that, "Human development in South Africa is about achieving an overall improvement in the quality of life for all people, giving priority to those who are the poorest and most excluded from main stream society."

5.3 CONCLUSIONS

Notwithstanding the parameters of this research study, it is my conclusion that the Microprojects Programme Trust (MPT) has since inception (1993) to date (2001) delivered some invaluable infrastructural developments for the beneficiary communities, however, such developments would have been more effective and the impact far greater if MPT was widely known and more accessible to the communities throughout the Eastern Cape.

This is confirmed by the lack of awareness about MPT operations within these communities who have already benefited from the programme itself.

It has been gathered from the background information that Microprojects Programme Trust (MPT) as a registered South African Non-governmental Organisation has designed and organised its activities and method of operation to suit the donor (in this case European Union). This is confirmed by the fact that the concept of a "Microproject" is foreign to South Africa and was simply piloted in the Eastern Cape as an already complete package designed and tested only by the European Union without the participation of the South African Community.

It is an acceptable fact that every donor agency has certain procedures, criteria, cycles of decision-making and reporting, evaluation system and preferences. However it has always been hoped that these procedures and criteria as well as decision-making processes would be arrived at with the participation and consultation of those set to benefit. As Keyter (1991) argues, "If a local organisation wants to receive money it is forced to artificially isolate a section of its current and planned activities and define this, in the jargon of the day, as 'a project': a concise, planned activity taking place over a limited number of years and aiming for certain measurable results. The natural stream of improvising and responding to an ever-changing environment is frozen into some kind of blue-print and donors will start examining whether future activities match the project planning, instead of looking at their overall impact, also outside the project."

This approach encourages a way of thinking and decision-making that does not usually help real participation by the beneficiary members. This concern or pressure for the end result is driven mainly by the pressure to satisfy the donor which is an indication of the existence of a centralised and technocratic approach. This is the risk of a donor-tailored development planning which often leaves the beneficiary communities demotivated, disappointed and disillusioned after having had high expectations in the beginning.

It is bound to happen that projects become unsuccessful or partly successful if the "soft" components which have a bearing on social and economic realities are neglected. Some donors, the European Union (EU) and MPT, without exception have their preferences and criteria reinforcing the "hard" components of the project which have an immediately visible and tangible results, i.e. infrastructural building like schools, clinics and pre-schools. This is then viewed as a successful programme because it produces clearly visible projects as proof of expenditure items. No consideration is made of capability of the beneficiary community to maintain the project, manage the project, to possess skills and insights on expansion of the project as well as to start up other related activities to address their needs as a result of this project.

It can be seen from the background information that MPT was introduced and pioneered by technical experts from outside South Africa seconded to MPT by EU. This manner of doing things has had an adverse impact on MPT operations in the Eastern Cape, as can be seen from the analysis section above that there was little interaction with beneficiary community and no co-ordination and collaboration with local stakeholders. It is also reflected from the background information that MPT is funded 100% by EU. It is also not known to what extent this state of affairs is affecting the integrity, quality and competence of MPT as a local organisation.

These two reflections above could easily be perceived to be synonymous to what is referred to as "imperialism" under the 'dependency theory'. For according to Coetzee and Graaf (1996), "Imperialism refers to any relationship of effective domination or control, political or economic, direct or indirect of one nation over another." As Coetzee (1996) puts it this approach or model in development is synonymous to saying, "Look at us and do what we did; then you will become what we are now."

In as much as the local organisation like MPT is accountable to the donor, in this

case EU, this must not replace MPT's responsibility to account to the local communities of the Eastern Cape. If for an example the MPT projects are not responding to the real needs of the beneficiary community as it is the case as reflected in this research study, it should be treated as a very shameful situation for a newly liberated and democratic South Africa with the right to voice one's opinion and views highly enshrined in the constitution. To this end MPT could be regarded as an organisation that has been established to satisfy the donor (EU) without any relationship whatsoever with the local disadvantaged communities of the Eastern Cape and with no link or relation to the socio-economic realities of the area where it is based.

The MPT funding criteria of local community contribution of 25% of the total project cost is a clear indication of a total neglect of those communities who are faced with what could be referred as absolute poverty. For an example if in a particular household there is no hope of a meal before going to bed, the chances are that the household members would sacrifice their time and energy to ensure that the family does not go to bed hungry. So what this implies, therefore, is that if MPT funding criteria is not sensitive to such situation then MPT as an EU funding agency is displaced among such poor communities.

The mid-term evaluations conducted on MPT projects have no social context in which the evaluation itself is conducted. The terms of reference and criteria were based on the programme design which was formulated and compiled by the European Union without the participation of the local South African Community. This is the reason for their ineffectiveness in transforming MPT to be responsive to the real needs of the local disadvantaged communities of the Eastern Cape. Any development programme be it of foreign origin or local development programme within South Africa would have to clearly align and be contextualised along the principles of Reconstruction and Development otherwise it would run a risk of being displaced and ineffective as it would be far from addressing the real problems.

The MPT programme therefore has an even greater potential to improve the lives of the beneficiaries if it is well coordinated and collaborated with other stakeholders, i.e. government parastatals, Non Government Organisations and Community-Based Organisations. In other words, properly co-ordinated and collaborated MPT programme could go a long way in improving the quality of life of the disadvantaged community of the Eastern Cape. So MPT properly designed mid-term evaluations whose criteria for evaluation are context based could increase the ability of MPT

programme to bring about both material and qualitative transformation to the lives of the disadvantaged community.

5.4 RECOMMENDATIONS

5.4.1 Awareness about MPT

At present, communities get to know about MPT through hearsay, or newspaper reports. This disadvantages the majority of the would-be beneficiary communities and in some cases even communities that benefited from MPT do not know anything about the organisation. This does portray a negative public image of the organisation.

A key recommendation is that MPT should develop a positive public image by engaging in public relations exercises. This may include the establishment of a permanent public relations unit within the organisation. This unit would be responsible for providing information about MPT and its method of operation including the funding criteria. This unit could also be responsible for developing ways of enabling those communities with illiteracy levels to access MPT funding without their illiteracy being a hinderance.

5.4.2 MPT Development Programme Objectives

The MPT Development Programme objectives currently do not accommodate the "soft" and "hard" components of community development. The "Soft" components refers to those project activities that bring qualitative changes to the lives of the beneficiary communities, i.e. increased levels of awareness and human well-being. While the "hard" refers to those components that bring material changes and are tangible.

It is recommended that the MPT Programme Development Objectives be developed in such a way that they accommodate both the "hard" and "soft" components of development for the adequate capacitation of the communities to tackle other development priorities on their own.

.4.3   MPT Funding Criteria

The MPT funding criteria currently requires communities to contribute 25% of the total project costs. This contribution can either be in cash or in kind.

It is recommended that MPT revisit their funding criteria and conditions. These conditions should be beneficiary oriented rather than donor oriented. The funding condition should take into consideration the economic realities of the communities and their social context. Included in the project budget should be an allocation for capacity building. This allocation should cater for both pre-project and post-project training.

5.4.4   Fulfilment of Community Objectives

Most of the completed MPT projects that require on-going maintenance are in a state of disuse (e.g. Ntwala Access Road) or are underutilised, (e.g. Tanga Clinic).

It is recommended that MPT should have in place a structured system of collaboration and coordination with other stakeholders, including the beneficiary community and its local organisations. This will assist with on-going maintenance of completed projects, e.g. collaboration with the Dept. of Public Works for ongoing maintenance of access roads.

5.4.5   Skills Development Programme

MPT presently does not have a structured system of skills development, both "hard" and "soft" for the beneficiary communities.

The recommendation is that MPT should have a structured system of training and capacity building with the requisite funding in place. Such a system will leave communities with the skills and knowledge to tackle other development needs on their own as well as to make a living in the case of technical skills (e.g. bricklaying, etc.). It is further recommended that all training utilises participatory methodologies.

.4.6   **Mid-term Evaluations**

At present all terms of reference for mid-term evaluation are developed by the European Union, including the identification selection and appointment of the team of evaluators. These appointments are normally done from among non South African expatriates, who are not well grounded and oriented on the South African Development scenario. The reports and recommendations emanating from these evaluations, lack a wholesome congruence with the desired improvements to the development scenario.

A key recommendation here is that MPT should strive for its inclusion in the development and execution of mid-term evaluations, as well as ensure the inclusion of local persons. This will give the mid-term evaluation reports validity, authenticity and relevance when it comes to the required improvements of the development programmes.

5.4.7   **Consolidation of MPT knowledge base on Community Development as a special area of expertise.**

*   Presently MPT project staff come from different professional backgrounds, ranging from social science to building construction with very little exposure or no special skills at all on community development. This state of affairs has led to MPT project staff (simply) being absorbed/ swallowed into the rhetoric of community development without understanding the basic concepts underpinning community development and with (very) little or no commitment to carry out their tasks in a community development oriented procedure.

It is highly recommended that MPT should consider orientating the project staff around the concept of Community Development. This could be done by inviting different speakers to present topics on a quarterly basis on sessions made compulsory for staff to attend. The method used in these sessions would be a participatory one and using the MPT projects as case studies. The other alternative would be to link MPT to the nearest University reputable to the Community development field. This would enable MPT as an organisation to be abreast about recent literature basis for community development and thus help MPT in perusing an appropriate approach in its endeavour to help disadvantaged communities in the Eastern Cape.

.5 CONCLUDING REMARK

There is no doubt that the recommendations listed above (if successfully implemented) could enable MPT to realise its potential to deliver valuable infrastructural developments which could go a long way in improving the socio-economic status of the disadvantaged communities of the Eastern Cape. The provision of infrastructural resources particularly the needed facilities is a basic human right and constitutes the most vital initial step towards development.

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APPENDIX A

PROJECTS EVALUATED

PROJECTS EVALAUTED

NAME OF PROJECT	LOCATION	MPT REGIONAL OFFICE
Jongintaba High School	Mqhekezweni, Umtata	Transkei MPT Regional Office
Tanga Clinic	Butterworth	Transkei MPT Regional Office
Ntwala Rural Access Road	Nqamakwe	Border MPT Regional Office
Veeplaas Community Hall	Port Elizabeth	East Cape MPT Regional Office
Soweto-On-Sea Preschool	Port Elizabeth	East Cape MPT Regional Office
Lindani High School	Ntoleni, Fort Beufort	Border MPT Regional Office

METHODOLOGY

Conducted focus group discussions in a large enough room/hall. Comprising two groups:
1.   Project Committee and Village leadership.
2.   Random group selected from the village.

Research tools utilised:
1.   Project Files.
2.   Flipcharts and felt pens.
3.   Electronic recording device (Tape).
4.   Papers and pens for manual recording.

The questions were introduced by the researcher for discussions by the group and some form of consensus was assessed before the response was finally accepted as a view point. In the case where the response raised interesting arguments or was not clear the researcher then probed more using the response as a lead for further discussion.

The researcher tried as much as possible to create an atmosphere that allowed greater participation by all members present.

APPENDIX B

THEMES OF QUESTIONS DISCUSSED

THEMES OF QUESTIONS

1.   KNOWLEDGE ABOUT MPT

(a)   How did you know about MPT?

(b)   Who was involved during the initial stages?

2.   COMMUNITY OBJECTIVES

(a)   What were your original objectives? (soft and hard)

(b)   How did the idea come about?

(c)   Are these still your objectives? (probe) (soft and hard)

3.   MPT FUNDING CRITERIA.

(a)   What was your reaction to MPT funding criteria?

(b)   Has the implementation of this project fulfilled your objectives? (soft and hard)

(c)   What other purposes would you utilise this structure for?

(d)   What impact/influence has the interaction with MPT had in you as a community?

4.   SKILLS DEVELOPMENT PROGRAMME

(a)   What skills were you able to garner as a result of this project?

(b)   How were you introduced to the skills development programme by MPT?

(c)   Are the skills relevant to the improvement of the quality of your life?

(d)   To what extent have these skills enabled you to pursue other community needs?

(e)   What further opportunities have accrued as a result of this project?

(f)   How did these skills equip you to cope better in life?

(g)   What other skills in your own opinion if pursued by MPT could have been brought about by this project?

5.   COST-BENEFIT ANALYSIS

(a)   How does the cost of project compares with the benefits you as a community derived from the project? (Per Capita Cost), (spin-offs; direct and indirect

benefits), (soft and hard).

(b) Was the way in which the project was implemented cost-effective?

(c) What costs do you think should have been added/subtracted on this project?

(d) Are you aware of the cost distribution of this project?

(e) How much was allocated to skills development?

6. **Do you consider this project to have been successful? (Soft and Hard).**

7. **List the benefits that you derived from this project (probe hard and soft benefits).**

8. **Comment on the decision-making processes in this project.**

9. **MPT PERFORMANCE.**

(a) Did MPT's performance/ approach meet your community needs/ expectations?

(b) What aspects were lacking in MPT's approach /performance.

(c) What did they do right?

(d) What aspects should be included to improve MPT's performance and approach?

10. **PROJECT EVALUATION.**

(a) How and why do you feel evaluation is important?

(b) Did MPT's evaluation come closer to identifying the gaps or lacking aspects?

(c) What were your expectations of evaluation, conducted by MPT on your project?

(d) What else could have been added to this evaluation?

(e) Do you still see a role for NGOs in the light of the new government in South Africa?

APPENDIX C

TRANSCRIPTS OF FOCUS GROUP DISCUSSIONS

PROJECT No 1

NAME OF THE PROJECT:	Jongintaba Senior Secondary School
LOCATION:	Mqhekezweni Village in Umtata
DATE OF PROJECT APPROVAL:	1994
FUNDING CONTRACT:	92-75070-344 (Pilot Program)
SECTOR:	Education
MPT CONTRIBUTION:	127,'172
LOCAL COMMUNITY CONTRIBUTION:	30 000
NO OF DIRECT BENEFICIARIES:	in 1994,250 school children
PROJECT DESCRIPTION:	Construction of 5 classroom block

Group No 1 of Project No 1: (Project Committee and Comm Leadership)

Number of members in attendance: 7 members comprising 3 elderly men; 1 male teacher; 1 lady principal; 1 lady teacher and 1 elderly woman.

Random group: comprised two young men, two young women and 1 middle-aged man

Group Discussion of Question 1.

How did you know about MPT?

The group reported with consensus that a certain Mr Mandla Sigonya, who was then a chairperson of the school committee, heard about MPT existence in the City Centre of Umtata in 1993. Mr Sigonya was at the time working as a civil servant in the Department of Works and Energy whose offices were located at the City Centre of Umtata. He then reported the matter to the school committee and arrangements were then made to visit the MPT offices in the City Centre of Umtata.

Who was involved during the initial stages?

It was reported that Mr Sigonya, Mr Solani, Mr Matshixa and the Principal visited MPT offices in Umtata in 1993 to seek help.

What were your original objectives?

The group gave several points under this item. They reported that during the time they made an application to MPT, the school was already in operation. It was, however, operating from borrowed houses within the village and other combined classes were conducted at the Tribal Court which is a single room building as well as the church building within their village. They indicated that the majority of their village children were travelling long distances to other villages to attend school and some had to be accommodated in those villages whilst attending school.

So their main objectives were:
- ➢ to improve the learning environment so as to achieve an improved standard of education in their village.
- ➢ to encourage all their children to undergo education within their village and minimise the problem of travelling long distances to schools in other villages, (easy access to school).
- ➢ to minimise the risk of having their children to stay without the supervision of their parents whilst at school in other villages thereby becoming vulnerable to substance abuse like drugs and alcohol as well as early teenage pregnancy.
- ➢ to accommodate all their children to adequate classrooms that would also enable them to have a range of streams or access to a variety of curriculum.

How did the idea come about?

It was reported that the community had been confronted with this problem from the time immemorial and that several community meetings were held in the past with an intention to look for help in the form of financial assistance so as to put up an adequate education facility. The group reported with consensus that it had always been the community's belief that education would go a long way in bringing about change in the living conditions in their own village.

Are these still your objectives?

The response was that their objectives would continue to be a priority even in future as education is highly upheld in their village. The group unanimously reported that they see the impact that education would have to their community as a long term one and that their children after graduating from their school would still take a long route before serving their community in a meaningful way.

They were further asked to explain in what way would their children serve the community?

There were several responses – some said that they would bring ideas and advice on further development opportunities suitable for their community. Others remarked that the problem of unemployment is blocking them from earning an income thereby being in a position to contribute towards fund raising efforts. This statement was made in reaction to the fact that some of their children who passed from their school still remain at home as they do not have money to further their education and thus have difficulty in securing jobs.

What was your reaction to MPT Funding Criteria?

This discussion took a long time with the group attempting to clarify to themselves what the MPT approach was, and how this approach filtered to their community. It was reported that MPT came with conditions for funding their project and that time was spent in large community meetings where MPT was at pains trying very hard to explain the justification of their funding conditions and criteria.

The concern the project committee had was the problems of unemployment in the area and the reluctance of the community members to sacrifice their labour without any form of remuneration. It was reported that even though the community agreed at last to work without payment, there were frustrations experienced particularly on the progress of the building, as the community members were not pulling together as in an expected cooperation. It was until such time that the project committee through Mr Sigonya approached Mr Mapekula of the Department of Manpower in Umtata for assistance towards payment of labour.

The Department of Manpower agreed to assist with payment of labour as well as assistance with the supervision of the construction. It was further reported that the Department of Manpower brought on sight some skilled builders who assisted in supervising the semi-skilled builders from the local community until the project got to a completion stage.

Has the implementation of this project fulfilled your objective?

There was no immediate response to this question, as the MPT building has long ceased to be utilised for educational purposes. The reason being, the community has benefited from the Nelson Mandela initiatives of schools and clinics in the rural areas. It was however, reported that there was a problem of overcrowding in the MPT building as it was only five classrooms as a result the community members were compelled to put up shacks at the back of the MPT funded building to act as additional classrooms.

It was further explained that the former President Nelson Mandela was approached in the light of the fact that he grew up and attended his early education in this village. It was reported that attempts and suggestions from the community to build this new school secured through Nelson Mandela within the same site as the MPT building were not entertained. There was pressure from the new funder to have the school built on a sepa-

rate site on the opposite side of the gravel road cutting nearby this village almost out-
side the village itself.

The new school has more than 18 classrooms including such facilities as laboratory,
library, with all streams catered for. The MPT funded building on the other hand had only
5 classrooms, two rainwater tanks and toilets with no other facilities not even the Princi-
pal's office and the staff room.

It was for this reason that the group felt the implementation of this MPT funded project is
not fulfilling their objective, as it is currently an abandoned facility. However, some mem-
bers of the project committee reported that the project partly fulfilled their objectives in
the beginning, as they were able to utilise it for a while.

What other purpose would you utilise this structure for?

The group made several suggestions on this item:
   ❖ They reported that there were discussions within their village to turn the MPT
     funded facility into a community skills development centre so as to carry out a
     range of activities on training workshops; sewing projects; bakery; chicken
     rearing; adult education, etc.

**What impact/influence has the interaction with MPT had in you as a commu-
nity?**

The group reported no other interaction with MPT except through just the receipt of
material for the building. However, one committee member reported some incidences of
unkind treatment by MPT officials as well as unnecessary delay in material supply.

What skill were you able to gain as a result of this project?

The group unanimously reported that MPT was not involved in a skills development
programme. However, it was reported that it was the Department of Manpower that
trained semi-skilled builders in preparation for the construction of the building. It was
further reported that most of the training occurred on the job as Manpower Department
then emphasised on- the job training.

Are skills relevant to the improvement of quality of your life?

It was reported that the training was very informal and was a once-off training only focus-
ing on the completion of the building and not designed to be quality training for life long
improvement.

To what extent have these skills enabled you to pursue other community needs?

No one could even remember a single person who received training under the Department of Manpower who was involved in other community development initiatives as a result of that training.

What further opportunities have accrued as a result of this project?

Since the project is not utilised there was no (appropriate) positive response to this question.

What other skills in your own opinion if pursued by MPT could have been brought about by this project?

It was the same members of the Random Group and Mr Sigonya that responded by stating:
- Skills on fund-raising capacity.
- Knowledge of other funding organisations in the country.
- Financial management/ book keeping/accounting skills.
- Project management skills.
- Business plan/project proposal preparation skills.

Cost-Benefit Assessment

Per capita cost, (Direct and Indirect Beneficiaries): This had to be explained to the groups for their understanding. The response was that when comparing the cost of the facility with the number of people who were set to benefit directly and indirectly- the cost per capita was low. This is because the facility is of good value to the community as a whole and yet the cost to put it up was very low.

Was the way the project was implemented cost-effective?

The group reported unanimously that the Dept of Manpower saved the implementation of the project through the provision of skilled supervisors and skilled builders who were placed on site on a daily-basis. However, it was explained by the group that the MPT strategy of allowing the local community to build the project themselves without qualified and skilled builders could have resulted to a wastage of material and poor workmanship, something which would have affected the long lasting effects of the project.

What costs do you think should have been added/subtracted on this project?

There was general agreement that the labour costs (both skilled and unskilled) should have been added to MPT funding or budget.

Are you aware of the cost distribution of this project?

The group reported that MPT took it to themselves the responsibility to calculate the costs of the project, the purchasing of material from material suppliers as well as the payment directly to those suppliers without the involvement of the community. It was confirmed by the group including those directly involved in interacting with MPT that the cost distribution was never revealed to them except to tell the total amount approved through a letter during the early stages just before the actual implementation.

Did MPT's performance/approach meet your community needs/expectations?

The groups responded that they understood MPT role to be that of a funder or sponsor (as some members often referred) and as such the respondent's feeling and opinion was that MPT provided the funds as promised. It did not appear to the group members that MPT had another additional role to play other than that of financial assistance. The respondent's were not aware that MPT was a development institution.

What aspects were lacking in MPT's approach/performance?

The group members complained about the delay in processing payment of material supply as well as delays in processing the order for building material. The members felt that this process made the implementation process difficult and frustrating.

Do you consider this project to have been successful?

There were conflicting views on this question. Some argued that the project was successful for a while until the problems of overcrowding was experienced which led to help sourced from the big business to put the new school through former president Nelson Mandela.

Others felt that if the community is allowed by MPT to turn the facility into a community skills centre, the project could be regarded as successful as the facility is still in good condition.

The other group felt that the project as a school has failed hence the community abandoned the facility and opted for a facility that addresses their objectives/needs adequately i.e. improved learning environment.

As far as Soft Component of success in the project is concerned, the group members however, felt that it was not MPT's role and responsibility to fulfil but that of the government.

List the benefits that you derived from this project? (Hard and Soft)

The group members agreed that the facility enabled the children to have easy access to a learning facility even though it was for a limited period. When asked if they would still be using the facility for schooling purposes if the newly built school was not in place, they immediately responded that they had already built additional adequate classrooms at

the back of MPT funded facility in order to cope with problems of overcrowding.

As far as Soft benefits are concerned, their feeling was that it did not appear to them so clearly that both the community and MPT would be in a position to monitor whether the soft benefits of the project are being realised. They reported that there was not a single meeting where MPT discussed or listed the expected soft benefits. Some members mentioned that it is general expectation from every community member that if a child undergoes education there are guaranteed future opportunities for success in life.

Comment on the decision making process of this project.

The group members appeared to be generally pleased with the way the project committee had handled the project as well as interacting with the community.

PROJECT No 2	FILE No BR 273 E/97
PROJECT NAME:	NTWALA ACCESS ROAD
LOCATION:	NTWALA VILLAGE IN NGQAMAKWE
DATE OF APPROVAL:	1997
MPT CONTRIBUTION:	458'849
LOCAL COMMUNITY CONTRIBUTION:	128'712
NO OF BENEFICIARIES:	5 000
CONTRACT NO:	95-75070-005
PROJECT DESCRIPTION:	CONSTRUCTION OF A 5KM ACCESS ROAD AND BRIDGE.

INTERVIEW AND DISCUSSION RESPONSES.

GROUP No 1. Project Committee comprised of Chairperson, Secretary; Chief Mangqalaza and about 5 elderly men and two women.

RANDOM GROUP: Comprised of 4 youth, 2 middle-aged men and two women.

1. PROJECT HISTORY.

How did you know about MPT?

The project committee responded that Chief Mangqalaza saw an article in the Daily Dispatch when MPT offices were being opened in East London in October 1995. He then decided to call a community meeting so as to send people to East London to enquire more information. The two community members who were sent from Ngqamakhwe to East London MPT offices came back with an MPT application form and an MPT application guide.

Chief Mangqalaza explained that it took them a long time since the MPT application and MPT guide required the setting up of a project committee and required the estimate cost of the project from the technical engineering services company. They only managed to send an application back to MPT for financial assistance towards the construction of the road early on 1996.

Who was involved during the initial stages?

It was reported that Mr Luvuyo Manakaza; Zwelophela Gulwa and Chief Mangqalaza were in the forefront of this project and the local community supported the initiative.

2. ORIGINAL OBJECTIVES OF THE COMMUNITY FOR THIS PROJECT.

What were your original objectives?

The group unanimously responded that there were problems encountered by the community on rainy days as the river used to get over flooded and it became impossible to cross the river so as to be able to visit hospitals, doctors, clinics, schools for children, shopping and groceries as well as other necessary services for their survival which were only available in town i.e. Butterworth and Ngqamakhwe. They reported that accessibility to those services were difficult and sometimes even impossible during rainy days as their village was isolated as a result of unavailability of access road linking their village with the main road between Ngqamakhwe and Butterworth.

Some narrated incidences necessitating them to sleep in another village on the other side of the river for several days without being able to get home because of the over flooded river.

How did the idea come about?

The group reported that the frustrations experienced as a result of the river were well known to every member of the community including children. When Chief Mangqalaza called an "Imbizo" (community meeting), the idea of the bridge and access road was highly supported by all members of the community.

Are these still your objectives?

The group members explained that their life improved ever since the bridge and access road were established. They reported that they no longer experience a number of cases of sick people unable to get to hospitals, clinics and doctors as well as coffins being transported on ox-drawn sledges any more. There was consensus that the access road and particularly the bridge is still of important service to them as they use it on a daily basis for their continued survival.

What was your reaction to MPT funding criteria?

The group members reported that the community came out in large numbers when they were informed that MPT officials were visiting their village in response to their application. However, the first meeting could not take place as MPT officials turned back as they could not cross the river to access the village because of flooded river.

A second visit was arranged a week later on a sunny day and the community members attended in large numbers. It was reported that the meeting started at 10H00 until 17H00 without getting to a consensus over MPT funding conditions. The community was

divided into two groups; there were those who were prepared to sacrifice so as to contribute with their labour without compensation in order to fulfil the MPT funding criteria so as to get their project approved.

The others were reportedly arguing that the new South African Government promised them that jobs would be secured in every project undertaken in rural areas under the RDP Programme. Some even cited a clinic and an access road that were still under construction in nearby villages where a number of rural community members were at that time currently being compensated for their time and labour.

They regarded the MPT funding criteria as an unfair condition to them and their situation, as they were faced with a high rate of unemployment. It was only when MPT officials threatened to leave the community if they were not prepared to conform to the MPT funding conditions, that most women in the community decided to volunteer to work without compensation. Some members of the community decided to leave the meeting protesting that the MPT policies were unfair to them.

Has the implementation of this project fulfilled your objectives?

The group responded that the project is now enabling them to have access to major areas of help and services, which are not available in their village. They, however, complained that it is because of the bridge that they are still using the access road because the bridge is still in a very good condition.

However, the access road is showing signs of soil erosion (detour routes) as a result the community have started diverting routes parallel to the access road. They reported that the Department of Public Works has not graded their access road and it needs serious attention.

Others complained that MPT was not prepared to go beyond R 500 000 funding limit as a result their access road had to be cut short. They reported that it was through the local chief and TRC initiative that it was extended to include all the households through the RDP programme by the Department of Public Works.

They further reported that during the extension of their access road through the RDP programme in 1999, the community was compensated for their time and labour unlike with the MPT programme.

3. SKILLS DEVELOPMENT

What skills were you able to gain as a result of this project?

The group reported that MPT did not have a formal training except to advise that those involved in the implementation of the project would be shown and guided on how to maintain the road. The community reported that it was regarded as on the job training.

Are the skills relevant to the improvement of the quality of your life?

The group responded that they were simply guided on how to close potholes and to put up culverts and side drains.

4. COST BENEFIT ANALYSIS.

Assessment of per capita cost.

The group responded that the project benefits a large number of other villages beyond their village as they use the bridge more often because of its condition.

Are you aware of the cost distribution of this project?

The group members did not appear to remember the actual distribution except the indicated MPT contribution of R 458'849 as reflected in their copy of project agreement.

How much was allocated to skills development?

It was reported that no money was allocated for skills development in the project agreement. It was also reported that costs of gates; fencing and road signs should have been included to help prevent animals from being danger to cars.

5. MPT APPROACH/PERFORMANCE.

Did MPT approach meet your community needs and expectations?

The group responded that MPT as a funder fulfilled their role which is that of financial support to construct the access road and bridge. However, they further reported that the community was not at all happy with MPT funding criteria. They further explained that they felt compelled to accept and abide by MPT funding conditions since they had no alternative as they were in desperate need of the access road and the bridge.

Do you consider this project to have been successful?

The group members reported that the project has been partly successful in that it was implemented and was in good condition for about 3-4 years but it is however in need of maintenance now as the major part of it is no longer being used because of poor condition.

List the benefits that you derived from this project (Hard and Soft).

> (a) The group members stated the easy accessibility to major towns that has been brought about by the project particularly the bridge.

(b) They reported that no formal training programme was provided by MPT to enable them to cope better in life so there were no soft benefits.

Comment on decision-making process in this project.

They reported with consensus that the project committee and MPT were working in close cooperation with each other as well as the community.

PROJECT No 3	MPT FILE No SH 071 E/93
PROJECT NAME:	TANGA CLINIC
DATE OF PROJECT APPROVAL:	1993
MPT CONTRIBUTION:	202 000
LOCAL COMMUNITY CONTRIBUTION:	72 250
NUMBER OF BENEFICIARIES:	6 100
CONTRACT NO:	92-75070-344
PROJECT DESCRIPTION:	CONSTRUCTION OF A CLINIC AND A NURSES HOME

INTERVIEW AND DISCUSSION RESPONSES.

GROUP NO 1: Project Committee and Community Leaders, 13 members with 8 women and 4 old men and 1 Nursing Staff.

RANDOM GROUP: 3 women, 2 men, 4 youth (two ladies and two young men), totalling to 9 members.

PROJECT HISTORY.

How did you know about MPT?

The groups explained that a certain Mr Nompozolo who used to work for ADRI at Fort Hare University then, heard about the existence of MPT in Port Elizabeth early in 1993. Mr Nompozolo who also originates from the Tanga Village was involved in assisting various communities in the Transkei and Ciskei areas with community development opportunities including funding. A meeting was then called at Fort Hare University attended by various development funding agencies i.e. Kagiso Trust, Independent Development Trust and MPT. It was then that the project committee of Tanga Village through Mr Nompozolo knew about MPT.

According to the project committee a delegation of 4 people from Tanga Village then visited the MPT offices in Port Elizabeth in an attempt to seek financial assistance for the upgrading of their clinic. MPT officials later visited their area and the meeting was held at the local pre-school premises, where MPT funding criteria and operations were explained to the community.

ORIGNAL OBJECTIVES OF THE COMMUNITY.

What were your original objectives?

The group members reported that they needed to upgrade the condition of their clinic, which was already in operation from a mud-structure, which was falling apart. They also needed a nurses home to be attached to the clinic so as to get a 24 hour service since they were experiencing problems when people wanted to deliver at night, as well as to cater for emergency cases of illness and injuries since they are located a distance away from the Butterworth town.

How did the idea come about?

It was stated that the original structure was not adequate for a health facility and was not in accordance with government approved standard clinic since it had no enough rooms and was mud-structure.

Are these still your objectives?

It was agreed that MPT did help by providing financial assistance for the construction of an appropriate health facility and a nurses home. However, it was reported with consensus that even though the structure is in place the clinic is not operating 24 hours and is experiencing shortages of medicine, furniture and appropriate medical equipment.

What was your reaction to MPT funding criteria?

The group mentioned that they were informed that MPT method of operation allows the community to contribute not less than 25% either in cash or in kind and that MPT would then top it up with a contribution not exceeding 75%. They further explained that within the expected 25% of their contribution was the payment of the skilled builder as one of their responsibilities.

It was reported that when this explanation was made by MPT it became almost impossible for them to meet the criteria as they were not employed and had no hope to get the money for the builder as MPT was only funding for the building material only.

It was reported that it took them almost two years to be able to start the project, as they could not find help for the payment of the builder. The community however, expressed their preparedness to sacrifice their labour as in digging trenches and toilets as well as the responsibility of fetching water by women of Tanga Village without compensation.

They were later assisted with financial support towards labour by both IDT, on the main clinic structure and the Department of Manpower, on the construction of the nurse's home. It was through assistance from these two sources that they managed to ultimately start with the implementation of the project. MPT never played a role or assisted them in the negotiation with IDT (Independent Development Trust) and the Department of Manpower.

Has the implementation of this project fulfilled your objectives?

The group responded with some consensus that the project has partly fulfilled their objectives. They argued that it is partly fulfilled in the sense that the adequate structure is in place but unfortunately it is not being utilised to its maximum extent.

They reported that the government is unable to assist them with nursing staff that could alternate day and night shift. The government is unable to provide the clinic with the services of a medical doctor even on visits of at least once a month. The clinic is also under staffed with only two nurses and has an extreme shortage supply of medicine.

What other purposes would you utilise the structure for?

The response was that the two nursing staff in an attempt to cope with the workload have trained local women within the village as village health workers who assist the nurses during the times of high pressure of long queues of sick people. So the structure is used to conduct health awareness programmes (primary health care) as well as HIV/ AIDS awareness programme.

What impact/influence has the interaction with MPT had in you as a community?

They responded that MPT, after providing them with the financial assistance never interacted with them except when the project committee had to visit their offices to enquire about delays in ordering building material.

SKILLS DEVELOPMENT.

What skills were you able to garner as a result of this project?

The response from the group members was that the Department of Manpower allowed some of the semi-skilled members to undergo on-the-job training in bricklaying under their own supervision on site. They however, reported that it was an informal training in order to allow the community to complete the project.

How were you introduced to the skills development programme by MPT?

It was reported with some consensus that MPT was not involved in skills development.

COST-BENEFIT ANALYSIS.

Per capita cost

The group reported that a large number of people benefited from the project and the number continues to increase. The community was not made aware of the cost distribution of the benefit.

Did MPT approach meet your community needs/expectations?

The group responded that it was the community that had to spend time looking for financial assistance to meet MPT expectations and funding criteria for almost 2 years.

Do you consider this project to have been successful (hard and soft)?

The group stated with some consensus that the project is regarded as a success. However, they attribute the success not only to MPT but also to the support provided by IDT and the Department of Manpower in particular. No soft benefits were clearly identified.

List the benefits that you derived from this project (hard and soft).

The group mentioned the access to quality health facility as a benefit as well as the service delivered within the facility. They, however, could not indicate any soft benefits in the project other than the health awareness programmes conducted by the nurses.

Comment on the decision-making processes in this project.

The group narrated the difficulties and frustrations they encountered during their interaction with MPT when they had to enquire about the orders of building material. They argued that they never felt they were in control of the project except to follow MPT procedures of material procurement, which were very dictatory and delaying.

PROJECT No 4	MPT FILE No SC 316 P/98
PROJECT NAME:	VEEPLAAS COMMUNITY HALL
LOCATION:	VEEPLAAS SQUATER CAMP IN PORT ELIZABETH
DATE OF PROJECT APPROVAL:	1998
MPT CONTRIBUTION:	550 000
LOCAL COMMUNITY CONTRIBUTION:	140 000
NUMBER OF BENEFICIARIES:	25 000
CONTRACT NO:	95-75070-005
PROJECT DESCRIPTION:	CONSTRUCTION OF A COMMUNITY HALL

INTERVIEW AND DISCUSSION RESPONSES.

GROUP No 1: Project Committee, comprised of 2 males and 3 females.

RANDOM SELECTED GROUP: Comprised of 5 youth (2young men and 3young ladies), and 1 elderly lady.

1. PROJECT HISTORY.

How did you know about MPT?

The respondents explained that they saw an advert in the Herald newspaper in 1992 that MPT offices were open in Port Elizabeth. They then called a youth meeting and resolved to make an application for a community hall to MPT.

In 1994 the new South African government introduced the RDP programme. Communities were encouraged by the government to set up RDP committees and development forums so as to be ready to implement the RDP. In 1996, the RDP committee of Veeplaas Squatter Camp called a community meeting and a project committee was formed to coordinate the building of the community hall. All structures were involved including South African National Civic Organisation (SANCO), African National Congress (ANC) as well as the South African Communist Party (SACP).

They then visited MPT offices to track the progress of their application, which was made through the youth in 1992. They were advised by MPT to secure land for the project and

quotations for the building from the building material suppliers. MPT informed them that the community had to pay for the builders and that MPT was to only purchase the building material.

2. ORIGINAL OBJECTIVES OF THE COMMUNITY FOR THIS PROJECT.

What were your original objectives?

The group respondents reported that within the Veeplaas squatter community there was no community hall in order to conduct cultural activities like traditional dances, singing groups, community meetings as well as indoor sporting activities like boxing. They further pointed out that they also wanted to use the community hall as a centre for old age pension pay-point so as to secure and save the elderly from travelling long distances and run the risk of being pick-pocketed.

Are these still your objectives?

The group responded that these would continue to be their objectives and their community hall is fully utilised by the community. They reported that they hire it out for wedding and birthday ceremonies as well as church conferences and conventions. They also hire it out to government departments and N.G.O. workshops and seminars. They charge R50 a day and R150 for overnight activities with an additional R100 for security, which is returned back if no damages occurred.

What was your reaction to MPT funding criteria?

The respondents argued that they had to accept MPT funding criteria as they thought it was the policy of all foreign funders. They also maintained that they had no other alternative assistance available and had no previous experience in interacting with a funder. However, they further reported that they experienced major difficulties in trying to secure funds for the payment of the builder. They stated that a Community Based Organisation (CBO) called Mzingisi Development Trust later assisted them.

Has the implementation of this project fulfilled your objectives?

They argued that the implementation of this community hall has gone a long way to fulfil their objectives, as the project is fully utilised for the purpose it was set up for.

What other purposes would you utilise the structure for?

They reported that all social gatherings are carried out in their hall including the funerals, local government elections, HIV/AIDS awareness campaigns, political rallies etc.

What impact/influence has the interaction with MPT had in you as a Community?

The group members argued that MPT made no effort at all to popularise themselves within the community. They further went on to state that most members of their community have never heard of MPT and that they were not even aware that MPT contributed towards the construction of their project.

When asked why that is the case, the project members reported that MPT officials only appeared in the early stages of the project to explain to the community about their method of operation. The project committee stated that it was Mzingisi Development Trust that played a major role in supporting the community. They reported that MPT was not visiting regularly except to talk to the builders and the committee members present on site at the time of visit.

3. SKILLS DEVELOPMENT.

What skills were you able to garner as a result of this project?

The group reported that some semi-skilled builders from the local community managed to gain exposure in brick laying skills through Mzingisi Development Trust.

How were you introduced to the skills development programme by MPT?

The respondents in both groups reported that MPT only assisted with the purchase of material for the building of the Community Hall. They reported with consensus that MPT was not involved and did not introduce the community to any skills development programme.

When asked what skills in your own opinion if pursued by MPT could have been brought about by this project?

They reported with consensus that they would have benefited a lot on financial management skills, bookkeeping, leadership skills as well as human relations so as to be able to operate their project properly. They indicated their desperate need to undergo this training for effective management of their project.

4. COST BENEFIT ANALYSIS.

PER CAPITA COST.

The group members indicated with consensus that the project benefits a large number of people more that 25 000 and that the number continues to grow on a daily basis.
Awareness about cost distribution of the project.

The project committee members argued that they were not advised with the details of cost distribution as per purchases of material made except to be shown total MPT contribution.

Do you consider this project to have been successful? (Hard and Soft)

The members agreed with consensus that the project has been successful in that it provided them with the facility, which they desperately needed to carry out their social activities in the area.

However, they reported that there was no attempt made by MPT to allow them a chance to be able to learn a life skill during the implementation of this project in order to cope better in society. They stated therefore that the project has not been used to satisfy the soft component part of development.

Comment on the decision-making process in this project.

It was a few members who responded to this point explaining that the Veeplaas Community is very strong in community involvement and organising and controlling of meetings in the area. They further stated that their community has always been involved in political meetings particularly during the Civic Organisations in the apartheid period. They argued that they learnt a lot during that time, the running of community meetings in a democratic process.

PROJECT No 5	MPT FILE NO SC 212 P/96
PROJECT NAME:	SOWETO-ON –SEA PRE SCHOOL
LOCATION:	SOWETO-ON –SEA SQUATTER CAMP IN PORT ELIZABETH.
DATE OF PROJECT APPROVAL:	1996.
MPT CONTRIBUTION:	725 000
LOCAL COMMUNITY CONTRIBUTION:	295 000
NUMBER OF BENEFICIARIES:	60
CONTRACT NO:	95-75070-005
PROJECT DESCRIPTION:	CONSTRUCTION OF A PRE-SCHOOL.

INTERVIEW AND DISCUSSION RESPONSES.

GROUP No 1:   Project Committee and community leaders including councillors about 13 people altogether.

RANDOM SELECTED GROUP: Comprised of about 7 people, 5 youth (3 young men and two young ladies) and two elderly women.

1. PROJECT HISTORY.

How did you know about MPT?

The group who were interviewed were all not aware on how MPT got to be known in their area except to indicate that it was Councillor Mabizela who contacted MPT and that communication and interaction started in that way. However, they were able to remember that community meetings were held with MPT officials mostly in the evenings and afternoons because most people used to come late from work.

They narrated the arguments they had with the old Port Elizabeth City Council who wanted to own the project on their behalf. They reported that in most of those meetings there used to be old Port Elizabeth City Council representatives (two whites) who agreed to contribute 25% required by MPT to the project on behalf of the community.

However, they in turn wanted the project to remain the property of the City Council and further promised to maintain the project upon completion. The problem the community

had was that the old City Council was never voted to power democratically by all people of Port Elizabeth with the exception of Whites, Indians and Coloureds.

2. ORIGINAL OBJECTIVES.

What were your original objectives?

The group reported that there was no adequate structure for pre-school in their area. They stated that young kids used to be accommodated in old shacks for pre-school education and that these shacks were leaking during rainy days and too hot on sunny days. They wanted to construct an adequate pre-school facility so as to improve the learning environment of their children during their pre-school education.

Are these still your objectives?

The group members revealed that they were unable to satisfy their objectives even though MPT assisted with putting up of structure because the pre-school was then privately operated (as at the time of the interview). They further reported that the majority of community members have not enrolled their children in that project (pre-school) because the charges are far too high for them to afford. The majority of the children have gone back to the shack pre-school. They revealed that the lady who privately operate the MPT funded pre-school has been authorised to do so by the former Councillor of the old Port Elisabeth City Council as a result the community has no say in the running of the pre-school.

What was your reaction to MPT funding criteria?

The group members expressed that they were not given any choice by MPT. They were told to either contribute 25% or forfeit the MPT assistance. It was because of this funding condition that the old city council of Port Elizabeth indicated willingness to assist with 25% contribution on condition that the community would handover ownership of the facility to them.

The group members further stated that they were compelled to allow the old city council to take over the ownership, as they would not have been able to afford 25% contribution particularly the payment of the builder.

Has the implementation of this project fulfilled your objectives?

The group respondents mentioned that they utilised the pre-school facility for a while and the number of kids that were in attendance was over 60. It was only during that time that they felt the facility was fulfilling their objectives. However, when the management and operation of the pre-school was shifted from being a community responsibility and became private individual business, the objectives were no longer being satisfied in that kind of arrangement.

What other purposes would you utilize this structure for?

The group reported that the design of the project is such that it has a separate building that is being utilised as a resource centre and offices. The pre-school section of the building is separated from the resource centre building by a fence so as to avoid disturbances during operational periods. Both buildings were funded by MPT and were constructed and completed at the same time.

The resource centre is still being utilised and managed by the community through their ward councillors and resource centre committee to run workshops and seminars for the community including voter education, HIV/AIDS awareness campaigns as well as old age pension pay point.

What impact/influence has the interaction with MPT had in you as a community?

The group members mentioned with consensus that MPT is not known in the area and some members are not aware of their existence even in the Port Elizabeth area. They reported that the handling of project material procurement was done through the old city council with very little involvement of the local community. They stated that interaction with MPT was during the early stages of the project before the approval stage.

3. SKILLS DEVELOPMENT.

What skills were you able to garner as a result of this project?

The group members reported that no training was provided during the implementation of the project.

4. COST-BENEFIT ANALYSIS.

(a) Assessment of cost per capita.

The members agreed with consensus that the project if properly managed could benefit a large number of people particularly children. However, because of management problems the project (pre-school) has an enrolment of less than 15 children.

Are you aware of the cost distribution of this project?

The group members reported that they were not in interaction with MPT with the exception of the former councillor who was in close contact with MPT. They however, stated that there was no indication of cost distribution in the files.

Did the MPT approach/performance meet your community expectations/ needs?

The group members stated that they were expecting temporary jobs as the project was implemented but that did not happen. They also mentioned that the process followed up

to the completion of the project was not very transparent to them.

They further expressed that the community was kept at a distance with no reporting and feedback made. One member of the group revealed that when a group of people who visited them for evaluation, they were not consulted properly as a result only a few people who were close to the former councillor managed to attend the evaluation conducted end of 1997.

Do you consider this project to have been successful? (Hard and Soft)

The response from the group was that the project is not successful, as it is not serving the interests of the community but that of a private individual. They however, mentioned that the matter was reported to MPT offices but no action was taken.

List the benefits that you derived from this project, (hard and soft).

The members mentioned that the existence of the facility is not benefiting the community but an individual. They mentioned with consensus that no soft benefits were derived from the project, as the community received no training in this project.

Comment on the decision-making process in this project.

The group members stated with consensus that the present project committee of the pre-school is not even known to the community. They mentioned that there is only one person that operates the pre-school and has not consulted any member of the community about the running of the project.

PROJECT NO 6	MPT FILE NO. SS 198E/94
PROJECT NAME:	LINDANI SENIOR SECONDARY SCHOOL
LOCATION:	NTOLENI VILLAGE, FORT BEAUFORT.
DATE OF APPROVAL:	1994
MPT CONTRIBUTION:	283 556
LOCAL COMMUNITY CONTRIBUTION:	92 000
NO OF BENEFICIARIES:	652
CONTRACT NO:	92-75070-344
PROJECT DESCRIPTION:	CONSTRUCTION OF 5 CLASSROOM BLOCK.

INTERVIEW AND DISCUSSION RESPONSES.

GROUP NO 1: Project Committee comprising of Principal; (male), male teacher 2 female teachers and 1 elderly man.

RANDOM SELECTED GROUP: Comprised of 5 men and 1 young man.

1. PROJECT HISTORY.

How did you know about MPT?

The group members reported that a certain Mr Nompozolo of ADRI at Fort Hare University invited rural committees to a meeting where most development funding organizations were present, sometime in 1992. MPT officers were present and addressed the people present on the method of operation. The community of Ntoleni made an appointment to discuss their project on school building and were invited to a meeting with MPT in Port Elizabeth.

Mr Ndziba, the female principal and Mr Ngodwana visited MPT offices in Port Elizabeth and were furnished with application forms, which were completed and sent back to MPT offices a week later.

2. ORIGINAL OBJECTIVES.

What were your original objectives?

The group respondents expressed that the community was faced with problem of over-crowding in their existing few classrooms. They, therefore, were looking for financial assistance to reduce overcrowding in their school, which had a ratio of student- teacher ration of 1:79. The problems encountered were lack of concentration, difficulty by teachers to handle and reach out to a big class of students with about 79 children in each class. The existing classrooms were about 5 classrooms and made of mud structure, and their enrolment at the time was more than 520 children.

They also reported that as a result of unavailability of additional classrooms, they found themselves unable to diversify the streams so as to have a variety of curriculum. They found the situation a real disadvantage for their children in the Ntoleni Village of about 8 000 community members, as Lindani was the only senior secondary school servicing not only their village but an additional 4 surrounding villages in the area of Fort Beaufort.

Soft benefits of their objectives

The group members mentioned that education enables them to build a brighter future for their children so that they are better able to look after themselves.

Are these still your objectives?

The group members reported with consensus that these objectives are still uppermost in their minds and will continue to be regarded as a priority in their community.

What was you reaction to MPT funding criteria?

The group reported that they had difficulty to convey to the community that MPT was expecting them to work without compensation. They stated that the community was not going to cooperate because of high unemployment rate.

The other reason for the project committee to have difficulty in the MPT programme was that there was an IDT project (pre-school and a community hall) that was under construction in their village at the time. The IDT programme was compensating people for their labour and time giving them R25 per day for unskilled labour. A number of people were employed in that project which is about 200 metres away from the school premises.

A meeting was then called between the pre-school committee and the senior secondary school committee. They both resolved to share the money paid by IDT to the workers so as to be able to compensate the workers on the MPT project. However, they mentioned that the MPT project committee further negotiated with the builders to lower down their quotation since they also belong to the same village.

They however, reported that they decided not to inform MPT about their internal arrangement, as they feared that their project would not be approved.

Has the implementation of this project fulfilled your objectives? (Hard and Soft).

The group members reported that the implementation of this project partly fulfilled their objectives in that a 5/five class roomed block funded by MPT is fully utilised. However, they expressed that it did not reduce the problem of overcrowding significantly as a result they have built additional shacks to accommodate the extra children. Their total enrolment is about 682 children.

Soft benefits.

The group members reported that their school boast of about 5 teachers among the staff members who were students in the same school, about more than 6 nursing staff in Fort Beaufort who attended school in Lindani S.S.S, social workers and land surveyors as well as a host of others employed as teachers in other schools around the Eastern Cape.

However, they also stated that a large number of students who passed matric in Lindani are still loitering around unemployed. The principal revealed that during the building of the shacks for additional classrooms, they employed their ex-students so as to enable them to get temporary income since they are sitting at home without jobs.

What other purposes would you utilise this structure for?

The group members all agreed that the school is used presently for Adult Basic Education and Training, (ABET) programmes in the evenings as well as other life skills workshops during weekends.

What impact/influence has the interaction with MPT had in you as a community?

The group members reported with consensus that MPT funding conditions enabled the community to be patriotic about their project. They have developed a sense of belonging and independence and the community has developed respect for the school property since they worked hard for it.

3. SKILLS DEVELOPMENT.

What skills were you able to garner as a result of this project?

The group members reported that no training was provided by MPT except for the semi-skilled builders guided by the skilled and advanced builders in an informal way during the implementation of the project. However, they reported that this happened out of interest from the semi-skilled builders but it was an arrangement that had nothing to do with MPT.

4. COST- BENEFIT ANALYSIS.

Cost per capita.

The group reported that the project continues to benefit a large number of people as Lindani Senior Secondary School also services the surrounding villages.

Do you consider this project to have been successful?

The group responded that the project is partly successful in that the 5 classrooms were not sufficient enough to accommodate all children as a result they have added shacks as temporary classrooms to cope with the problem. They, however, praised the MPT for the contribution stating that the MPT funded block made a big change and is of high quality.

List the benefits that you derived from this project. (Hard and Soft)

The group mentioned that they have access to a quality 5 classrooms block as a result of MPT contribution.

Soft.

They further mentioned that the pass rate improved due to reduced overcrowding and more children managed to pursue their careers at tertiary level and some got employed as nurses.

Comment on the decision- making processes of this project.

The group reported that the project committee had to conform to MPT terms and proce-dures from the project approval stage up until the completion of the project.

APPENDIX D

MAPS

GEOGRAPHICAL DISTRIBUTION OF PROJECTS BY SECTOR

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