CONTRIBUTIONS OF COMMUNITY DEVELOPMENT WORKERS TOWARDS SERVICE DELIVERY IN POLOKWANE LOCAL MUNICIPALITY, LIMPOPO PROVINCE

by

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Dissertation

Submitted in Fulfilment of the Requirements for the Degree

Masters of Development (Planning and Management)

to the

Department of Development Planning and Management,

in the

Faculty of Management and Law

(School of Economics and Management)

at the

University of Limpopo

Supervisor: Prof. J.P. Tsheola

2017

Declaration

I declare that the **Contributions of Community Development Workers Towards Service Delivery in Polokwane Local Municipality, Limpopo Province** hereby submitted to the University of Limpopo, for the degree of **Master of Development (Development Planning and Management)** has not previously been submitted by me for a degree at this or any other university; that is my own work in design and in execution, and that all material contained herein has been duly acknowledged.

Maloa, MP (Ms.)   **Date:** May 20, 2017

Signature: Maloa MP

Acknowledgements

For the success of this study, I would firstly like to thank The Almighty GOD for giving me the wisdom, patience, perseverance, knowledge, and courage to fulfill my studies.

Secondly, I would like to thank and acknowledge the academic support of my supervisor **Prof. J.P Tsheola**

Lastly, I would love to extend my sincere gratitude to my family, extended family and friends. Thank you very much for the support and encouragements, much appreciated.

Dedication

This dissertation is dedicated to the late **Medupi Daniel Maloa** and **Mokgadi Violet Maloa** for being there for me both in spirit and flesh. The study is also dedicated to my beloved parents, Mr Manase Matlou and Ms Sarah Maloa. My uncle France Mabotja and aunts Julia Mabotja and Dorothy Maloa and siblings Phuti, Lehumo, Kgothatso and Neo.

Abstract

The difficulty associated with full participation of communities in development has led to the universal adoption of proxies such as, community development workers as public entrepreneur agents. Community development is known to strengthen civil society by prioritizing the actions of communities and their perspectives in the development of social, economic and environmental policy. There are delegations within the concept that assist in achieving the desired goals of the community and they are identified to be Community Development Workers (CDWs). CDWs are community-based resource persons who collaborate with other civic activists to help communities obtain information and resources from service providers with the aim of learning how to progressively meet their needs, achieve goals, realize their aspirations and maintain their well-being. Service delivery is therefore the satisfaction of public needs, the attainment of which is influenced by public perceptions, political climate, policies of the government. However, how services are administered calls for intervention and strategies that will foster and require executive authorities and public administrators to perform tasks that embrace the responsibility, authority and accountability to drive such processes. The study aims to investigate the contributions made by CDWs towards service delivery by discoursing their purpose and responsibility in communities, also highlighting on the challenges they face; moreover, examining how services are governed. The study has incorporated both qualitative and quantitative approaches as it is described as being normative. The chosen research design is appropriate for the study because the subject of investigation is a real life, on-going social reality which cannot be controlled. That is, the study will evaluate the ongoing events, activities and processes relating to functions of the CDWs, governance of service delivery and contributions derived therefrom. Open-ended questions draws data from the targeted population through the use of semi structures questionnaires, with the hope of arriving at a conclusion that indeed CDWs play a significant role towards service delivery. The study required textual, opinionative and observable data. In order to prove the accuracy of data found through various information collection procedures such as literature review the use of fieldwork, questionnaires, interviews and observation where a confirmation to the literature found. From a qualitative research perspective, the study used thick descriptions and classification in order to analyze

functions of CDWs, governance of service delivery and the contributions inherent therein. It was then when the study manipulated both qualitative and quantitative data into frequencies then graphs, charts and tables to represent the information gathered from sources. Therefore, it is in this regard that the study argues that CDWs play a significant role towards service delivery as they have become stewards in communities; however, they are undeniably faced with multiple challenges that hinder their full contribution towards service delivery and that stands in their way of fully performing the duties in which they are employed to perform. Recommendations of possible measures that could be employed in order to improve the contributions of community CDWs towards service delivery in Polokwane Local Municipality, Limpopo Province are then discussed, to assess the chances of improving and responding to the needs of the community.

Acronyms

AIDS:	Acquired Immune Deficiency Syndrome
CBD:	Central Business District
CBOs:	Community-Based Organizations
CDWs:	Community Development Workers
CDWP:	Community Development Workers Programme
CoGTA:	Corporative Governance and Traditional Affairs
DLGH:	Department of Local Government and Housing
DPLG:	Department Provincial and Local Government
DPSA:	Department of Public Service and Administration
FBOs:	Faith-Based Organizations
GGLN:	Good Governance Learning Network
HIV:	Human Immunodeficiency Virus
HR:	Human Resource
IACD:	International Association for Community Development
ICT:	Information and Communication Technologies
IEC:	Electoral Commission of South African
IDP:	Integrated Development Plan
IDASA:	Institute for Democratic Alternative for South Africa
LED:	Local Economic Development
NDP:	National Development Plan
NGOs:	Non-Governmental Organizations
NQF:	National Qualification Framework
SALGA:	South African Local Government Association
SAMDI:	South African Management Development Institute
SAQA:	South African Qualification Authority
SASSA:	South African Social Security Agency
SSP:	Social Services Providers
STATSSA:	Statistics South Africa
TB:	Tuberculosis
UK:	United Kingdom

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CHAPTER ONE
INTRODUCTION, BACKGROUND AND RESEARCH DESIGN FOR COMMUNITY DEVELOPMENT WORKERS AND SERVICE DELIVERY

1.1.   Introduction and Background

Services delivery remains a difficult and, by far, an unimproved sector in many countries (Khalid, 2010; Ghuman and Singh, 2013; Muro and Namusonge, 2015). In recent years, public governance discourse has elevated the significance of community development workers to the extent that such an institution could become a panacea for the improvement of service delivery (Kernaghan, 2009; Das, O'Neill and Pinkerton, 2015). Community Development Workers (CDWs) are known to be resource persons who are community-based that collaborate with other community campaigners to advocate and help community members within their jurisdiction to obtain information, resources and services from service providers (Loomis, 2012; Bunyan, 2013). Information is gathered by these employees with the aim of affording the people access and allowing them to progressively meet their needs and maintain their wellbeing through learning how to achieve goals and realize their aspirations (Das, O'Neill and Pinkerton, 2015). The overarching goal of establishing the CDW institutions has been about the enhancement of service delivery (Mowbray, 2011; Sage, 2012; Arcand and Wagner, 2016).

CDW's role in communities is to enhance and advice the government on the prioritization of services required in communities and also facilitate and carry out consultations on the process of public service delivery (Ruiters, 2007; Das *et al.*, 2015). They create a link between the government and the community (Tshishonga and Mafema, 2008; Das *et al.*, 2015). CDW's exist worldwide and they perform similar roles everywhere else; however, they are not identified with a common nomenclature (Banks and Orton, 2007). Titles such as community social workers, community change agents, public servants, community development practitioners and public entrepreneurs, amongst the others, are used to denote CDWs in other countries (Das *et al.,* 2015). However, CDWs have a common denominator, notwithstanding the differences in their naming. According to Das *et al.,* (2015: 2), "CDWs are heavily influenced by community development principles and historical social movements urging for social justice, equality, human rights, empowerments of

individuals and communities and working in partnerships with service users". In fact, improved service delivery is linked with the achievement of development outcomes necessary for the enhancement of human lives and this is perceived to be achievable through the use of CDWs (Laybug, 2009; Loomis, 2012).

Practices of CDWs' have influenced the governance of services delivery and are abound across the world, developed and developing alike (Arcand and Wagner, 2016). Similarly, the United Kingdom's practice of community development work is used to attend to matters of poverty and also monitors and manages oppressed groups (Das *et al.,* 2015). In Canada, community development work involves activities that are innovative and transformative (Goldsworthy, 2002; Mendes, 2008; Loomis, 2012). These activities are those that familiarize the community with development and simultaneously improve the lives of the people within the communities (Takhar, 2014). However, in New Zealand, questions have been asked about the success of community-led development. These questions aimed to arrive at a conclusion as to whether development activities that are led by CDWs are progressing and serving their purpose (Loomis, 2012).

Simultaneously, one can conclude that, the inquiries about community-led developments reflect that in other countries, community development is undermined; given that, there is no confidence directed to the notion of what can be achieved through development initiative hence questions about their effectiveness (Tshishonga *and* Mafema, 2008; Das *et al.,* 2015). Therefore, this then contributes towards the dilemmas of community development work and the experiences that can be labeled "constant destabilization" of community development by politics, as stated to be the status of Ireland (Geoghegan and Powell, 2006). Evidently, the contributions of CDWs towards service delivery is mixed and complex as some are positive and some negative. In this context, the study aimed to examine the contributions of CDWs towards service delivery in Polokwane Local Municipality.

1.2.   Statement of the Research Problem

CDWs were established to work and support government departments to speed up sustainable service delivery; moreover, access and accelerate services rendered by government (Tshishonga and Mafema 2008; Das *et al.,* 2015). Their purpose is

further highlighted as an instrumental measure that facilitates and assists in removing the obstacles that are standing in the way of service provision (DPLG, 2005). The connectedness of communities and government is tied up by CDWs and community development workers programmes (CDWP) worldwide that creates a platform for the linkage. CDWs smooth the process of service provision by bringing people closer to the government and ensuring that they participate in programmes designed to enhance their way of living (Kakaza and Ntonzima, 2012). Furthermore, 'CDWs are reiterated to be catalysts that interact, direct, organize, enlighten and support communities to have access to information about services offered by government (Masango and Mfene, 2012). The introduction of CDWs was to serve as part of the mechanism to support government objectives, supplement existing government programs focused on redressing imbalances and inequalities in order to encourage development; hence, programs in support of this initiatives were created (Banks and Orton, 2007).

In South Africa, the start of the CDWP was in 2003 and was introduced in the state of the nation address and the then President Thabo Mbeki was fervent to announce it. This program was established with the believe that CDWs will have the ability to boost communities and help them profit from development efforts supported at all the three spheres of government (Esfahani, 2005; Theron, 2008; Booysen, 2007; Beloglazov, Banerjee, Hartman and Buyya, 2015). Ever since the existence of these programmes, the total number of CDWs as of June 2013 was 3233. At that time there were 4277 wards and in each ward there had to be at least one CDW. The allocation of at least one CDW per ward was ideally influenced by citizen segmentation as according to the community's geographic accessibility. These was due to that CDWs other may have felt pressured by the proportion allocated for them as it may be large resulting in difficulties handling the quantity; therefore, they should see to it that they do not work in isolation from other structures in the community so that they get the assistance (Takhar, 2014; Muro and Namusonge, 2015). As a result, CDWs work together with ward committees, ward councilors, community based organizations (CBOs) and Non-Governmental Organizations (NGOs) as they have a common goal, and also assist in creating community links between communities and government (Muro and Namusonge, 2015). The main goal is to improve services in communities as people at the local level still do not

have access to basic services; however, the gap of service provision is intact with no rapid movement. In fact, international evidence suggests that CDWs' contributions to service delivery are complex and mixed. To this extent, questions of the contributions of CDWs towards service delivery are relevant in a democratic South Africa where the majority of beneficiary communities have appeared to be voiceless. The study argues that CDWs are faced with multiple challenges that hinder their contribution towards service delivery. It is in this context that the purpose of the study was to investigate the contributions of CDWs towards service delivery, given the primary goal of establishment of their institution.

1.3.   Research Questions

The general research question of the study is: how do CDWs contribute towards service delivery? To operationalize the general research question, a set of three specific research questions are formulated as follows:

- What are the functions, roles and challenges of CDWs?

- How is service delivery governed?

- What are the contributions of CDWs towards service delivery?

1.4.   Research Aim and Objectives

The aim of the study is to investigate the contributions made by CDWs towards service delivery. The study seeks to achieve the following objectives:

- To discuss the functions and roles and identify the challenges of CDWs.

- To examine how service delivery is governed.

- To investigate the contributions of CDWs towards service delivery.

1.5.   Definition of Terms

This section provides the definitions of the concepts that will be used for the purpose of this study. Therefore only three concepts will be defined.

Community Development: According to Chile (2012: 43) "Community development is a way of strengthening civil society by prioritizing the actions of communities and their perspectives in the development of social, economic and environmental policy. It seeks the empowerment of local communities, taken to mean both geographical communities, communities of interest or identity and communities organizing around specific themes or policy initiatives. It strengthens the capacity of people as active citizens through their community groups, organizations and networks; and the capacity of institutions and agencies (public, private and non-governmental) to work in dialogue with citizens to shape and determine change in their communities". This definition fits well with what the study assumed community development meant; it is therefore adopted as part of the study's definitions as it holds the meaning of the study.

Community Development Workers: The Department of Public Service and Administration (DPSA)(2010:14) widely defines community development workers as resource persons based in communities, they collaborate with others stakeholders and community activists that have the interests of the community at heart and ensure that information, resources and services are obtained in communities and at the same time provided. With the believe that learning as a process will progressively help the community people to meet their needs so as to maintain their wellbeing, all that can be achieved though realizing their potential and aspirations and at the end achieve their goals. Genuinely they have the ability to show off their specialty, as they are agents of change and through the support of forces that are in position to financially assist them, they can function extremely well and even demonstrate the level of professionalism that they would have obtained through their training for becoming certified professionals with the qualification obtained in tertiary institutions.

Grassroots Innovation (2007) defines CDWs as people employed in the public sector that have close relations to the local communities and the government; furthermore, definition the identifies the role in which CDWs play and highlights them as, working closely with government and within the government, all departments in order to help close the gap between both the government and communities. In the quest of this goal, it is the responsibility of CDWs to improve the existing relationship so that the community can have access to government services and at the same time

information on the community be shared to the government too. Furthermore, as change agents CDWs should foster for participation ensuring that all members of the community take part in activities of development in their communities. Moreover, they should be familiar with the community in which they work so that they effectively improve the living standards given circumstances faced in their locality. To achieve this, CDWs are then expected to acquaint the poor with their constitutional rights such as their right to basic service delivery which include social grants and freedom of expression among many other social rights and assist community members to understand how they can participate in the development plans for their communities (Teahan, Gaffney and Yarnell, 2002; Chile, 2012; Swapan, 2016).

Service Delivery: As according to Du Toit, Knipe, Van Niekerk, Van der Waldt and Doyle (2002) service delivery is defined as a comprehensive concept which refers to the end result of intentions, decisions and actions undertaken by government and public institutions to promote the welfare of the general public. Service delivery is therefore the satisfaction of public needs, the attainment of which is influenced by public perceptions, political climate, policies of the government. Intervention of strategies embarked upon by the executive authorities and public administrators and the performance of those who are tasked with the responsibility, authority and accountability to drive the process.

Service delivery can be defined in vast and different ways. The definition is dependent on the context of a particular study. One can say that service delivery is an act of providing an agreed upon resource or product (Esfahani, 2005). Government defines service delivery through the constitution of the provision when systems provide something that the public needs (Barbee and Antle, 2011). It can still be argued that, what can be offered to others can also be classified as being the delivery of services (Ghuman and Singh, 2013).Therefore, with that said, for the purpose of this study it will be defined as the services provision of resources required by the community from the government and all its functions, to be delivered to the people, so as to meet the standardized quality of life aimed for them.

## 1.6.	Research Design and Methodology

Research design is described as the overall work strategy and arrangement that will assist in answering the question of the study clearly (Rana, Andersen, Nakazono and Davidson, 1997; Caspi, 2008). It specifies the type of data needed to answer the research questions, to test a theory, to evaluate a program or to accurately describe some phenomenon (Latham, 2007). The research design focuses on the end-product; and, again focuses on the kind of study that is being planned and what kinds of results are aimed at. Its point of departure is driven by the research problem and/or question (Jones, 1955; Lincoln and Guba, 2000; Landsverk, Brown, Chamberlain, Palinkas and Horwitz, 2012). Research design also deals with a logical problem and not a logistical problem. It gives direction and systematizes the research accordingly. It focuses on the logic of the research, seeking the evidence that is required to address the question adequately (Weijer, Goldsand and Emanuel, 1999). The research methods are the tools and techniques that assist to reach and in obtaining the needed information in order to answer the research questions as suggested in the research design (Landsverk *et al.,* 2012). It focuses on the research process and the kinds of tools and procedures to be used. Its point of departure is driven by specific tasks (data collection or sampling). It also focuses on the individual steps in the research process and the objective (unbiased) procedures that will mostly be employed (Marshal and Rossman, 1999; Landsverk *et al.,* 2012).

1.6.1. Research Design

The research design of the study has been described as being normative, of which aspects of both qualitative and quantitative approaches were incorporated. This research design is appropriate for the study because the subject of investigation is a real life on-going social reality which cannot be controlled. That is, the study will evaluate the ongoing events, activities and processes relating to functions of the CDWs, governance of service delivery and contributions derived therefrom. There are two main approaches to a research problem, which are: quantitative and qualitative research approaches. Quantitative approach generates numerical data or information that can be converted into numbers. Much of its emphasis is focused more in counting and classifying features and constructing statistical models and figures to explain what will be observed. A quantitative approach is one in which the

investigator used postpositive claims for developing knowledge, employing strategies of inquiry such as experiments and surveys, and collect data on predetermined instruments that yield statistical data (Miles and Huberman, 1994; Creswell, 2003; Landsverk *et al.,* 2012).

Conversely, a qualitative approach is one in which the study often makes knowledge claims based primarily on constructivist perspectives or advocacy/participatory perspectives or both. It generates non-numerical data. It focuses on gathering of mainly verbal data rather than measurements (Marshall and Rossman, 1999; Landsverk *et al.,* 2012). The primary aim of a qualitative research is to provide a complete, detailed description of the research topic. It also uses strategies of inquiry such as narratives, phenomenology, ethnographies, grounded theory studies, or case studies (Landsverk *et al.,* 2012). The study collects open-ended questions, emerging data with the primary intent of developing themes from the data (Creswell, 2003). This type of approach may be needed because the topic has never been addressed with a certain sample or group of people. Creswell (2003) mentioned that quantitative approach requires an individual trained in technical, scientific writing, statistics and computer statistical programs and also an individual that is familiar with quantitative journals in the library.

The quantitative research approach is best in identifying factors that influence an outcome, the utility of an intervention, or understanding the best predictors in outcomes a (Landsverk *et al.,* 2012; Palinkas, Horwits, Green, Wisdom, Duan and Hoagwood, 2013). The qualitative approach incorporates much more of a literary form of writing, computer text analysis programs, and experience in conducting open-ended interviews and observations (Miles and Huberman, 1994; Creswell and Plano Clark, 2011). In practice, qualitative and quantitative research approaches complement each other; hence, the study adopted a combination of both in order to interrogate the subject of contributions of CDWs towards service delivery.

1.6.2. Kinds of Data Required

The study required textual factual, opinionative and observable data. Textual data that was required specifically debates the functions and challenges that are faced by CDWs. Data on the governance of service delivery was also required, as well as

data on the contribution of CDWs towards service delivery. The same kind of data collected was in respect of South Africa's procedures, policies and programs of CDWs to find out more on their roles and responsibilities. Furthermore, the South African service delivery legislation was required to check on how it is guided and governed; moreover, empirical data about South Africa relating to the contribution of CDWs toward service delivery was also required. Factual data required was found in journal published articles, books, government policies and gazettes. Respondents then provided the researcher with opinionative information about CDW's contributions towards service delivery and that was gathered through the use of questionnaires that were answered.

Additionally, opinionative data was required to assess the functions and responsibilities of CDWs and the status of service delivery. Interviews were conducted to gather observable information from municipal officials, ward councilors, ward committee members and community based organizations. The information gathered was then used to correlate and examine its reliability as compared to municipal reports concerning the Seshego cluster to confirm what has been collected. Therefore, the primary units of analysis in this study was individuals, who are identified as CDWs, ward councilors and ward committee members from the Seshego cluster, municipal officials and community based organizations and program managers.

1.6.3. Description of the Study Area

Polokwane Local Municipality is situated in the central part of the Limpopo Province. The municipality shares the name with the biggest town in Limpopo called Polokwane (formerly known as Pietersburg). Locally it shares borders with three other local municipalities within Capricorn District as well as local municipalities in Mopani and Waterberg Districts. It is the largest metropolitan complex in the north and a major economic center with thirty-eight (38) wards. Its proximity to the neighboring countries of Botswana, Zimbabwe, Mozambique and Swaziland makes it a perfect gateway to Africa and an attractive tourist destination. Polokwane Local Municipality accounts for three percent (3%) of the total surface area of Limpopo; however, over ten percent (10%) of the population of Limpopo resides within the boundaries. The municipality serves the economic hub of Limpopo and has the

highest population density in the Capricorn District. In terms of its physical composition Polokwane Local Municipality is twenty-three percent (23%) urbanized and seventy-one percent (71%) rural. The largest sector of the community within the municipality resides in rural tribal villages, followed by urban settlements.

The population size is 628 999, with 178 001 households and average of 4 persons per household. Ninety-two point nine percent (92.9 %) of the population is black African, followed by white people at fifty-two point two percent (5.2%). Other population groups make up the remaining one point nice percent (1.9%). For every 100 females there are 93 males. The age dependency ratio is 54:3. Most people in the municipality speak Sepedi as their first language at eighty percent (80%), Afrikaans at five percent (5%), English at three percent (3%) and the other languages make up eleven percent (11%). Seventeen point nine percent (17, 9%) of the population aged 20 years and older had some form of higher education; whereas twenty-nine point six percent (29.6%) has completed matric and only six point eight (6.8%) had no schooling. The municipality has number of public schools and tertiary institutions such as University of Limpopo, University of South Africa and Tshwane University of Technology (Statistic South Africa (StatsSA), 2015).

Polokwane Local Municipality is made up of thirty-eight (38) wards, which are grouped into four clusters for administrative purpose, namely: Mankweng/Sebayeng/Dikgale; Maja/Chuene/Molepo; Moletjie; and, City/Seshego Cluster. For the purpose of this study, the cluster in which the sample came out of is the City/Seshego and ward 13 was sampled to generalize the entire population of the City/Seshego. Seshego is located west of the CBD and railway line. It is the nearest to the economic core of all settlement areas and thus has the best access to the formal economy of Polokwane. Seshego is seven kilometers (7km) from the city of Polokwane and further away on the edges of the municipal area are extremely impoverished rural settlements scattered into the periphery with limited or no service and infrastructure; although these communities contribute to the economy of the city, they are deprived of its benefits. Seshego cluster has its total population of 152 096 (StatsSA, 2015).

1.6.4. Target Population

The target population defines those units for which the findings of the survey are meant to generalize (Lincoln and Guba, 2000; Palinkas, *et al.,* 2013). Babbie (2001) highlighted that, the target population is the total group of individuals from which the sample might be drawn. Therefore, for the purpose of the study the targeted population consisted of the following: CDWs, municipal officials, ward committee members, ward councilors, households, and community based organizations (CBOs) as surrogates for the beneficiaries and program managers. CDWs are the primary focus of the study, and therefore, to avoid getting biased information about their functions, and to validate the information gathered, measures were taken to confirm as to whether the information obtained from the group is indeed truthful. Information that assisted the study to confirm the validity of information obtained from CDWs was gathered from key informants and the beneficiaries who constitute the targeted population group as part of the secondary group of the population.

The secondary group of the population consisted of the municipal officials, community-based organizations, ward committee members, ward councilor's households, CBOs and program managers working closely or directly with the CDWs, and they were interviewed individually with regard to finding out what functions and responsibilities CDWs perform. The target population provided the researcher with the information that assisted in answering the research questions of the study. Polokwane Local Municipality is divided into five clusters and the cluster sampled is the Seshego cluster has a total population of 152 096 and is divided into 5 wards.

1.6.5. Sampling Design

Sampling is the process of selecting participants from the population and it has its own advantages and disadvantages (Palinkas *et al.,* 2013). The advantage of using sampling is that it will make the researcher save time when collecting data and make the process of collecting data less costly. The disadvantage of sampling is that not everyone in the unit of analysis will be sampled (Palinkas *et al.,* 2013). A non-probability sampling technique was used in this study in order to collect information; however, the reason for choosing a non- probability technique is because a non-

probability sampling does not involve random selection. Non-probability sample design can be divided into five broad types which purposive and judgmental, convenience, quota, volunteer or self-selection and snowball sampling. For the purpose of the study, purposive sampling was adopted. The purposive sampling technique was chosen because of its ability to generalize the entire population (Bless and Higson-Smith, 1995; Palinkas *et al.,* 2013).

In purposive sampling, we sample with a purpose in mind as we may have one or more specific predefined groups we are seeking; however, this requires the respondents to meet the criteria in terms of their relevance in answering the questionnaire. Purposive sampling is very useful for situations where one needs to reach a targeted sample quickly and where sampling for proportionally is not the primary concern. The sampling technique selects elements that hold the information required for the study; therefore it was appropriate as it specifically targets the groups that have the information required for the study. For the purpose of the study, purposive sampling assisted in the selection of CDWs, municipal official, ward committee members, ward councilors, households, CBOs and program managers. The study used judgement to select the membership of the sample based the research goals. The sample size was determined by the target population; therefore, hundred (100) households, with one person as a representative where sampled and a CDW was interviewed, and information gathered was enough to draw a conclusion on the study.

1.6.6. Data Collection Procedures

Data collection procedure that was adopted in this study included data collected through literature review, fieldwork, questionnaires, interviews and observation they are described as below.

Data was collected using secondary data from books, journals and articles to compare the real situations to existing literature and in addition government policies and gazettes and other published documents. Going further, primary data was used in order to compare and contrast the secondary data which is literature review and primary data which is the information gathered from the localities.

The collection of information varies in terms of how it will be conducted; it looks at the methods used to gather the kind of information required for various studies. However, one can choose to conduct field work to gather pieces of information that will be tested in laboratories. This will require one to work outside of any kind of office spaces such as laboratory library or office setting. Different disciplines require certain approaches and methods to conduct their field work and research. Field work involves variable methods to collect information, ranging from formal and informal interviews, observation, group discussions, investigation or audit of documents, self-analysis, and evaluation results from projects or programmes undertaken.

A questionnaire was designed and used to collect data for the purpose of the study. Questions were formulated in a way that the essence of the study was captured and the respondents were kept anonymous with the guarantee of confidentiality, as information gathered would be confidential and the questionnaire answered the questions of whether CDWs contribute towards service delivery.

Interview, is defined as an open conversation between the researcher and the respondents with the aim of gathering information from the key informants. Open, clear and well-constructed questions were asked in the interview allowing the informants to express their views, in their comfortable space and language, and the researcher had to clarify questions that were difficult for respondents.

Observation of activities taking place may arrive to a conclusion or an end point of a particular study. One may acquire information by just observing as human beings have senses and are equipped with the ability of gathering detailed material on the surrounding environment and quickly connect to the actual reality; however, it takes more than just looking and listening but incorporates analyzing.

1.6.7. Data Analysis Techniques

From a qualitative research perspective, the study used thick descriptions and classification in order to analyze functions of CDWs, governance of service delivery and the contributions inherent therein. There is always a need to examine intentions and contexts of social realities such as that involved in the activities of the CDWs as well as the governance of service delivery in order to understand the underlying meaning. The process of data analysis involves structuring and bringing logical order

to the large amount of data to be collected. In this study qualitative and quantitative analysis methods were employed. Qualitative analysis method focused on the qualities of phenomena being studied rather than their numeric representation. On the other hand, quantitative method focused on data that is collected and recorded numerically or in the form of recorded categories. The researcher manipulated both qualitative and quantitative data using Microsoft Excel. However, quantitative data was coded in numerical representation using the software. The software was also be used to compute and analyze data through various functions such as calculating frequencies, descriptive statistics, and generating graphs, charts and tables. These various functions resulted in graphs, charts and tables that were then interpreted by the researcher. Therefore, approaches used in this study were both the quantitative and qualitative approaches.

1.6.8. Validity and Reliability

According to Jansen and Vithal (1997:23) validity is an attempt to check whether a particular measure is an accurate reflection of what the study intends to find out. The concept of validity was formulated by Kelley (1927:14) who stated that a test is valid if it measures what it claims to measure (Cronbach and Meelh, 1955; Palinkas, *et al.,* 2013). McMillan (1992:223) describes reliability as the extent to which what was recorded is in fact what occurred in the natural setting. McMillan and Schumacher (1993) further mention that the state that reliability in quantitative research is addressed through study design and data collection strategies, and refer to the consistency of the researcher's interactive style, data recording, data analysis and interpretation of participant responses from the data. Reliability, on the other hand, refers to the consistency of a research study measuring the test. If findings from research are replicated consistently they are reliable. A correlation of coefficient can be used to assess the degree of reliability (Guest, Bunce and Johnson, 2006; McLeod, 2001; Landsverk *et al.*, 2012). Validity and reliability of the present study was drawn from the concepts to be used, data collection and analysis methods. Therefore, the concepts used in this study are CDWs and service delivery. Other researchers may have used the same approaches, design and concepts to do a study that relates to the subject matter that of the study, to find that within that study they have been able to unfold credibility, validity and reliability. Therefore, drawing

strength from what other researchers have investigated, it was believed that the study too will be valid and reliable.

1.7. Significance of the Study

The study intended to review the functions and responsibilities of community development workers and to further identify the challenges faced by community development workers. Then explore the status of service delivery. Then reach a stage where it investigated the contribution of community development workers towards service delivery. After reaching the results, the study then recommend possible measures which can be considered to strengthen and improve the contribution of community development workers towards service delivery.

1.8.   Ethical Considerations

There was no harm physical or psychological harm during the study. It was the researchers' job to make the participants aware of any necessary briefings involving their participation in the research. It was also the duty of the researcher to tell the participants what the study entailed and that they should not be forced to participate. Description of the nature of the research was done before the commencement of the participation in the study and it was made clear to all the participants. Every participant's privacy was guaranteed. For example, the researcher gave each participant a code number as reference to their questionnaire and then labelled any written document with that number rather than the person's name. Ethical issues are a concern, and they define what is good and bad, also what is not legitimate to do, or what morals the research procedure involves (Neuman, 2003). Therefore, the study conducted its research based on the above mentioned ethics which were taken in to consideration when conducting the research serving as a standard which the researcher ought to evaluate his/her research.

1.9.   Structure of the Dissertation

The dissertation consists of five chapters and they are structured as follows:

Chapter 1: introduces and gives a background of the study; moreover, it gives a clear picture of the purpose of conducting the study in the problem statement, the research questions that are aimed to be unfolded and arrives at the aim and objectives. It shows the tracks in which the study follows to obtain the information to be gathered and the ethical considerations. Basically, this chapter provides the background of the study with regard to CDWs and service delivery.

Chapter 2: this chapter is both the theoretical and conceptual frameworks that are to be discussed as part of the literature review. The general overview of CDWs and their contribution towards service delivery are discussed in an international context.

Chapter 3: in depth literature that goes deeper in the roots of where the study is focused. Where it examines the functions, roles and challenges of CDWs, how services are governed and the contributions made by CDWs towards service delivery in a South African context.

Chapter 4: comprises the analysis and interpretations of the data on the contributions of CDWs towards service delivery in Polokwane Local Municipality, Limpopo Province. It answers to the research questions and graphically expressed the data and further clarifies the illustration through interpretation.

Chapter 5: research findings, recommendations and conclusions are drawn from what would have been gathered in chapter two (2), chapter three (3) and chapter four (4). Key lessons are learned from this chapter as it has all the answers and the measures in which can be adopted to enhance the contributions of CDWs towards services delivery.

CHAPTER TWO

THE CONCEPTUAL FRAMEWORK OF COMMUNITY DEVELOPMENT
WORKERS CONTRIBUTIONS TOWARDS SERVICE DELIVERY

2.1.   Introduction

Service delivery has been heightened across the world as part of human rights to the extent that most government adopted CDW's frameworks in the hope to enhance governance thereof (Fledderus, Brandsen and Honingh, 2015). But the contributions of CDW's to service delivery have not been a straightforward, foregone conclusion (Dabholkar, 2015). Literature contestations have persisted with contradictory evidence drawn from different parts of the world (Hefetz and Warner, 2011). This chapter engages the relevant debates relating to the nomenclature, functions, roles, challenges and successes of CDWs, governance of service delivery and the contributions made. However, this cannot be done without deep understanding of what community development is and what it entails.

Across the world, countries have adopted the concept of community development, the Western European countries and many other countries including the United States, Canada, the United Kingdom, New Zealand and Australia, have since practiced community development for over a thousand years (Chile, 2007; Chile, 2012). Community development was practiced in these countries with the hope of becoming fully developed over time, using distinctive approaches that will assist and contribute towards attaining successful social economic and environmental development and change in countries (Batuwitage, 2014).The practice of community development has been a platform for the advocacy of social justice and improvement for communities (Ahmad and Abu Talib, 2015).

Whereas community development plays a vital role in supporting vigorous democratic freedom, by endorsing the liberated voice of deprived and defenseless communities, it comes with many other attributes. Its primary values are concerned with human rights issues, the promotion of social inclusion, equality and respect for diversity (IACD, 2005). Equity and fairness being the most important factors in community development, and could be described under the concept of social justice as part of the community development principle within it lies the core of basis

community development, which focuses on many other activities that generally relate to the broader concept of global development (Chile, 2012). It is moreover seen to be the gateway from living in poverty, as it assists communities in achieving sustainable development, empowers local communities and decentralizes activities to everyone who will benefit from the change. It involves the provision of social justice to the communities that are vulnerable, and aiming at improving, empowering individuals and families, collections and societies to participate in the uprising of their communities (Chile, 2012).

2.2. Functions, Roles, Challenges and Successes of Community Development Workers

Introducing what was called community development employees or workers, which were designated to get involved in the facilitation processes of community development in order enable community members the ability to work with and towards the achievement of change and development within communities was seen to be the way for African countries to become developed (Mpofu and Hlatywayo, 2015). Now, as central issues in relation to community development were aimed to be tackled, the attested was to focus on the needs of the community. In Guinea, the study of norms and values of the society were incorporated in all processes of community development in order to grab various aspects of humans within past and present societies (Gilberthorpe, 2013). Therefore, the emergence of employees that will facilitate activities of community development was pivotal as it was thought that they would resolve the overall problems of communities. This was seen to be a great opportunity for countries to become developed at a faster pace as opposed to being underdeveloped. It is however being made known that the strategies that inform community development employees were seen at different angles for different countries; therefore the naming of these employees were different, depending on how and what countries perceived them to be (Batuwitage, 2014).

Nonetheless, their functions remain the same despite of what they are being identified as in different countries. Mostly and preferably, these employees should be people who dwell within the community they serve. This is so that the people are able to relate and share exactly what they need spontaneously and without hesitation (Wong, 2012). CDW's are said to be the linkages between municipalities

and their citizens; however, their job is to ensure that government comes up with strategies that will allow for fair distribution and delivery of services amongst communities and decrease demands of services (Tshishonga *and* Mafema, 2008; Das *et al.,* 2015). Much of their emphasis is focused on placing people at the center of all the development processes (Mubangizi, 2009; Das *et al.,* 2015). This orientation is designed in such a manner that the people can be able to realize their potential and have the strength to participate in activities that are responsive to problems within their community. What remains and is of significance is the role in which they play and the functions that they perform within the communities in order to improve services and the quality of life for the people, and this is said notwithstanding the country in which they are situated (Disoloane and Lekonyane, 2011).

2.2.1. Functions of community development workers

In hope for achieving social transformation, in the post-colonial Africa, many countries saw a need to straighten out how services were governed (Geber and Motlhake, 2008). Much of this was seen to be possible; however, there needed to be predominant measures that would foster the attainment of the process so, through the use of community development as a strategy to combat colonialism, the introduction of personnel that oversaw and controlled the communication process of government and the people was significant (Bunyan, 2013). Moreover, as community development emerged, with details on how services can be governed in communities, it also called for public service employees who had to facilitate the process of service delivery from the local government as the reinstatement was aimed for much more than community development but a sense of belonging for the people in the local communities (Takhar, 2014). As emerging trends surfaced, community development formed part of the trends and it since reinstated the hope of change and becoming developed (Arcand and Wagner, 2016).

Relatively, the political nature in Sierra Leone acknowledge the potentiality of becoming developed through redirecting and recognizing what community development has to offer; however, emerging trends that can be adopted from other countries to enhance existing strategies are often ignored, which then affects the processes of community development as this concept comes from the developed

countries (Fanthrope and Gabelle, 2013; Lund and Saito-Jensen, 2013). Pressure is put on the activities of community development and emphasis is placed on the involvement of local communities in activities of development that is meant for them. It is important that the people are taken into consideration when decisions are being made for activities that are earmarked to be beneficial for them. The impression is that, people will be able to make prioritized decisions informed by their needs and their importance. Therefore, it is imperative that people be involved and consulted on their needs and a relationship should be formed in order to extract such information from the people (Fanthrope and Gabelle, 2013). It is however known that in many communities, the relationship between people and the government is non-existent as power struggles persist, therefore there should be a linkage between the two parties, which would minister and distribute information amongst both parties evenly.

There are many literature contestations; however, one is under the thought that there is little research done on the effectiveness of community development; however, with the little research done, it can be concluded that community development could be an effective tool to use for bringing change in communities if adopted (Mansuri and Rao, 2013). Most states such as Senegal are resistant to change and therefore disregard channeling themselves to other methods used in community development but rather opt for other methods of becoming developed as such they use community-driven development to improve inclusiveness of their societies (Arcand and Wagner, 2016). However, there are always advantages and disadvantages of methods adopted; undeniably, any concept under the community development umbrella has proven to be successful in achieving development. Even though there are factors such as local politics, civil aspects and power contestations that exist within the states, that may limit the chances of successful development; and, for as long as they are identified they can still be turned around; therefore, proper research regarding community development may assist in coming up with a plan that would make community development effective in most localities (De Beer and Swanepoel, 1998; Davids and Cloete, 2011; Takhar, 2014).

Hart (2012) further mentioned that the term community development, encompass the practice of activities performed mostly by community groups, government agencies and NGOs to organize and support less powerful members of their society in

achieving greater influence in political and economic decision-making. Community development is described as collaborative effort working towards improving the capacity of predominant individuals so as to discourse social, economic environmental and political problems, switching and redirecting them towards the better direction, and successfully achieving the delivery of services (Geoghegan and Powell, 2006; Davids and Cloete, 2011). It is however imperative that development be open to all the people in a community in order for them to give inputs and assist where they can, as the success of development should be a unison effort. Hence, the functions of CDW's in Northern Ireland, are not limited but rather described to recognize and back existing community systems and networks, identify the needs, in particular those of marginalized groups and those suffering inequality. Giving support and encouraging the previously disadvantaged and vulnerable to have a voice and be able to make decisions on the type of development that the community is in need of. It has further been said that in so doing, the state will be able to save costs as the government will be delivering as according to what the community would have requested and therefore, resources will not be misused (Teahan, Gaffney and Yarnell, 2002).

Community development in Northern Ireland, is attached with community social work and has been on the political agenda for over 30 years (Teahan *et al.*, 2002). It is deeply prejudiced by community development principles and movements that are either historical or social that are striving for social justice, equality, human rights empowerments of individuals and communities and working in partnerships with service users. Teahan *et al.,* (2002) further mentions that the term community development, encompass the practice of activities performed mostly by community assemblages, government agencies and non-governmental organizations to organize and give support to incapable members of the society. This is done so as to achieve sustainable efforts that will contribute to the wellbeing and influence decisions taken in community, to uplift and improve their standard of living. The integration of all efforts contributes vastly to the social, economic and political problems faced in these communities and improves the level of satisfaction in terms of the delivery of services.

Most countries such as Indonesia adopted community development employees in pursuit of becoming developed, making them serve as a linkage between the people and the government. This put pressure on the initiation of programmes and projects that encourage and enhance the activities of community development (Abromovitz and Zelnick, 2010; Asmorowati, 2011). Community development employees or CDWs were then relied on, serving as disseminators of information and a communication tool used in most communities (Abromovitz and Zelnick, 2010). They facilitated and served as a linkage between the state and the people. Information was shared through them and they ensured that correct services are provided to the people as according to what the people wanted at the local level (Bunyan, 2013). Most of the CDWs are known to form part of the communities they serve and therefore are familiar with the community in which they will be working in (Taylor, 2012). This adds as an advantage as they will be able to communicate with the people freely and ensure that information is not misdirected (Sheely, 2015). It is quite clear from the foregoing that community development workers play a critical role in service delivery of any society or community as they add value in communities.

Working with and supporting communities contributes towards helping the communities build their capacity and also ensure that their views are taken into account by the statutory sector during planning and the delivery of services (CDWs Handbook, 2006). Furthermore, since the introduction of community development workers programmes, the fulfilment of community development took shape as agents that constituted development were identified and they then assisted in ensuring that the communities are involved and also partake in the activities of developing their own communities, which served as their role as community development workers. It is evident that although in some countries, the functions and roles of CDWs are not yet fully grasped, there are however, other functions that can be identified which they perform. Giving support or serving as a linkage between the people and the state could be identified as the major function that they perform in communities (Cruz and Sonn, 2011).

Although community development work is known to be an unfamiliar approach for many people, it can also be highlighted as difficult to delineate and forecast; however, the exact functions in which CDWs are set to perform should be about

working with communities, responding to their needs and aspirations rather than simply meeting targets set by agencies or central government (Maritz and Coughlan, 2004; Filliponi, 2011; Das *et al.*, 2015). CDWs find themselves playing a hidden, but a vital function, of helping communities and in ensuring public services, to make connections across organizations, identifying and setting sectoral boundaries (Goldsworthy, 2002; Geoghegan, 2006; Morrissey, 2010; Das *et al.*, 2015). This connection allows the community people to have direct access and a good relationship with state institutions, which then gives an added advantage of securing the provision of services. Principles of community development set out in Northern Ireland influence and put pressure on social justice, equality, human rights, empowerment of individuals and communities, they urge that partnerships be formed with service users (Teahan *et al.,* 2002; Macken-Walsh, 2008).

Highlights of the above mentioned, demonstrate insurance that the community is entitled to development and should therefore form part of it (Campbell, 2012; Gwala and Theron, 2012). Community development in this case, puts the people in the center of development and allows them the opportunity to form part of the process by allowing them to have a clear call and contact with the people involved in the execution of activities that will help them become developed. Community workers are therefore the facilitators that purposefully serve as the linkage between the executers and the community as a whole (Archibald, Sharrock, Buckley and Cook, 2016).

Community development workers function included none other than, being contributory in assisting people to work through as a collection bringing the concerns of the communities to the forefront and encouraging a holistic approach to meeting community needs and aspirations of the people (Geoghegan, 2006). Hence, it requires people who will ensure what is identified to be a priority need in a community is delivered by the state. States will be assisted tremendously by these employees, as they have an understanding of what the community needs and how to engage with them without differing and misrepresenting them to government, It can therefore be concluded that, the development of the community is dependent on the community development workers' efforts in working together with the communities towards achieving the general goal of a community. Furthermore, it is important for

people to understand what community development is all about, in order to combat and achieve the desirables, goals and targets. Also to know that, community development worker's duty is to ensure the fulfilment of the plans set in the community development programs collectively working together with the community.

2.2.2. Roles of community development workers

The International Association of Community Development (IACD) stated "that the theory of community development emphasizes the importance of community participation, ownership, self-determination, empowerment and capacity building where the community developer plays a facilitative role" (IACD, 2005:1). However, in politics nature contestations will always exist, but that will not stop strategists from planning for community development and come up with relevant personnel that will form the basis and facilitate all processes of community development (Yalegama, Chileshe and Ma, 2016). Countries such as Senegal put people at the center of development, decentralizing services to ensure that people in communities receive services and escape the threats of poverty (Arcand and Wagner, 2016). The author further mentioned that placing people at the center of development allows for proper communication amongst the people and the state, people are able to inform the state on what their needs are in their communities. The state will therefore be able to provide the services as per request by the communities and therefore the problems of disregarding the needs of the people can be resolved. Development programs were introduced in order to build capacity and improve the state of living in communities with informed knowledge of the community needs, triggering most institutions and positively giving support to such initiatives as they bring a positive change in communities (Sheely, 2015).

Moreover, in Sri Lanka, these programs emphasize and encourage that the local beneficiaries be directly involved in the process as a way of showing that indeed the people are being taken seriously and being made involved in the programs thereof (Yalegama *et al.*, 2016). Community development programs or projects come in many forms, but however, regardless of their form or nature, the mandate of development still stands (Merino, Carmenado and de los, 2012). The government of Sierra Leone permits any activity to take place in the country as long as meaningful contributions are made to community development (Fanthrope and Gabelle, 2013). Compliance is based on the delivery of community needs and exclusive power should be handed over to the community for any decision making (Wilson, 2015). However, this has not been successful and power dynamics still prevails in the country. This indeed shows that many countries are in the battlefield of developing

its communities and find it rather difficult to include the people in the decision making processes as it may be tough for the state to adjust to the change; therefore an intervention and adaptive attitude towards the change is a paramount need to assist in the shift to successfully achieving the inclusive community development for all (Midgley, 2010).

Community development plays an important role in encouraging active independent life by endorsing and allowing the disadvantaged and vulnerable community members to have a voice (McKinlay, 2006). Community development workers are there to ensure that the people's voices are heard and to ensure that information is being communicated (Arcand and Wagner, 2016). Senegal made a pact that its people will be capacitated and all top-down initiatives will be discontinued. This was done in hope that the people will be able to be heard and they will be involved in the decision making processes of development that is meant for them and that all their problems be solved (Poteete and Ribot, 2011). Programs that would lead to a better country were designed as a response to criticism and the unfair preference of the people from government (Arcand and Wagner, 2016). These programs have therefore came up with a set of core social values and principles covering human rights, social inclusion, equality and respect for diversity; and specific skills and knowledge base that aimed at achieving development through a collaborative effort that involved all stakeholders and beneficiaries of development (World Development Report, 2004; Bernard, Collion, Janvry, Rondot and Sadoulet, 2008; Labonne and Chase, 2011; Poteete and Ribot, 2011).

A community development worker can be essential in assisting people to work towards intended goals through channeling their efforts mainly on specific goals set by them, speeding up the process of attaining their needs (Geoghegan, 2006). They do not only focus on what the state has sent them to do in communities; however, they take both the state and the people into consideration, as they believe that these two parties are interconnected and in order for the state to provide for the community, it first has to understand and form a relationship with the people and again, in order for the community to receive services from the state they first have to understand and have a relationship to strengthen connections (Campbell, 2012; Bunyan, 2013). All decisions made in communities could directly be influenced at the

bottom, by the community itself. Through the integration of participatory elements that can be advised to be incorporated by CDWs, connections could be strengthened.

Furthermore, community development workers use hands-on outreach approaches which help overcome obstacles and biasness that could be stumbled across in communities. It is normal for the people to feel disregarded by the state as a relationship never existed between them (Bunyan, 2013). This does not only make the people not to trust the state but also to be scared that whatever their needs are, they will never be provided for. Therefore, it is the role of community development workers to ensure that the mentality of the people is shifted from such depraved to a more pleasant discerning mentality that gives hope to a good working relationship amongst the two parties (Wilson, 2015). Hence community development workers should not only limit themselves to various activities, but diversify and expand their level of involvement that would expand their scope of work and at the same time increase their level of contribution (Geoghegan, 2006). It is a key role of community development workers to raise expectations and to encourage debate. Social justice is always on their agenda, and therefore answers to questions asked about resource allocation, equality of treatment and the distribution of power within organizations by the people will be answered and societies would be interested in finding out how the state plans to deliver to those needs. It is therefore upon community development workers to ensure that all the expectations of the people are satisfied and connection between the community and service providers is secure (Mowbray, 2011).

In the North of England, community development workers are being referred to as community organizers. The term "organize" can be defined in many ways but, it however has the same meaning and purpose (Bunyan, 2013). The main role of community organizers in this case is to link the people with social innovation. Social innovation is therefore defined by Mulgan, Tucker, Ali and Sanders (2007:26) "as innovative activities and services that are motivated by the goal of meeting a social need and that are predominantly developed and diffused through organizations whose primary purposes are social". Based on community development, United Kingdom also undertakes activities similar to other countries to become developed; however their approaches are being labelled or identified differently. They use the

self-help approach to development to develop communities around, and they then use community organizers. Community organizers employ what is called collective power for social change and justice, involving everyone who is and will be affected by development and placing them at the center of development that is theirs (Taylor, 2012; Bunyan, 2013). At the end of it all, striving for improved services and development processes that involves everyone who will be affected is what community organizers are characterized by.

Community development places its focus centrally to the people; and much of its emphasis is associated with growth and the improvement of the people's way of living, needs and their quality of life (Merino *et al.,* 2012). Everywhere across the world the issues of needs remain central to community development and it is however believed that needs of the people can be realized and addressed through community development (Davids and Cloete, 2011). Development that is successful is identified as development that ensures that the needs of the people are met and that people are leading a quality life they ought to live. It will therefore take the state itself to come up with a way of getting to the people in order to address and assess the issues at the local levels; hence, assistance is of vital importance (Das *et al.,* 2015). Through working with communities the state has to employ relevant personnel that will be able to deal with and deliver to the needs of the people. Furthermore, it should be that the job is done by relevant people that have the skill and the knowledge of working with the people. Therefore, the employment of relevant personnel that will relate and deal with the people's issues at the local level will be necessary (Poteete and Ribot, 2011; Lund and Saito-Jensen, 2013). Hence, the concept community development workers or employees arose (Schuring, 2014).

2.2.3. Predicaments and triumphs of community development workers

Community development work is heightened towards being a profession; therefore as an occupation, it will be limited towards the most important issues that communities face (Pinkerton and Campbell, 2002). Problems of discrimination should be handled and it should be ensured that all community members are empowered. By so doing, it will help people to come out freely to participate and form relations within their own communities and with relevant agencies, together building social capital, security and collectively engaging and ultimately ensuring

better service delivery (Campbell, Hughes, Hewstone and Caims, 2010). This would take a great amount of effort as CDWs deal with large communities and different organizations with different objectives. It is therefore significant for all stakeholders to be directly involved in the process to achieve desired goals. Allowing for both of them to work in solidarity, to ensure that their roles and functions in communities are being performed and that the needs of the people are being met, bearing in mind that it will take a great effort from them to enroll and get proper training (Banks and Orton, 2007).

However, there are still challenges that community developer's face in localities, these problems affect the efficiency of the approach nationwide (Asmorowati, 2011). Commonly, the problems that communities are faced with are often related to the delivery of services, this is due to the fact that service providers which are to provide services often fail to deliver. In most countries such as the United States of America, much dependence is placed upon Non-Governmental Organizations (NGOs), Faith-Based Organizations (FBOs) and Social Services Providers (SSPs) and failure of these service providers to deliver may become a challenge for community development workers as they rely much on these organizations than the state (Lu and Jacobs, 2013). Should community development workers fail to deliver information on services as promised it becomes rather difficult for them to go back to the community to report to the community about the reasons why service providers failed to commit to what has been promised and this could be due to the fact that some of the providers prefer to be anonymous to avoid accountability (Schuring, 2014).

Even when the providers choose to be withheld to the people in it still the community development worker who promised to facilitate services to be delivered to them; therefore, in the eyes of the community, it is the community development workers who has failed to deliver services; however, should the community development workers try and approach the community again, even if it would be on other issues concerning the community, it will be difficult for the community to trust them again (Davids, 2009; Ahmad and Abu Talib, 2015).

In the north of England, community development workers are being attacked when services are not delivered to the community (Sheely, 2015). In this case, the

community has its own believe that community development workers are the ones responsible for the delivery of services in the communities. Therefore, community development workers are faced with a challenge of always being blamed for not delivering services in communities (Campbell, 2012). Since the community development workers have direct communication or link with the community people, it leaves the community under the impression that the workers are the ones to be blamed when services are not delivered to them (Yalegama *et al.,* 2016). To some extent, corruption even appears as the community utters that the community development workers are corrupt and they selfishly mishandle funds that should be providing for services within communities (Bunyan, 2013). Hence they are believed and perceived to be corrupt and inconsiderate of the communities. Some communities are muddled, and have concluded that community development workers are directly from the state institutions and also have a say in making decisions as to which services are to be delivered in communities (Mansuri and Rao, 2013). Therefore, lack of information and clarity on what the functions and the roles of community development workers leave communities in such predicaments (Schuring, 2014).

Furthermore, should this persist, it will be concluded that community development workers are useless in communities, based on the failures that government agencies, service providers and donors would have stirred (Campbell *et al.*, 2010). It is in this regard that, it is significant for the community to fully understand and familiarize themselves with the duties and roles in which community development workers play in their communities, so that the confusions, blame and judgments are minimized and if possible eliminated so that there could be purity and clarity in order to form an understanding of the concept of community development itself (Taylor, 2012). However, even though this is strived for, slowly but surely community development workers will be less bullied, terrorized, tormented and oppressed as the good and need of them will be clearly defined and recognized in many countries. Various countries have adopted methods that will assist in making community development workers be appreciated (Denizer, Kaufmann and Kraay, 2013). In the UK, continuous training is done to ensure that the functions of community development workers are constantly highlighted to both the community development

workers and the community itself, this helps calm the ambiguous confusions and the way community development workers are perceived (Gore, 2008).

Familiarization of the roles and functions of community development workers to the community allows a clear picture and how communities should go about in creating a relationship with the people (Das *et al.,* 2015). With this, it is believed that a bond will be created and therefore a sense of a common ground will be built that will allow the people to fully understand that community development workers are not to be blamed should services fail to be delivered but rather be applauded for the wonderful job well done for attempting and to have tried to make everything possible for the community to receive and have services delivered to them (Mansuri and Rao, 2013). In a nutshell, it should be recognized that community development workers are doing all in their power to make sure that services are being provided to the people, and even though it is still a difficult journey for them, they still find it in their hearts to work for the communities, despite the challenges they face on a daily.

Seemingly, poor socio economic wellbeing of the Tanzanians is believed to have been improved through the "devolution and decentralization of functional responsibilities, powers and resources from their central government to the local government" (Emel, Makene and Wangari, 2012; 13). Most countries are shifting from the constitution of development that starts from the top to the bottom towards a perspective of ensuring that the people in the community be the ones who are directly be involved in the processes of discovering what the community needs and submit that to the state or service providers and them providing for those needs (Labonne and Chase, 2011; Polson, Kim, Jang, Johnson and Smith, 2013). Power is handed over to community development workers to run the activities that would ensure that all needed resources and services in communities are identified and then through a feedback action, the service providers be made aware of what is needed in the communities (Wilson, 2015). Responsibilities are being directed to the personnel who have direct contact to the people in the communities as there is an already existing relationship therein (Campbell, 2012). As addressed "community service providers" have formed some kind of a relationship with the people at the communities. This might have been influenced by the fact that community service providers may be members of the community or due to that they have been elected

by the community, therefore it is simpler for the community to confide in the service providers and also to alert them on what is needed in the community.

A bond should be created between the two parties, as this will allow for freedom of speech and the identification of priority needs in communities (Merino *et al.*, 2012; Fanthrope and Gabelle, 2013). The bond on its own has to resolve the conflicts that exist in many communities as the community will be able to identify areas which are not satisfactory in terms of the delivery of services in their community (Gwala and Theron, 2012). There will therefore be nothing standing in the way of communication, hence things are communicated to the service providers and they are able to submit the queries to the government precisely (Gilberthorpe, 2013). Hence, the main aim of community driven development in Morocco is to ensure that the community is happy at all times, therefore when everything is communicated thoroughly, there would not be anything standing in the way of successfully delivering to the community and ensuring that the community is entirely happy with the work that would have been done successfully by the service providers (Lu and Jacobs, 2013).

Community service providers encourage and believe that "involving people in planning can increase their commitment to the programs and processes of developing communities, communities can be assisted in obtaining proper expertise and knowledge to identify and solve their problems on their own" (Archibald *et al.*, 2016: 21). These service providers have the responsibility for the development and provision of social and public service provision within areas of their jurisdiction; they should facilitate and maintain law and order in promoting local development through involved processes (Arcand and Wagner, 2016). For Tanzanians, with the shift from one community development approach to the other, this approach was seen to be the best approach that focused more on making comprehensive community-based changes to affect individual behavior (Lange and Kolstad, 2012; Muro and Namusonge, 2015).

After rigorous assessments to check why other interventions that were adopted in countries such as Senegal, which aimed at developing communities, have failed, it was then when it was decided that inclusive service delivery would be adopted in Senegal (World Development Report, 2004; Arcand and Wagner, 2016). That saw the decentralization of services and it was decided upon. With immediate direct

involvement of both the local authorities and the beneficiaries of services, working together with elected leaders whom are assigned to serve as a linkage between the two parties began to run smooth. Therefore, in order for the approach to take effect, it had to consider all the other approaches that had failed to reach the objectives of community development, assess and analyze where they could have failed to address the problems in communities (Poteete and Ribot, 2011; Ahmad and Abu Talib, 2015).

Therefore, results identified that there was a lack of inclusive service delivery as the beneficiaries where not directly involved in the all aspects of the process. With assistance from the information of failed approaches, the formulations of the new approaches transpire, with relevance and appropriateness as all the important aspects of community development are involved. This then captures the natal of community development workers whose job is to ensure good facilitation of activities within the communities and guaranteed its growth (Poteete and Ribot, 2011; Mansuri and Rao, 2013).

2.3.   Governance of Service Delivery

"Governance is about power, relationships and accountability, a process that enables communities to confidently converse their interests, let their inputs be absorbed, make decisions be taken and implemented and also to detain accountability on decision makers" (Muro and Namusonge, 2015;16). As according to different scholars, governance is viewed to be the "process of organizing and managing legitimate power structures, entrusted by the people, to provide law and order, protect fundamental human rights, ensure rule of law and due process law, provide for basic needs and welfare of the people and the pursuit of their happiness" (Galadima, 1998; 65). Therefore, it is indeed in the best interest of the people to ensure good governance, which consists of all elements that will ensure greater value of the people's needs from the government and the state, and the insurance of good power structures that will enforce and make sure that the laws governing the provision of services suit and fit well with the common goal a nation.

It takes a number of stakeholders to form the circle in which governance should be controlled; It is however important that individuals, agencies and organization form a

strong base in order to ensure good governance (Biersteker, 2010; Booth, 2011; Barnes, 2016). It should be bared in mind that the driving force for governance lies in change and this change comes in many ways and forms. Alterations of this kind may include development amongst the others, forcing for government to enforce new ways in which services are to be accessed. However, the personnel to run the process, the channels to be followed and how information will be disseminated form an integral part of the complete governance. Hence it is said that, there should be a clear relation between governance and developmental change, as governance strives to bring change through providing for communities (Muro and Namusonge, 2015).

On a contrary, in as much as change is good, it appeals problems. Contestations of community development are rooted across the world and continue to expand rigorously. This has been entrenched in circumstance that states are skeptical about changing structures, policies and procedural documentations that govern the delivery of services within their boundaries (Takhar, 2014). Mainly because of the fright of being disposed to failure and being unable to deliver. Embracing change often requires massive time invested in the undertakings proposed, in order to familiarize one with the new proposed events to take place they have to be introduced (Barmes, 2015). That would mean thorough investigation and a clear understanding of the grounds in which the activity should be adopted. New strategies adopted should approach the matters that may arise and empirical evidence to the latter, as that will be is of significance in making the decisions and enhancing reasons why these strategies should be adopted (Falkowski, 2013). With the demands that come with change, countries often remain resistant to it due to complex and complicated standards that come with change (Wilson, 2015). Therefore, good governance requires a very strong base so that it can be successful and achieved.

When governance is spoken about, the word good has to always be in the picture as many countries are striving for good governance. In order to achieve good governance all stakeholders involved in the process should be inclusive at all times (Epstein and Gang 2009; Lockwood, 2010; Cash, 2016). There should be harmony among the state, private sector and civil society in order for all to say there is good governance (Ahmad and Talib, 2015). This would mean that all the principles of

governance be considered in the process. "Principles of good governance include independence, openness and transparency, accountability, integrity, clarity of purpose and effectiveness" and in order to find out if governance is good, the use of governance indicators together with the principles can be used to assess the state of governance in a country (British and Irish Ombudsman Association, 2009; Knoll and Zloczysti, 2012: 31).

Seemingly, developed countries have proven that community development is indeed a working strategy that is succeeding in improving most communities and the countries at large. Therefore, it is upon communities to shift from their standard ways of living and incorporate the emerging trends that come with development (Esparcia, Escribano and Serrano, 2015). Good governance can also assist in the organization and management of activities that would be carried out to bring about change and ensure that processes are being carried out in the correct manner (Cash, 2016).

2.3.1. Administration of service delivery

Good governance is characterized by accountability and transparency that will lead to larger courtesy to the most important issues of communities and amplified transparency on financial statement and civic properties (Knoll and Zloczysti, 2012). The focal principles of good governance as practiced for public interests include robust obligation to integrity, principled standards, and the rule of law; honesty and complete stakeholder commitment that will allow the people to be hands on (Muro and Namusonge, 2015). European communities administer services through the use of strategies that are aimed at tackling local development and these strategies are initiated and designed through appropriate public consultation wherein the public is involved in the deliberation process of how they can become developed and have access to resources. Inclusivity is the name of the game, as all stakeholders are involved and consulted on the suggestions brought to them; furthermore, the people are also allowed to put ideas on the table for deliberation, a decision will be reached based on inputs given by the people (Furmankiewicz, Janc and Macken-Walsh, 2016). Although at a national level this may be time consuming and farfetched, there are some loopholes to be covered as time is a constraint, but the fact that this is considered shows that the interests of the people are taken into consideration (Bunyan, 2013).

Globally, all administrative processes are focused on the management of public resources through modifications covering public sectors institutions, following the procedures that cover expenditure control, budget management and revenue collection (Gisselquist, 2012). Nonetheless, this goes to show that priority is focused on the management of capital resources than the deliverance of public resources and the management however is not simultaneous (Biersteker, 2010; Speer, 2012). Regulation of revenue, budgets and expenditure forms part of the most important factors in administration. Monitoring and evaluation of all expenditure should be covered to identify that everything that had been budgeted for is made available to the people (Barnes, 2016).

Lackowska-Madurowics and Swainiewicz (2013) mentioned that Poland's' focus is rather placed on policies basing it mainly on the structures, procedures and social capital that pin points where exactly the capital has gone to. All documents are kept for auditing to ensure quality. Many other elements such as corruption disrupt administrative processes that determine the success of governance. However, Australia convey administrative processes differently, it is a constitutional democratic country that has granted considerable power, authority and ability to influence and control the conduct and lives of individuals within their community to its local councils (Good Governance and Administrative Practice Policy, 2013).

In Australia, there is an expected conduct from council officials; that is, council officials which consist of a governance body elected by the people that will rightfully ensure that the interests the people are met. These elected members should reflect the following principles, in order for them to say the committee is performing according to the standards expected. The principles include aptitude, civility and respect for persons, efficiency, ethical behavior and integrity, justice, honesty and answerability and obligation. These principles must be reflected at all times to ensure that good governance is being rooted in the core of community interests (Good governance and administrative practice policy, 2013). The council of Whyalla in the South of Australia takes it upon them to conduct and follow the applicable laws and policies that influence and guide their code of conduct. It is inevitable that the councils fulfil the role in which they play in their respective communities in order for them to avoid deployment from their positions if they underperform.

Serious measures are taken if the council does not deliver as per request or reflect the principles the way they are set to be incorporated in practice. Therefore, lenient and aggressive actions taken by the state, force the councils to perform at the best of their ability in serving their people. "In many countries the evolution of administrative procedure falls into three phases. The first, beginning in the nineteenth century, where there was a development of procedural requirement for agency decision-making, administrative review and mechanisms of dispute resolution, to prevent unlawful or arbitrary administrative action and to safeguard citizen rights" (Barnes, 2016). Depending on the chosen councils or board of members as per relevance and essentiality, the elected are the ones making decisions on behalf of the community as to what is needed in their communities (Stead, 2014).

Committees are expected to be familiar with the situations of the community as well as known what problems the community is facing in order to make a well informed decision (Polllermann, Raue and Schnaut, 2014). With the changing drifts of panache, it is a good intend for the committees across the globe to constantly review and improve on the tools and techniques used to administer services, in order to be in par with the current live methodologies (Esparcia, 2015). This will help improve and transform the existence of governance and direct it towards being good governance. All the rules and regulation that are stipulated in documents, guiding against unlawful behavior will assist and ensure that the rules are followed (Barnes, 2016).

"Today's administration makes individual decisions, adjudicates, makes rules and regulations, and develops innovative and wide-reaching public policies in complex situations, such as those of the public-private and inter-agency collaborations within and beyond national - state boundaries" (Barnes, 2016:18). And it calls upon new strategies on the table from all local spheres in communities, to combat the ideally known governance and redirect it towards good governance (Cash, 2016). In the United States of America, states allow the people to administer for their services; the platform is further extended towards the society being able to assist in the development of new strategies. This is thought to be the best way to deliver to the community at large as the people will be directly involved and at the same time, that

can allow the state to be well informed with regard to the urgent needs of the people and also finding better ways to deal with problems (Lu and Jacobs, 2013).

As a result, when the local development strategies are found to be satisfactory, they are solicited and then all the concerns raised are then submitted and left for decision making committees to evaluate. Funds that would cater for the needs and services are then allocated according to what the committee would have agreed on with the government (Furmankiewizc, Janc and Walsh, 2016). The main aim of using this administrative process is that the local community is engaged and form part in the activities that are aimed at improving their quality of life. However, even though there will be representatives that would represent the community's decisions to the committee, at the end, the minority will still be felt and the community's ideas and suggestions will be embodied in the council (Esparcia *et al.*, 2015). Members of the community who form part of the decision making committee have to be affiliated members of the local development body, which grants the power to make decisions and strategies on how the projects, needs and services will be governed.

All is done notwithstanding the main reasons why community development should be practiced. The main aim for community development is to strengthen community networks in helping them become more joined; it also offers community people with the relations they need, to find care from government institutions to access services (Filliponi, 2011). Ultimately, community development will be achieved through the assistance on the state, council and the community at large.

2.3.2. Planning approaches to service delivery

Public resources are essential to government and it is therefore the responsibility of civic states to ensure that the public has access to resources at all times. It is however significant that the state provide for the services that are needed to the people within the society (Bauhr and Nasiritousi, 2012; Acosta, 2013; Sovacool, Walter, van der Graaf and Andrews, 2016). Again, it is of great importance that transparency and openness form the basis of government institutions in any given country to ensure that every resource is accounted for. In Europe emphasis is placed on effective and efficient management of public resources, catering for every individual within the community. The citizens find pleasure and assurance that the

government puts their needs in the forefront of every activity taking place in their communities (Geginat, 2012).

Therefore, information should be evenly distributed to ensure that the community is well informed on public resources available to them, and how to access those resources, that would assist in supporting the government and it will also empower citizens and show them the importance of monitoring the quality of resources and services provided to them as it is for their benefit. In order to instill democratization in African countries, state institutions supports even distribution of information to the people at all times, in order to display a sense of equality and belonging when it comes to the people (Sovacool *et al.,* 2016). Countries such as London have come up with network approaches that are aimed at supporting the functions of community development workers in order to improve service delivery (Ahmad, Devarajan, Khemani and Shah, 2005; Mubangizi, 2009). This was done in a way of diversification of ideas; wherein, different fields of studies were brought together, so that the incorporation of different ideas influence the decisions government or states make; moreover, the incorporation of different technological and more enhanced methods were adopted and involved, where some of the methods included the usage of information and communication technologies (ICT) to share experiences when it came to problem solving (Community Development Workers Handbook, 2006; Tilbury, 2011; Casey, Glennerster and Miguel, 2012). This allowed information to move free and faster reaching the people in time.

This plan allowed approaches used in countries to be adopted in other countries with similar problems. However, it had to be certified that indeed the situations faced in the countries where the plans have worked, are similar to those of the country in need (Casey *et al.,* 2012; Hanley, 2012). Therefore, with plans that are adopted from other countries there is a huge need of thorough investigations to be conducted in order to confidently say they will work in countries in need. Hence, it is said that, depending on spatial backgrounds not being equally identical, such supports and plans should be evaluated before they can be applied in other countries (Hanley, 2012). Although there are different approaches in which countries can adopt, it is really upon the country to choose the best suitable approach that relates and corresponds with the problems faced in the community (Hensen and Mailand, 2013).

There are two most commonly used approaches worldwide, and they are the top down and the bottom up approaches to service delivery (Denizer *et al.,* 2013).

These approaches are mainly focused on the status and/or the decisions of the state government, what the state has agreed upon in terms of decision-making processes. In Sierra Leone the power is vested in the state government when it comes making decisions (Wilson, 2015). Power allows the government to make decisions for the society. It is quite rare to find state organs that have a direct relationship with the society in which it serves; the commonly used approach is the top-down approach where the decisions are made on behalf of the people (Denizier *et al*., 2013; Wilson, 2015).

It is said that public involvement should form part and parcel of all actions taken in communities, in order to avoid misunderstandings between the people and the state government (Samah and Aref, 2011; Gwala and Theron, 2012; Mansuri and Rao, 2013). In most cases, most countries are however rigid and are resistant to change. Tanzanians, ensure that they are involved every step of the way. As they believe that working together to achieve the overall goal of the community involves all stakeholders and agencies that aim at changing the community to be all included and also would require that all processes be transparent (Lange and Kolstad, 2012). Committees involved should see that they included the community from the beginning up until the final decision, so that they are able to deliver to their promises as per agreement and also to ensure that the community is fully satisfied with what is provided to them (Muro and Namuonge, 2015).

The most popular approach that was developed in Ireland in the 1980s, which was based on a strong history of local and community development activities, was the integrated approach, which focused on the integration of both the social and economic challenges faced in the communities. Robust engagement of the State's local and community development sectors in hope that there was broader mainstream programmes to be introduced, allowed the narrow and sector-specific problems to be fitted in the broader mainstream programmes. This approach allowed the state to coherently tackle all the required problems at once, having to save resources and optimally serving the communities (Bryne, 2001; Pinkerton and

Campbell, 2002; Geoghegan; 2006; O'Brein, 2007; Hamilton, Hansonn, Bell, and Toucas, 2008; Morrissey, 2010; Campbell *et al.*, 2010).

Moreover, in as much as community development is accepted and adopted with different approaches to it, the Northern Ireland still considers community development as one major aspect that has grown and flourished as it now exist independently. Playing a significant role in social welfare provision and building social capital (Morrissey, 2010; Das *et al.,* 2015). It should also be noted that, as the strategic plans are put together, when approaches are identified, the adoption process should consider the deliberative assembly of authority to check as to whether or not the approaches are conflicting with the laws, regulatory systems, policies, and frameworks which are set to operate in the country. This will give a clear guide towards approaches that can be applicable in countries and those that cannot be applicable (Hensen and Mailand, 2013).

2.3.3. Structures and systems governing service delivery

Structures of governance are put in place to underpin all development processes (Chhotray, 2009). Failure in the provision of public services has motivated the promotion of participative governance and systems to be adopted that will ensure accountability and an increased emphasis on structures of governance (Speer, 2012; Dwyer and Hodge, 2016). Establishment of policies and the continuous monitoring and evaluation for proper implementation and delivery of services by members of the governing body is an integral part in the constitution of most countries. Hence the establishment of such policies which will contribute vastly to the establishments of structures as they create a solid foundation on how services should be governed (Speer, 2012; Prasad, Green and Heales, 2016). This however, builds a strong balanced structure that will constitute a strong relationship between local governments and citizens focusing and basing the aim of such structures on improving vertical accountability from both the government and the people (Speer, 2012; Sattler, Schröter, Jericó-Daminello, Sessin-Dilascio, Meyer, Matzdof, Wartmann, Sinisgali, Meyer and Giersch, 2015).

Furthermore, there is a need to integrate different disciplines of study in the formation of structures. This will allow the structures to cover a wide range of

regulatory boundaries as the spectrum that generally supports the people will be covered and also place emphasis in the insurance and the accommodation of the more complex issues. Structures have to be open minded as they cater for a diverse range of issues. Inputs should be gathered from multiple sources and policies should support the contributions and engagements made by stakeholders (Lockwood, 2010; Dwyer and Hodge, 2016). This can require mediation and resourcefulness, but also takes a great deal of time to build levels of confidence and admiration that support positive concerted work to ensure proper service delivery. The general aim of good governance through the enforcement of such structures is encouraged (Geoghegan and Powell, 2006; Sattler *et al.*, 2015).

Purposively, the main aim of structural ideologies, is to determine how power and responsibilities are to be exercised, also to emanate strategies that will assist with the curbing of systems that failed, at the same time innovating different improved ways of doing things with an aim of improving the livelihoods of the poor and channeling structures into good light (Speer, 2012; Lockwood, 2010; Dwyer and Hodges, 2016). It should be highlighted that governance structures have everything to do with the design and implementation of everyday rules on public services, to be altered to best cater for the targeted (Griffin, 2013; Mercado, Hoppe, Graf, Wardbroek, Lammers and Lepping, 2015). Therefore, it will be of high significance to ensure that when the policies are established, the decisions should at all times be of courtesy to the civil society (Lockwood, 2010; Dwyer and Hodge, 2016). In fact, the people should be at the center of the structural committee or form part of the committee, in order to, influence the decisions that will affect them simply because they are the beneficiaries.

Governance structures include "non-statutory actors as decision makers in local development processes" and states develop frameworks in which services will be provided for their people (Stead, 2014; Furmankiewicz, Janc and Walsh, 2016; Macken- Walsh, 2016). According to Filliponi (2011) "in order for strategies to be effective, evidence suggests that public bodies need to be prepared to change their 'normal' way of involving the public in consultation exercises" (Fillliponi, 2011; Dwyer and Hodge, 2016). Contact and consultation across communities forms the core of structures, with the aim of eliminating how people interpret and perceive the idea of

development. The different narrations of development that confuse people and their understanding of development are far more different from what it really is, as they have not been clarified about development targets. Therefore, involving them in the committee will enlighten their knowledge and familiarize them with the missions of development.

With that done, the people will be able to highlight on their needs and therefore give clarity on the priority of their needs and also assist in the decision making process of development (Mercado *et al.*, 2016). Workshops, dialogue groups, cross-community forums and other strategies geared towards fostering inter-group awareness was seen as a way of shifting the general thinking of community people and helping them get in depth knowledge of what they though is the problem and how that can be resolved (O'Brien, 2007; Yalegama *et al.,* 2016). Sweden, introduced a concept that had the potential of being responsive to the needs and priorities of the beneficiaries and at the same time the concept was meant to strike a balance between the needs and demands of the beneficiaries, bearing in mind that there may be constraints conflicting with the achievement of that (Soderberg, 2016).

When structures and strategies are put in place, they need to ensure that equity, efficiency and sustainability will be consistent in order to progressively improve on the previous structures as the main aim is to enhance and to be improved. A basic approach to which services are to be rendered, basing its purpose on approaching matters that are affecting people at the grass root levels efficiently, with a flexible liaison approach incorporated in addressing matters that are affecting the people, and all protocols reserved for any adjustments should there be a need (Geoghegan, 2006; Batuwitage,2014;). New policies being introduced regarding matters arising, formulated in conjunction to how the implementation will take place was made cognizant as previous structures did not correspond and support implementation (Casey *et al.*, 2012). It is believed that this will be possible when all parties are involved, as beneficiaries assist in directing strategies towards the important point as they know exactly what is needed; therefore, they should be involved in the formulation of such policies to ensure that their needs are considered and at the same time the policies protect their rights at all costs (Lackowska-Madurowicz and Swiamiewicz, 2013).

In Northern Ireland, the custom of committee members is used to formulate structures. Heads are put together to come with ways of dealing with problems faced in communities and contact across communities is applied in order to eliminate how communities interpret the idea of development (Hamilton *et al.*, 2008; Campbell *et al.*, 2010; Abramovitz and Zelnick, 2010). This is a rather difficult thing to go through with, as it will be almost impossible to deal with different narrations and mentalities instilled. However, workshops, dialogue groups, cross-community forums and other strategies geared towards fostering inter-group awareness was seen as a way of shifting the general thinking of community people and helping them get in depth knowledge of was they though is the problem and how that can be resolved (O'Brien, 2007; Speer, 2012;).   The approach failed to reach its expected outcome of transforming the society into a more coherent community as most worked in isolation and was not interested in attending the programmes put in place to help resolve conflict and disparities (Campell *et al.,* 2010).

Furthermore, the cross-community tension escalated hostility and intimidation, threating the success of community development and also exacerbating a battlefield of vague constitutional demands impossible for the state to deliver (Hughes and Donnelly, 2001).Therefore, community development workers are in a discourse with the state and communities, as they are caught in between the fuming communities and the tenacious state (O'Brien, 2007).

2.3.4. Processes and procedures for service delivery

Based on past experiences of colonialism and conflict, countries are still struggling to recover from what they have been through, so in order to remedy and move past the endurances, development should be strategized in a way that it will encourage harmony and equity. Focusing largely on the vulnerable and marginalized groups to diminish the daunting attitude so that they don't become reluctant to pursue and compete for service provision within their communities. Managers and commissioners of community development work need to understand and familiarize themselves with the challenges underpinning in different countries, so that they come up with a plan of action that would be sufficient in tackling problems. The great deal of doing so will allow them to narrow the scope and also deal with the problem before introducing community development or simultaneously deal with them both

(Bryne, 2001; Geoghegan and Powell, 2006; Longstaff, 2008; Abramovitz and Zelnick, 2010).

According to Hanley (2012) substantial range of public services in imperial Brazil and requires services to be provided to communities by law. However, it was evidently proven when municipal financial ledgers of four provinces in Sao Paulo confirmed that the operations of local municipalities had minimal funds to operate within local government and this constrained the provision of public service and infrastructure. Many countries use diverse ways to complement and offer support to communities. The United States places emphasis on the roles of internal and external governance mechanisms such as the combination of shareholder control, boards monitoring function and external market discipline, forcing them to cooperate with the operations of the state. It may be that, other countries provide support to different countries, based on minerals and resources that are more sufficient in their countries.

As a result the governance of the services offered should not conflict with the policy structures of the country being supplied. There should be cooperation in terms of the procedural delivery as per country, based on its belief and it should therefore be communicated and researched by the supplier (Liang, Chen and Chen, 2016). Becher and Frye (2011) also alluded that regulatory processes of countries guide and direct suppliers on how they can sustain partnership with other countries, mentioning that it should be the responsibility of the sponsors to familiarize themselves with the regulatory systems put in place in areas where services will be provided, in order to complement and enhance rather than substituting the programmes of the countries being supplied. This is believed to improve and grow the relationship between the countries and promote more interventions in the future.

Board members of organizations, commonly have different views in how things should be governed. Although the main aim of governance is transdisciplinary, it is solely focused on addressing societal issues (Mattor, Betsill, Huayhuaca, Huber-Steams, Jedd, Sternlieb, Bixler, Luizza and Cheng, 2014). In the West Region of the United States governance is seen to be a platform to present an opportunity to address complex social problems by integrating an collection of theoretical and methodological approaches across the social sciences in order to solve and support societies (Evely, Fazey, Lambin, Lambert, Allen and Pinard, 2010; Lang, Wiek,

Bergmann, Stauffacher, Martens, Moll, Swilling and Thomas, 2012; Mattor *et al.,* 2014). Working effectively across different boundaries allows a different view on how issues faced in localities can be resolved.

Coordinating them in a transdisciplinary approaches to get different view-points on how societal needs can be catered for is seen to be the best strategy in dealing with issues of societies.   Much emphasis is placed on the integration of external boundaries, linking them with the internal boundaries and checking the significance in terms of how successful the combined variables may result into (Mattor *et al.,* 2014). Canadian societies evolved legal frameworks that stipulate new approaches that support the rights of the people in the society allowing them to form part and parcel of governance that is aimed for them (Phare, 2011; Basdeo and Bharadwaj, 2013; von der Porten and De Loe, 2014; Simms, 2016). People in this societies are given roles that inforce active participation within the government and also create a linkage between them and statutory bodies.

This explores the rights of the community and expands opportunities for the society to participate in governance processes allowing them to bring ideas and new approaches to the table, all matters that affect them are on a larger scale assessed thoroughly and it is therefore ensured that the government resolves them quicker. Effective resolution of issues show the level of commitment by the parties directed to deliver, therefore optimal assurance is assumed even prior actual implementation. Ideally, this can be labelled as collaborative involvement of all parties involved or affected, whether positively or negatively. Hence it is specified that collaborative involvement ensures clear definition of matters arising and the approaches that will be best suitable in dealing with the matters (Fraser Basin Council, 2012; Brandes and O'Riordan, 2014).

Improving the delivery of public services, especially in an area where poverty is vast, remains a major concern for most developing countries (Esfahani, 2005). In Iran, NGOs compete with the new established public foundation; in terms of the delivery of services as these foundations have become dominant in implementing the notion of service delivery (Esfahani, 2005). These public foundations are referred to as bonyads in Iran, which are charitable trusts that play a major role in the provision of services. Local government succeeded in improving access and quality of local

services by developing new infrastructure in the form of drinking water, houses and toilets in India (Vijayanand, 2001; Heller 2007). In Indonesia, access to services such as education and health improved as local governments started spending more on these services (Sjahrir and Kiskatos, 2011). However, the failure of service delivery has contributed to the vicious circle of poverty in numerous developing countries and jeopardizes further human development in many parts of the world (Esfahani, 2005). Allegations on corruption are aggregated by the lack of openness and transparency, hence it should be eliminated (*Sovacool, et al.,* 2016).

There are detailed tasks customary for the municipal Council in the Brazilian political administration and they embolden the clarification that the municipal leadership should see to it that the entire population be well served. This was said after realizing that the municipality is unable to cover and deliver public goods to the people (Hanley, 2012). The municipality's inability to render services forced the Brazilian population suffer problems of prejudice and intervention was a requirement at that point in order to resolve and undo previous mistakes (Hensen and Mailand, 2013). Patronage resulted in poor governance, it is argued, because of the subordinate position of the municipality within the system of favors and loyalties that dominated nineteenth-century politics. Prejudice was also apparent in public administration (Hanley, 2012). The minimum standard of quality and equity should however be maintained in services provided (Lockwood, 2010; Majam, 2012).

Community development employees as alluded in the Sub- Saharian provide guidance and practical support in helping organizations to develop formal constitutions and funding arrangements, and ensure that they address exclusion and discrimination. They also work with individuals to build their capacity and confidence to get involved and take on new responsibilities (McKinlay, 2006; Banks and Orton, 2007; O'Brien, 2007). However, much of these are dependent on how the state chooses to facilitate the process of distributing services and also on how services will be governed, based on the frameworks, structures, system policies and procedures that are constituted to guide the process. As a result the formation of networks within the United Nations kingdom permits a foundation for communities to organize themselves collectively into self-help groups or voluntary organizations, either to provide support services directly or to put pressure on the statutory services to

become more appropriate to their issues and diverse cultures (Geoghegan, 2006; Longstaff, 2008).

According to Kakaza and Ntonzima (2012), sustainable development is an international concern as it ensures continuation of the service delivery even after the project or program within an area has been implemented and completed. It is however imperative to practice development that will ensure sustainability so that people are happy for longer and not temporarily. This will create a liaison that will improve communities and the connection will not only be for the betterment of a community but highlight the community's development plan as a success story across the globe (Biersteker, 2010; Wong, 2012; Denizer *et al*., 2013). Again the developing countries will adopt the strategy and implement in their communities and soon the entire world will be fully developed and many problems will be resolved. Leaving in a country where there is no growth is a problem on its own, as there is much shortage of resources and informative skills and the knowledge to manipulate situations, therefore community development equip communities with necessary information on how to go about developing (Fanthrope and Gabelle, 2013; Martinez and Franks, 2014).

Through the assistance of personnel employed to assist with indispensable resources and services, communities become exposed and utilize the services in order for them to be developed. Therefore the people involved in the facilitation of and playing a role in linking the community to relevant agencies that are aimed at sponsoring the development within communities are playing a huge role and contribute enormously and are therefore significant (Bunyan, 2013; Arcand and Wagner, 2016).

2.4. The contributions of Community Development Workers towards Service Delivery

The arrangement of CDWs has become a beneficial nation as it covers important issues that leave all unresolved issues attached to particular people that need to ensure that they become attended to (Goldsworthy, 2002; Mowbray, 2011). Such issues do not necessarily say plans have failed, but rather denote that they are inevitable and through CDWs, the community, managers and commissioners

together in government institutions they can be resolved. Masongo and Mfene (2012) mentioned a critical role of an effective service delivery process as the insurance of sustainable access to basic services. Community development workers as the facilitators and role players of development have the ability to assess and identify common problems and collectively seek alternative strategies to resolve to problems faced in communities (Tshishonga *and* Mafema, 2008). In most developing countries, community development workers are involved in projects that are earmarked to be immense and through that it can be highlighted that they are put before and overrated as big shots in their own right.

Community development workers are an important factor in communities as they ensure that there is a relationship between the people and the sponsors for services (Wilson, 2015). They are known to be very familiar with the communities they work in and therefore, even before they can consult with the community, they already know what is needed in the community (Gilberthorpe, 2013; Arcand and Wagner, 2016). They have access to the sponsors and they can make ways to ensure that the needs of the community are reported to the sponsors faster that the sponsors having to consult with the people on their needs as it may take time to organise meetings for the sponsors and the community to meet and discuss (Martinez and Franks, 2014; Yalegama *et al.,* 2016). Some community members may be reluctant to meet with the sponsors as they believe or are under the impression that the government is not routing so much for them. Therefore, community development workers intervene in this regard; to make the community aware of how much they can gain form cooperating with government and discussing their demands and show both parties that it is possible to work together (Das *et al*, 2015).

CDWs advises societies on how they can be included in the decision making process of activities that are to take place in their communities and ways in which they should pitch ideas when there are meeting with the sponsors (Gwala and Theron, 2012). That being done in light of encouraging improvement of the distribution of services within the communities and also to make the community aware that they also have a say in the decision making process of development that is meant to benefit them can successfully be a reactive measure to undo previous practices (Speer, 2012;). This contribution will not only distribute information on how

to go about managing development, it will also alert the sponsors on where they should improve as they will also be able to track the level of provisions made by them and what they have not as yet delivered (Ahmad *et al.*, 2005; Biard Mclontosh and Ozler, 2013; Batuwitage, 2014). Making it easier for them to take initiative in improving where they lacked or the not so impressive moves they have taken, and drive their attention towards improving service excellence through their programmes.

This encourages community participation and hands on involvement in activities that are taking place within the community as people are constantly consulted on about their development, the direction which should be taken and approaches to be used to obtain efficient results in order for the sponsors to be applauded and the community to enjoy the fruits of development (Samah and Aref, 2011; Gwala and Theron, 2012; Mansuri and Rao, 2013). In the United Kingdom, community development work is identified as a profession and qualifications are a requirement as such. Evidence can be shown through programs offered in various universities across the globe such as Manchester, Crewe and Cheshire that graduate candidates in fields that offer the qualifications community development that there are employment requirements in such fields (Geoghagen and Powell, 2006; Hart, 2012). People pursue careers as skilled and trained personnel in the field of community development work in order to gain power, knowledge and the skill of working with people for the people.

Other qualifications could be obtained through the attendance of training and learner ships that assist people in familiarizing themselves with how to approach and assist in communities and ways in which they should approach communities when they want to assist (Hart, 2012). Workers are being trained on how they can offer assistance in communities and how they can redirect activities that are taking place in the communities. They also are equipped with the skill to integrate and let the people form part of programmes that are directed to benefit them and their wellbeing. Much of their role is to assist and best cater for the people's needs (Mubangizi, 2009; Mukherji, 2013).

Although most of the community development workers in some parts of the world have not as yet been trained to work as professionals in the field of serving the communities, they still have the ability of overcoming the challenges they stumble

across and also achieve the goals in which they have set for themselves, which is serving the communities (Geoghegan and Powell, 2006; Hart, 2012). Even though their awkwardly not the same, given how they are called, they are still aiming at the same thing; therefore, they strive to overcome the challenges of communities roaring for what is deserved by communities, they still manage to achieve their objective withstanding the obtainment of a professional qualification. Meaning that, their role and functions are clearly defined to protect and improve the social wellbeing of the people and encourage both the sponsors and the community to have a relationship in order for them to have a mutual understanding of the needs of the community and how sponsors plan to approach and resolve problems (Mansuri and Rao, 2013; Ika and Hodgoson, 2014).

The attitude that community development workers should hold must assert the interest of working with people, patience, humbleness and endurance. Aligning their focus to the people they are serving in order to perform their functions to the best of their ability (Wong, 2012; Golini and Landoni, 2014). They serve as linkage between the community and the municipalities, states, agencies and development trusts that offer services to the community (Ahmad and Talib, 2015). In most international countries, associations urge that community development workers cooperate on a mutual concern in order to focus on the needs of the communities and also to combine efforts and focus them together to gain momentum in structuring the plan of ensuring that the society is satisfied (Chile, 2012). Through assisting the betterment of societies in most developing countries, community development workers play a pivotal role and contribute enormously towards the improvement of service delivery. Them facilitating community activities ensures that services are delivered to people and in so doing; they are fulfilling the functions in which they are set to concentrate in communities and their role of harmonizing and integrating all parties that are involved to bring about peace and the delivery of services (O'Brien, 2007; Das *et al*, 2015).

As their mandate, they sought to drive the government towards improving the lives of the people they serve and represent the needs of the communities at a higher level of government, ensuring that the needs of the people are taken much into considerations by government institutions (Cruz and Sonn, 2011). They do not only

represent the people's needs to the institutions, but they also empower citizens, making them aware that they also have the powers of making decisions in programmes of development taking place in their localities (Asmorowati, 2011; Samah and Aref, 2011; Batuwitage, 2014; Ahmad and Talib, 2015). This opportunity that is realized by the people is found to be profound as the community will utilize it to gain access to resources, achieve certain goals and make important contributions to the decisions (Davis, Theron and Maphunye, 2005). Furthermore, with that done the access of services will be promoted and improved and therefore the provision of services will be enhanced and will rapidly grow as there will be improvements in the people attitudes towards development. A strong relationship between the government and the people will be built and development will be achieved (Masango and Mfene, 2012).

2.5.   Conclusion

Foregone the contestations of being underdeveloped, states have come up with strategies that aim at curbing underdevelopment. It has become a collective struggle between nations, to assist each other in coming up with solutions that will help curb the problems that communities face with regard to service delivery. Even though community development encourages harmony and the endurances of problems to reach the expected outcome of transforming societies, coherence and integration are two ingredients that will assist in the attainment of that. Working in isolation does not only introduce or accelerate problems; it exacerbates and puts pressure on the structures that are aiming at resolving conflict and disparities. This will result in communities being in battlefields of vague demands impossible to for the state to deliver and that will create a daunting attitude of service providers which will be reluctant to deliver service to communities.

Although access to services still remain a problem in most countries, especially developing countries, coming up with programs that aim at assisting communities, helping the societies own development that belongs to them, empowering and building capacity, employing and integrating programs that are put together for the needs of communities as a global practice will help attain the goal for most countries. All this put together can help the achievement of social justice and the overall development of communities and the people within those communities. However, challenges still persist as CDWs are continuously being faced with stumbling blocks standing in the way for the achievement and equitable distribution of services in communities. Professionalization of the concept seems to be a solution that will help CDWs to be taken serious by the societies as they would have gained knowledge and the skill to practice what they deem important in assisting them to be able to assist the community. Therefore, nations need to come together and follow the tracks of developed countries so that they can also achieve development. In so doing community development will be achieved and many problems will be resolved.

Therefore, the conduction of research for the betterment of service delivery may improve the governance of services in countries. However, this can be best achieved if countries use similar approaches. Even though government institutions introduced approaches and strategies that will help in achieving the goal of community

development, it is still a challenge for people to access the services as there are channels that they need to follow in order to access those services. Therefore, community development workers are at the fore-front of the vehicle of development and facilitate the delivery of services within communities with help from government and other service providers. It is important for them to have qualifications, with that they would have acquired the knowledge and skill to facilitate the functions and roles without stepping on the toes of the community.

CHAPTER THREE
COMMUNITY DEVELOPMENT WORKERS AND SERVICE DELIVERY IN A SOUTH AFRICAN CONTEXT

3.1.   Introduction

Since the advent of democracy in 1994, South Africa has had to consider the legacy of deeply divided and unequal societies and ways to adopt to bring about a balance between previously marginalized groups and those that were privileged (Teahan *et al.,* 2002). The concept of community development had to be introduced as a way of encouraging combined work to enhance the capacity of less powerful groups in order to address their societal, economic and environmental problems (Takhar, 2014). Again, it was seen as the gateway to bring about change and influence the balance that was hoped for. A strong and functioning community forms the core and therefore is followed by conducive resource accessibility, that all form part of what community development is all about; however, this comes with many more aspects that should be incorporated, which include, the changing of attitudes, the mobilization of existing skills, improvements of networks, using community assets in new ways and how to deal with problems. It is believed that, if all these are considered, situations in communities will be improved (Geber and Motlhake, 2008).

Community development relies on interaction between people and joint actions that are willing to assist in the improvement of social, economic and environmental situations of a community, and it is however important for both the state and community to actively be involved for its success. Therefore, the activities of community development have to be led by public servants or personnel, performing community development activities; hence the introduction of community development workers (Bunyan, 2013). It has been empirically proven that, most communities do not make use of the opportunities made available for their development; however, this lack of knowledge aggregates debates on unequal public services delivery (De Beer and Swanepoel, 1998; Holtzhausen, 2012; Mpofu and Hlatywayo, 2015). The problem does not lie at the base of inequality, but rather, the lack of information on how services can be accessed and which channels to follow if services are required (Banks and Orton, 2007; Simmons, Klasko, Fleming, Koskan, Jackson, Noel-

Thomas, Luque, Vadaparampil, Lee, Quinn, Britt, Waddell, Meade and Gwede, 2011).

Justification to what literature argued all confirms that indeed inequality is the cause of the problem due to that, communities feel divided and information is likely not to reach the as opposed to spreading across the entire population, based on how it is distributed (Campbell, 2012; Wilson, 2015). The Constitution of the Republic of South Africa (1996), the Bill of Rights in particular, clearly provides for community development as a human right. However, community development is perceived to be a tool used to achieve service delivery in order to meet the needs of the poor and vulnerable (Luka and Maistry, 2012; Archibald, Sharrock, Buckley and Cook, 2016). Therefore, the mandate of community development is to clear inequality in communities making sure that everyone is involved in the process of service delivery to optimally ensure that people are catered for. Inequally should not be in the mist of community in order to fulfil the agenda of community development within communities in Southern Africa (Polson, Kim, Jang, Johnson and Smith, 2013).

Conflicts that stigmatized inequalities in communities, affect the achievement of community development (Kemp, 2010; Hinojosa, 2013). Moving past the clashes of unfair distribution of resources and services within communities would take a great effort to undo the prejudices that lead to the conflicts (Hinojosa, 2013). It would mean that policies be promulgated that will integrate community development together with conflict resolution as a strategy to potentially build peace and to move away from oppression (O'Brein, 2007; Polson *et al.,* 2013). Community development aims at improving problems of information access through the use of community development workers in order to disengage structures that oppressed the people from being fairly treated (Kemp, 2010; Grimm, Fox, Baines and Alberton, 2013). South Africa is moving towards becoming fully developed; however, in order for that to be achieved, certain strategies and techniques to help assist in the shift from being underdeveloped to developed have to be adopted (Maconachie and Hilson, 2013; Mansuri and Rao, 2013). Therefore, the incorporation of employees or public servants called CDWs that will facilitate the process has to also be adopted in order to move forward with development (Zanbar and Itzhaky, 2013; van der Schoor and Scholtens, 2015). In as much as it is hoped for South Africa to become developed,

the acceptance of community development proves that the country is willing to adopt to change as community development is considered to form part of the constitution (Archibald *et al.,* 2016).

3.2. Roles and functions of community developments workers in South Africa

The Constitution of the Republic of South Africa, 1996 contains a Bill of Rights which provides and supports community development as a basic human right for all. Generally, community development calls for collective work that is aimed at improving the capacity of less powerful groups in order to address their social, economic and political needs, and that all plays a significant role in determining service delivery (Geoghegan and Powell*,* 2006; Davids and Cloete, 2011; Yalegama *et al.*, 2016). In South Africa, the overall theory of community development emphasizes the importance of community participation, ownership, self-determination, empowerment, capacity building and most of all social security (Mubangizi, 2009; Nasabgo and Mfene, 2012; Mansuri and Rao, 2013; Syn, 2014). It is through the use of what is called community development workers that community development activities are realized and carried out. These workers assist communities by identifying community networks, the needs of the community, relevant agencies that would assist in tackling the identified needs of the community and encouraging dialogue with commissioners to develop more accessible and appropriate services (Good Governance Learning Network, 2008; Das *et al.*, 2015).

CDWs facilitate and ensure that the needs of the people are being met by government. They are organized to fill the service gap between government services and local communities (Banks and Orton, 2009; Davids and Cloete, 2011; Kakaza and Ntonzima, 2012; Mpofu and Hlatywayo, 2015). This whole introduction of CDWs has since assisted communities and helped create a new advanced way of communicating with the government. They can be classified as local agents of change within local government institutions with support and guidance from the local, provincial and national government (Davids, 2008; Luka and Maistry, 2012; Archibald *et al.*, 2016). Community development workers (CDWs) are linkages between municipalities and their citizens (Du Plessis, 2012). Their job is to ensure that government comes up with strategies that will allow for fair distribution of

services amongst the communities and decrease demands of services (Tshishonga and Mafema, 2008; Du Plessis, 2012; Das *et al.,* 2015).

Their orientation is designed in such a manner that the people can be able to realize their potential and have the strength to participate in activities that are responsive to the problems within their community (Moscardo, 2008; Davies, 2009; Department of Local Government and Housing, 2012). "It is however important to note that both constitutional and policy imperatives have been established with regard to policies that guide service delivery areas" (Soderberg, 2016). Hence it was emphasized, by the former president of the country Thabo Mbeki in February 2003 that, "public service echelons of multi skilled community development workers must be introduced, to act as the government's direct link to communities in order to promote democracy, social and economic integration and social justice". With the view that the public servants are earmarked to be important, they know how to bring the government nearer to the people and also enable them to respond to the community needs, it was then initiated that the Department of Public Service and Administration (DPSA) comes up with a plan of finalizing all human resource (HR) related planning pertaining to the recruitment and selection of CDWs.

Together with other relevant institutions such as the South African Management Development Institute (SAMDI) which makes inputs in order to standardize the description of the job that CDWs are required to perform and the appropriate National Qualification Framework (NQF) level for this type of public servants, the national government is able to monitor the work done (Hart, 2012). Reality is however more complex and South Africa's CDWs cannot be generalized as compared to those in international countries. As stipulated in the National Governmental Gazette (2015) and supported and recognised by the South African Qualification Authority (SAQA) a qualification has been created to instil knowledge and inform community development workers about the scope of their work (Hart, 2012). This professional qualification process allows for practitioners to gather theoretical knowledge and practical skills to facilitate activities that enable households and communities to manage their own development in order to achieve sustainable livelihoods and development (Nkonya, Phillip and Mogues, 2012; Mukheri, 2013; Archibald *et al.,* 2016).

This highlights the significant role in which CDWs play in communities; moreover, this qualification will help them have light on how to serve people, and also on how they can assist through encouraging participative work from both the state and the community itself (Samah and Aref, 2011; Gwala and Theron, 2012; Gwede, 2015). Preferably, CDWs should be members of the community they are serving, in that way they will be well informed about the needs of the community their serving (Gwede, 2015). Even before the government can establish platforms to consult the communities, CDWs would have informed them on what is needed in the community. Such information will be significant to the government as they would approach communities having an idea of what is expected of them (Holtzhausen, 2012; Reddy, Nzimakwe and Ramlucken, 2012; Hoope, Graf, Warbroek, Lammers and Lepping, 2015). Hence it is said that government has access and gathers community information through CDWSs beforehand so that they are able to strategize the approach to use when going to communities (Speer, 2012).

The linkage in which CDWs serve between the community and government is useful for many things to name a few (Chile, 2003; Mubangizi, 2009; Department of Public Service and Administration, 2010; Davids and Cloete, 2011). It allows them to have greater influence in the overall society and also, in making the community aware of the importance of partaking in the decision making processes of development that affects them (DPLG, 2005; Hart, 2012; Das *et al.*, 2015). They ensure that everyone has information and access to the services that are available (Department of Cooperative Governance and Traditional Affairs, 2006; Davids and Cloete, 2011; DPSA, 2008-2014). The *Constitution* of the *Republic of South Africa*, mandated that the local government should ensure that at the grass root level, communities be given the opportunity to own and take part in the development of their very own communities (Disoloane and Lekonyane, 2011; Hargreaves, Hielscher, Seyfang and Smith, 2013). And being able to take part would require people to have information at their disposal.

Moreover, it is the responsibility of CDWs to ensure that all citizens in the communities form part of the development that will take place within the boundaries of their communities, and also, that transparency and consultation certify that citizens partake in activities that concern them (Butler and Drakeford, 2001;

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Abromovitz and Zelnick, 2010; Cruz and Sonn, 2011). This will allow them to give inputs and add ideas on how things can be approached as they will be having information (Polsom *et al.,* 2013). The benefits of information sharing will ensure that services that are delivered to the communities are relevant as per their requests (Masango and Mfene, 2012; Speer, 2012). It is a fundamental procedure that CDWs communicate with both the community and the government so that there are no misrepresentations of information at any given point (De Beer and Swanepoel, 1998; Gwala and Theron, 2012; Lippman, Neilands, Leslie, Maman, MacPhail, Twine, Peacock, Kahn and Pettifor, 2016).

Having obtained the qualification, CDWs will be trained on how to deliver information to the communities and the government and they will also learn the skill of being precise and polite when delivering the news (Hart, 2012). This information will assist both parties to make inputs and decisions on how the process of service delivery will run (Speer, 2012; Kakaza and Ntonzima, 2012; Mpofu and Hlatywayo, 2015). Moreover, it should be emphasized that CDWs are only there to assist in the facilitation of information, programmes, working together with relevant agencies, including community-based organizations (CBOs) or groups, to tackle and ensure providence of the identified needs and encourage dialogue with commissioners to develop more accessible and appropriate services (Teahan *et al.,* 2002; Geoghegan, 2006; Filliponi, 2011; Mpofu and Hlatywayo, 2015). Their role is clearly defined, and they only serve as a linkage and they are not there to make decisions on behalf of the community. Yes, one way or the other, if they form part of the community they are serving, they are going to benefit from doing a great job in facilitating the process.

Dating back to the apartheid era, people at the grassroots level did not have direct access to the services provided, they did not have the right to choose the services they received (Hoppe *et al.,* 2015). Services provided to them were imposed by the government, with disregard of whether they needed the services or not (Speer, 2012). In order to undo previous systems, Governmental Gazette (2015) highlighted that community development processes are intended to empower local communities and strengthen the capacity of the people as active citizens through their communities, organizations and networks through CDWs (Samah and Aref, 2011;

Masango and Mfene, 2012; Syn, 2014). The impact that CDWs have in communities should be that, the skills that CDWs have acquired contribute towards effective service delivery (Evaluation of the Community Development Worker Programme, 2005; Mubangizi, 2009; Sokupa, 2010; Mpofu and Hlatywayo, 2015).

CDWs should also seek to capacitate organizations and interventions within the communities in order to interchange and work together for the people (Moscardo, 2008; Shiel, Filho, Paco, and Brandli, 2016; Gwede, 2016). As part of community development worker's job description, their main functions are to ensure that the community is represented at all the three spheres of government, ensure that communities are assisted to develop and articulate their needs, assist the community to set targets and prioritize requirements, facilitate the development of community, facilitate public participation, identify service blockages, find solutions to the identified blockages by interacting them with the three spheres of government structures, co-coordinate the activities of local community workers and also resolving disputes between government and communities, and generally acting as community organizers and facilitators of development (Chile, 2003; DPSA, 2009:16; Mubangizi, 2009; Davids and Cloete, 2011).

Overall, the function of community development workers in South Africa is to support and improve participatory democracy by educating and empowering local people through creating community awareness of government processes, policies and projects (Mubangizi, 2009; Masango and Mfene, 2012; Syn, 2014). Therefore, collective effort is a requirement, as community development workers cannot work in isolation from the community and the state; hence it is said that they serve as a linkage between the people and the government (Collins, Neal and Neal, 2014). The processes of community development should involve members of a community having them take part in their own development, this will not only attain sustainable development, it will also strengthen the relationship of the people, enabling them to become open and transparent about issues concerning them (Gwala and Theron, 2012; Mansuri and Rao, 2013; Gwede, 2015; Sheil *et al.*, 2016). The outcomes of the collective effort will also result in intensified capacity deriving from the people, the abilities that can be drawn from the community may be shocking and deliverables can be attained from that (Yuksel and Yuksel, 2008).

In South Africa, the duties of community development workers are more critical due to historical, demographic, socio-economic and political dynamics (Mubangizi, 2009; Archibald *et al., 2016*). One way of proving that is to ensure that CDWs to deal with the problems that communities are facing before they can even start playing and serving their roles in communities. Such problems include the account of South Africa in terms of its history which can be distinguished through the apartheid era that robbed the deliverance of services to the people based on inequality and unfair distribution of services (Bénit-Gbaffou and Katsaura, 2014). People were divided during the apartheid era and that created a periphery between the government and the people. Furthermore, it created a triviality between the people and government, making it difficult for the community to raise their needs to the government due to the relationship that lacked (Mubangizi, 2009; Holtzhausen, 2012; Gupta, Barnfield and Hipwood, 2014).

However, the advent of democracy brought with it policies and new structures that encouraged consultation and relationships between the community and government to bridge the gap (GGLN, 2008; Thornhill, 2010c). With the reversal, formation and improvement of a solid relationship between the people and government, service identification platforms were opened to every member of the community to decide on the types of services they required, in that, information sharing and consultation formed part of the core of the community and the government (Speer, 2012; Mpofu and Hlatywayo, 2015; Arcand and Wagner, 2016). Although the platforms were open to every member of the community, members still found it to be difficult to approach the government even with channels put in place for them (Mubangizi, 2009; Kemp, 2010; Holtzhausen, 2012;Polson *et al.*, 2013; Grimm *et al.*, 2013). Approaching the government is still seen as a farfetched idea by the people, they perceive it as being wrong and undoable as they are used to not directly having a relationship with the government or any other authority holders.

As alarming as it sounds, some communities especially those that are accustomed to beliefs and authority respect still do not have a relationship formed with the government, mainly because they believe that there should be a boundary between them and their authorities (Parhill, Shirani, Butler, Henwood, Grove and Pidgeon, 2015). Therefore, for them to convey their needs to the government, is still a difficult

process; however, with the assistance of CDWs the process is run and facilitated through them and services are provided (Riley, 2012; Seyfang, 2013; van der Schoor, 2015). National, provincial and local levels of government believe in the ability of CDWs to facilitate activities that are initiated in communities which they serve; hence, the three spheres of government are involved and believe that CDWs are able to boost the communities in helping them benefit from development efforts introduced in their communities (Beloglazov *et al.*, 2015). Therefore, even though most communities especially in rural areas of South Africa find it difficult to approach the government for services, CDWs are there to intervene and assist the community in shifting from not being involved to participating (Davies, 2009; van der Schoor, 2015).

Communities hesitating to identify their needs can perpetuate not having services delivered to them and to a larger extent not receiving services at all (Kemp, 2010; Thornhill, 2010c; Holtzhausen, 2012; Grimm *et al.*, 2013). The introduction of CDWs has come to assist the communities to move past the thought of oppression and make them aware of the platforms made available for them to directly approach government and stateto identify their needs (Cortes, Matarrita-Cascante and Rodriguez, 2014). Demographic information identifies the socio-economic characteristics and also alerts the CDWs about the type of population their dealing with. It also expresses statistics and identifies the age, sex, education level, income level, marital status, occupation, religion, birth rate, death rate, average size of the family, average age at marriage. A series of censuses is collected through the members of the population to confirm this information (GGLN, 2008; Campbell, 2012; Wilson, 2015; Dwyer and Hodge, 2016).

This assists the CDWs to clearly understand the environment in which they will be working in and also to devise an approach to use when assisting the community (Hargreaves *et al.*, 2013; Parkhill *et al.*, 2015; Soderberg, 2016). Therefore, it is of high recommendation that the information from all aspects related to service provision be gathered, in order to understand and ensure that nothing is missed. Hence, during the implementation of community development programmes in all provinces the government of South Africa worked closely with the Corporative Governance and Traditional Affairs (CoGTA) to understand and ensure that they

deliver services of right quality and standard, guided by the Batho Pele Principles (DPSA,2010; Nkonya *et al.*, 2012; Archibald *et al.*, 2016). Working with different institutions enables all parties involved not to miss any opportunity and ensures that all areas are covered.

CDWs also work together with ward committees, ward councilors and community based organizations (CBOs) who assist in creating community links between communities and government (SALGA, 2006; Davids, 2009; Davids and Cloete, 2011). Together, they serve as a platform of communicating governmental issues and other information to communities in an accessible manner (Masango and Mfene, 2012). However, their roles are different, CDWs' job is to assist communities, making them to be able contribute to the decision making process in the integrated development plans of municipalities (Fourie, 2011a; Du Plessis, 2012; Reddy *et al.*, 2012; Mpofu and Hlatywayo, 2015). Hence, monitoring, evaluating and reporting on development projects and the delivery services taking place in communities is seen important (Mubangizi, 2009; Kakaza and Ntonzima, 2012; Golini and Landoni, 2014). Consequently, the roles of other stakeholder are similar to those of CDWs as they also assisting the government to achieve the people's contract of a better life for all and also mediating information and activities among government and non-governmental agencies (Mubangizi, 2009; White and Stirling, 2013). In a nutshell, community development workers promote effective service delivery in all three spheres of government in South Africa (Mubangizi, 2009; Davids and Cloete, 2011).

3.2.1. Community development workers' functions in South Africa

South African government in 2003 introduced a cadre of CDWs who were set to foster partnership relationships between the government and communities in order to bring government services to the people (Davids and Cloete, 2011). CDWs were said to be the linkages between municipalities and their citizens at the same time their job is to ensure that government come up with strategies that will allow for fair distribution of services amongst the communities and decrease demands of services (Tshishonga *and* Mafema, 2008; Du Plessis, 2012; SALGA, 2006; Das *et al.,* 2015). Much of their emphasis is focused on placing people at the center of the development processes (Mubangizi, 2009; Maistry, 2009; Mubangisi, 2009; DPSA, 2010; Das *et al.,* 2015; Mpofu and Hlatywayo, 2015). This orientation is designed in

such a manner that the people can be able to realize their potential and have the strength to participate in activities that are responsive to problems within their community (Davids and Cloete, 2011).

CDWs are mandated to work closely with municipal ward committee structures consisting of equitable community representatives and chaired by elected ward councilors; moreover, there should be a relationship amongst all the mentioned parties, as these would ensure the formation of an imperative relationship that would be formed as stipulated in Chapter 4 of the local Government (Mubangisi, 2009; DPSA, 2010; Davids and Cloete, 2011). Municipal Systems Act (2000) which foresees the outcome as the participatory local democracy resulting in improved service delivery to local communities. Through which, CDWs are deployed at a community level and they are labelled to be community based resource persons for the government (Thornhill, 2010a; Thornhill, 2010b; GGLN, 2008). CDW's main objective is to influence and make sure that there is change in their shadow; however, they can also be the voice of the poor by making development more inclusive, make the governance of services strengthened and also expand resources available to the poor through organizing credit, social funding, capacity building and occupational training with relevant agencies (Mansuri and Rao, 2013; Padawangi, 2010; Masango and Mfene, 2012; Speer, 2012; Maconachie and Hilson, 2013; Archibald *et al.*, 2016; Arcand and Wagner, 2016).

CDWs are organized to fill the service gap between the government services and local communities (Banks and Orton, 2009; Davids and Cloete, 2011). Their deployment has since assisted communities and helped create a new advanced way of communicating with the government; moreover, improve the targeting of poverty programs redirecting them towards the right direction, make government more proactive in enhancing public goods and services delivery, and reinforce the community's capabilities to perform self-initiated development activities (Mubangizi, 2009; Mpofu and Hlatywayo, 2015; Beloglazov *et al.*, 2015). Complementary to the community development workers programs, they work parallel with other agencies that aim at improving and developing communities which include NGOs, CBOs and other interested institutions (Davids and Cloete, 2011; DPSA, 2008-2014).

In a way, CDWs are classified as local agents of change working within local government institutions, with support and guidance from the provincial and national government (Luka and Maistry, 2012). Their knowledge and skills are attained through professional training and qualification which assists them to be facilitators and stewards of the communities they are serving (Hart, 2012). Having have obtained their qualification training program that the government of South Africa offers for those who are interested in serving their communities allows them to start the facilitation process making new frontiers for communities in being provided with services (Geoghagen and Powell, 2006; Hart, 2012). It is a requirement that CDWs communicate with the government regularly, to ensure that information is circulated to the communities (Gwala and Theron, 2012; Holtzhausen, 2012; Reddy *et al.*, 2012; Majam, 2012; Speer, 2012). Information must be kept current at all times so that the community is always on the loop about information from the government that concerns them (Speer, 2012).

CDWs should at all times pass concerns and issues that communities rise as often as possible to service providers which in this case is government, this will ensure that the government is always updated on concerns and queries of the community, allowing them time to come up with plans of action to tackle the issues and concerns that the community has rose (Holtzhausen, 2012; Reddy *et al.*, 2012; Hoppe *et al.*, 2015). Information concerning activities that can be performed in communities gives the people the privilege of being wholly involved in the decision making processes and activities thereof (White and Stirling, 2013; Zanbar and Itzhaky, 2013;). There are numerous challenges facing communities such as unemployment, crime, ethnic conflict, inequality, poverty to name a few; Therefore, equity should form an integral part in the functions of CDWs and the government in order for those challenges to be dealt with, it should be mandated that the community be empowered (Mubangizi, 2009; Holtzhausen, 2012; Grimm *et al.*, 2013).

Projects that are initiated in communities are to employ the people in that community in order to deal and minimize the challenges faced there (Kakaza and Ntonzima, 2012; Golini and Landoni, 2014; Labonne and Chase, 2011; Yalegama *et al.*, 2016). The people who will form part of the execution team of the project should be the people from the community in question. It is always ideal to involve members of the

community in projects that take place in their community so as to give support and at the same time empower the people (Samah and Aref, 2011; Masango and Mfene, 2012; Syn, 2014; Yalegama *et al*, 2016). Members can either be involved voluntarily or be employed. This will put a halt on unemployment issues as people will be employed, minimize criminal activities and also bring peace and harmony as conflicts will be decreased and improve social capital (Labonne and Chase, 2011; Riley, 2012; Polson *et al.*, 2013; Collins *et al.*, 2014). Therefore, such recruitments ideas are mostly broad up by the CDWs as they would be familiar with the demographic profile of the community, and because it is their duty to ensure that people are aware of the project and when and if the project will require people to form part of the team (Mpofu and Hlatywayo, 2015).

It has been highlighted that members of the community should be actively involved in the decision making processes of developments that will take place within their communities and any other changes to be made in their communities. It is in this regard that CDWs should ensure that communities develop and submit proposals for inclusion in integrated development plans to municipalities, other spheres of government and donors (Du Plessis, 2012; Mpofu and Hlatywayo, 2015). This will ensure that their concerns are being taken into consideration and they will also have a say, make a decision and take part in the prioritization process of developments that will take part in their communities (Gwala and Theron, 2012; Holtzhausen, 2012; Du Plessis, 2012; Cash, 2016). CDWs should assist communities in this regard and make sure that the proposals drafted by the members are good enough to be submitted for consideration and also prepare them for the presentation of their proposals. Coordinate inter-departmental programmes and encourage integration, maintain communication with CBOs and workers as they offer various assistance such as helping the people draft curriculum vitae's and proposals, to name a few.

Community development should not only focus on development but rather expand and take into consideration other problems that can be faced in communities, problems that involve health, education and safety. They should also promote the principles of Batho Pele and community participation, help implement projects, liaise with and advocate on behalf of communities with parastatals, NGOs and private donors, help communities deal with diseases (such as TB, HIV and AIDS) and

intensify education and awareness of sexually transmitted diseases and other health matters (Ackron, 2011; Samah and Aref, 2011; Campbell, 2012; Gwala and Theron, 2012; Davids and Cloete, 2011; Gwede, 2015; Pettifor, Lippman, Selin, Peacock, Gottert and Mamal, 2015). It is therefore clear that CDWs cannot work in isolation from other stakeholders that are dedicated to assist the people. According to Geoghagen and Powell (2006) and Hart (2012), it is very important for CDWs to obtain professional qualification so that they are able to perform their functions to the best of their ability. A good CDW should be able to facilitate community initiatives that are proposed in the communities, report to the community about what the initiative entails thoroughly (De Beer and Swanepoel, 1998; Chile, 2003; Holtzhausen, 2012; Masongo and Mfene, 2012; Archibald *et al.*, 2016).

The needs of the community can be very complex; therefore CDWs should be able to integrate theory and practice of how the process will be carried out and also analyze the needs of the particular community and at the same time be able to plan and facilitate interventions in communities where they work. Involving all the stakeholders and the beneficiaries in order to collectively build community capital to bring about social change and justice (Labonne and Chase, 2011; Riley, 2012; Grimm *et al.*, 2013; Hoppe *et al.*, 2013; Collins *et al.*, 2014). Again, change and community ownership that will in the long run be self-sustaining should be promoted at all times by CDWs to coordinate interactions with communities (Maconachie and Hilson, 2013; Archibald *et al.*, 2016). CDWs should at all times conduct research in communities and on new trends that can assist in serving the communities, this will assist both the government and the community with the provision of services, based on emerging trends that are developed on a regular (Wong, 2012). Research will enhance their ways of facilitation and inform newly introduced participatory approaches to development. Lastly, promote an integrated well-being of a community according to the fundamental principles and ethics of the general community development (Wong, 2012; Pluye, 2015).

3.2.2. Capabilities of community development workers

CDWs play a very significant role in the communities; they make information available to the people and assist them with access to the services provided by government (Gilberthrope, 2013; Hargreaves *et al.*, 2013; Martiskainen, 2016). They

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also bring government institution's service providers closer to community level together, assisting to conduct research on services that are provided by government so as to make information available and to further expand the existing information (DPSA, 2010; Kakaza and Ntonzima, 2012; Giampiccoli and Mtapuri, 2014). This ensures that the services demanded by the people are attained and through communicating with services providers confirming the availability of resources that will enable the provision of services (Netswera, 2005; Mubangizi, 2009; Campbell, 2012; Masango and Mfene, 2012). In a way, information will be captured and therefore communication about the possibility of services to be rendered to the people will be clearly disseminated (Martiskainen, 2016).

This information will then allow the community to make decisions that are informed based on the information that they will be having at their disposal. At the same time, the analysis of information obtained will assist both the CDWs and the communities, deciding on the relevance of the prosed services and again CDWs will at all costs try to show the community the importance of the proposed action as they are believed to be more informed. However, the decision will still lie in the hands of the community at the end of the day (GGLN, 2008; Grimm *et al.*, 2013; Wilson, 2015). Therefore, the acceptance of the suggested service will be based on the results found, if the results show the relevancy and importance of the services. When services are deemed as important to the community, it is then when the community can decide, whether they accept or reject and that conclusion can be reached if thorough research is done (Masango and Mfene, 2012; Speer, 2012).

What lies at the base of the decisions made by the community is the significance of the proposed action and how those services can contribute or be beneficial to the community (White and Stirling, 2013). The decision is made by the people, they decide on the prioritization of services they require. It can be suggested that a list of services the government is willing to deliver be given to them, that way the can have an idea of what can be offered, and then they can decide on the priority needs based on the list provided. In that way they will be able to make a decision faster than having them sit and debate on what is needed in their community (Mubangizi, 2009; Mpofu and Hlatywayo, 2015). This can help avoid and save time as the debates can be time consuming and at some time provoke conflicts in the communities.

Community members have different views and their demands vary (Kemp, 2010; Thornhill, 2010; Holtzhausen, 2012; Grimm *et al.*, 2013). Other community members may consider one service as being significant than the other while others think otherwise, so this not afford them the opportunity of coming up with services of their own and that can avoid arousing irrelevant suggestions. Therefore, CDWs are there to inform the community about the resources available and on which services can be made available to them and give advice to the community on how to prioritize those services (Masango and Mfene, 2012; Speer, 2012).

It is ideal to constantly communicate, as that will limit glitches between the two parties. Instead, this will create a unified accord and strengthen the relationship as the community will be made aware that the government is indeed trying to assist; however, failure for them to deliver is a constraint on the lack of resources (Mubangizi, 2009; Matarrita and Stocks, 2013). Together with the community, CDWs can assist the community in determining their needs and communicate these needs to the relevant government structures. They already know the relevant channels to go through to establish mechanisms and structures that would maintain and help them liaise with stakeholders where required (Soderberg, 2016). In so doing, constant consultations and meetings with the community are necessary as they will assist as one of the mechanism used to interact with communities, although there are many other mechanisms, the consultation mechanism is seen as the best way of winning the people (Golini and Landoni, 2014; Mpofu and Hlatywayo, 2015).

The consultation process allows the community to highlight their needs and at the same time emphasize their importance, it allows them to belong and own the community in which they live in (Samah and Aref, 2011; Gwala and Theron, 2012; Mansuri and Rao, 2013). Consultation sessions will bring all stakeholders together; forcing them to make collective decisions and raise different views so that they can choose the most appropriate decision (Collins *et al.*, 2014). However, disputes between community members may erupt in these sessions; therefore, the intervention of stakeholders can help calm and resolve the disputes around issues affecting the community simultaneously facilitating and promoting service delivery (Davids, 2008; Zulu and Wilson, 2012; Jagosh, Bush, Salsberg, Macaulay, Greenhalgh, Wong and Pluye, 2015). The community will see the need of working

together to achieve the provision of services as the stakeholder intervention will make them aware that they do not have to be against each other, but rather work together to achieve their common goals of services receipt (Riley, 2012; White and Stirling, 2013).

CDWs are there to help the communities and community structures in identifying and expressing their needs (Nguyen, Tran, Nguyen and Nguyen, 2015). It could happen that the community does not understand what their needs really are; therefore, CDWs will intervene and make the community aware of what is missing in their community (Arcand and Wagner, 2016). Some services may be rendered in communities, but it could happen that there are unable to utilize those facilities because it is an incomplete project or the community has not been trained or advised on how to use those facilities; seemingly, this can be identified as a service blockage. In order to deal with the service blockages identified in communities CDWs will recognize and come up with solutions to address these blockages, making sure that the projects are completed and also advise on how the facilities are utilized (Riley, 2012; Collins *et al.*, 2014; Nguyen *et al.,* 2015).

Networking with all relevant civil society structures and business organization is vital. As vital as it is, it will assist CDWs to know platforms that are more appropriate in assisting them to meet and achieve their goals (GGLN, 2008). It is the duty of CDWs to promote and support networks and improve activities of existing local community workers which are aimed at improving service delivery; it will mend the broken relationships and link up existing programmes with institutions that are aiming at supporting communities. CDWs should also make it their duty to secure even more networks to perform their functions in the communities to the best of their ability (Gwede, 2015). Again, liaising with existing government and political structures will also give an added advantage to their functions, as institutions approach the communities through the government (Heller, 2001; Department of Social Development, 2009; Soderberg, 2016).

After all the networking, the records of interested institution is compiled with coordination of reports and documents, to make a conclusion on raised issues that need to be attended to, progress, actions to be taken and results that can be obtained through involving different institutions (GGLN, 2008). This will develop a

database of institutions to approach when different resources are needed in communities. This information will give weight to the answers that government will use to questions asked by the communities. Assuring them that there are numerous institutions willing to assist with resources that will enable them to provide the services they require (Grimm *et al.*, 2013).

3.2.3. Challenges community development worker's face in South Africa

The traits of CDWs are endless; while working with people is a difficult task, they are ought to act in one or more of the following ways; exchange information, guide, provide, expertise, enable, advocate and catalyze action in communities (Mubangizi, 2009; Thornhill, 2010a; Holtzhausen, 2012; Grimm *et al.*, 2013). They are supposedly signified people who should be able to work with people; however, it is preferred that they work in communities in which they live so that they understand their norms and values of that particular community (Chile, 2003; CoGTA, 2006; Mubangizi, 2009; Davids and Cloete, 2011; DPSA, 2008-2014). It is through discipline that they are able to serve in communities, they should obey rules and be accountable for activities taking place within the communities they serve (Banks and Orton, 2007; Bunyan, 2013). Being familiar with the community in which they work will make them acknowledge their leaders and have a deeper understanding of people's needs and existing resources within the communities (Davies, 2009; Bénit-Gbaffou and Katsaura, 2014; Bukoski, Lewis, Carpenter, Berry and Sanders, 2015).

They should not be narrow minded but consider learning from the people in the community and government; moreover, they should not create tensions, conflicts and divisions (Riley, 2012; Martiskainen, 2016). Working with and learning from the community will come in handy as CDWs will then be able to identify existing community structures which they can create and work with, forming partnerships at a community level to cohesively work towards serving the community (De Beer and Swanepoel, 1998; Davids, 2009; Riley, 2012; Dwyer and Hodge, 2016; Soderberg, 2016). There are a number of challenges communities in South Africa are facing and may include but not limited to, poverty, inequality, oppression, discrimination, exclusion, and social and economic vulnerability. However, all the challenges have an influence towards the problems that community development workers face (Thornhill, 2010a; Holzhausen, 2012; Grimm *et al.*, 2013). The dynamics of this

challenges influence the way in which services will be delivered in communities and this makes it difficult for CDWs to perform at their best in serving their communities and reaching their milestone (Mubangizi, 2009; White and Stirling, 2013). There are various dilemmas with regard to the perceptions on how services should be delivered (Thornhill, 2010a; Caiden, 2010; Holtzhausen, 2012; Van Alstine and Afionis, 2013; Grimm *et al.*, 2013).

Many institutions be it government and private organizations fail to deliver services and also access the people to gather information about what is needed in their communities (Geoghegan and Powell, 2006; Thornhill, 2010a; Ackron, 2011; Holtzhausen, 2012; Du Plessis, 2012; Reddy *et al.*, 2012). This is caused by the divisions that exist within communities that were perpetrated during the apartheid era, where people were divided based on their ethnic groups to aggregate hatred and misunderstanding between the tribes (Bénit-Gbaffou and Katsaura, 2014). It now becomes a problem for CDWs to harmonize the people back together to disseminate information that can be useful in assisting them to access services (Mubangizi, 2009). Now CDWs have a task to redirect the people from how they perceived government and the people within the community into how the current government operates and this on its own is a challenge that CDWs are facing (Holzhausen, 2012; Hoppe *et al.*, 2015).

There are a couple of steps that need to be followed by agents when services are provided. These steps include consultation, information sharing and research (Mansuri and Rao, 2013; Kakaza and Ntonzima, 2012; Jagosh *et al.*, 2015). Therefore, CDWs have to be familiar with the community in which services will be provided for. Failure to consult, distribute and research on the needs of the community may result in CDWs being unsuccessful in performing their duties in the communities. However, due to the vague protocols that need to be followed in order for CDWs to be successful in their work, if there are stumbling blocks standing in the way of achieving positive milestones, it makes it difficult for CDWs to plan and facilitate for change (Beloglazov *et al.*, 2015). In e-Thekwini municipality, participants agreed to divisions in their community being an impeding factor in the progress of development; under those circumstances, parts of these groups scattered within the

community undermine the efforts of CDWs as there is no collective support for them (Tshishonga *and* Mafema, 2008; Bénit-Gbaffou and Katsaura, 2014).

Although the dissemination of information is central for CDWs, it is up to the community to choose as to whether they use the information gathered by CDWs or not, should they choose not to work closely with CDWs, it means they disregard any information that CDWs have, therefore, this highlights on the need for support from the community for CDWs and that failure to being backed and supported by the community may be underlined as one of the many other challenges faced by CDWs (Banks and Orton, 2007; Davids and Cloete, 2011; Das *et al.,* 2015). CDWs are faced with many different challenges, but mostly, the challenges that they are faced with are commonly not caused by them but the government and the community. These challenges may affect the process of the delivery of services which may include; poor integration of policies, maladministration of resources, corruption, lack of coordination and aligned programmes and the lack of skills and monitoring abilities by officials (Geoghegan and Powell, 2006; Thornhill, 2010; Caiden, 2010; Holtzhausen, 2012; Grimm *et al.*, 2013).

Communal challenges are categorized under social dynamics within the various systems in a community. Social dynamics include, but are not limited to, power structures, issues of diversity, economics, demographics and social activities (Butler and Drakeford, 2001; Thornhill, 2010a; Caiden, 2010; Holtzhausen, 2012; Das *et al*, 2015). Vague social differences of communities have to be clearly understood by CDWs; hence it is said that, CDWs have to be knowledgeable about certain differences within the communities in which they work in. They need to have the ability to analyze the social differences and then come up with ways to change and build community capacity (Mubangizi, 2009; Holtzhausen, 2012; Van Alstine and Afionis, 2013).

It is very important for CDWs to familiarize themselves with all the activities that take place within the communities, the norms and standards in which the communities prefer, and what the communities want as a collective (Hargreaves *et al.*, 2013; Syn, 2014; Bukoski *et al.*, 2015; Parkhlill, 2015). It is also important for CDWs to investigate on the common needs of the communities; this will be a way of bringing the community together in a hope of undoing what the past government caused

during apartheid (Fledderus, *et al.*, 2015). In so doing, CDWs will be playing a pivotal role in the community and although this is a challenge on its own, it is upon CDWs to facilitate and implement for change in a hope of bringing services and the people together (Gupta, *et al.*, 2014; Parkhill *et al.*, 2015). Therefore solidarity, social cohesion and unity in diversity is an impeding factor that CDWs face as facilitators in communities, and there is a working progress in finding a solution to the betterment of CDWs work by innovative participation and empowerment of communities (Davids and Cloete, 2011; Samah and Aref, 2011; Riley, 2012; Masango and Mfene, 2012; Syn, 2014).

Disoloane and Lekonyane (2011) mentioned that, the South African Government is faced with challenges that stand in the way for South Africa to achieve reconstruction and development, and this is because; the living standards of the people remain unimproved. Although in other parts of the country improvements are being made, the results are shown to be moving at a very slow pace in other parts; however, in order for the government to attest to the country being classified as a "developing", tracks of improvement in the delivery of services should be evidently identified and justifiable and also the social living standards of the communities should be improved and accepted (Mansuri and Rao, 2013; Maconachie and Hilson, 2013).

The scope of work in which CDWs should cover and be competent in starts with being aligned with all the three spheres of government; which is national, provincial and local government programmes (DLG, 2012; Golini and Landoni, 2014; Cortes *et al.*, 2014; Yalegama *et al.*, 2016). Communicating and exchanging information with the community is an important aspect too and it should be done effectively and the information should be clear and precise. Information is vital and should therefore be disseminated regularly between the community, CDWs and the government. The circulation of information requires one to have inter-personal skills, which will be used to interact with others properly without offending each other (Matarritta-Cascante and Brennan, 2012; Holtzhausen, 2012; Gwala and Theron, 2012; Arcand and Wagner, 2016). Communities are diverse and there are different activities in which they practice; therefore the approach in which CDWs should use must be culturally sensitive towards the customs, values and social behaviors of the community. Having other skills may come in handy in resolving certain situations,

other skills such as, adult education skills, programming and development skills (Chile, 2003; Samah and Aref, 2011; Hart, 2012; Davids and Cloete, 2011; Shiel *et al.*, 2016). Working with people requires someone who will be able to work in a team; therefore, CDWs should be flexible and enthusiastic at all times (Cortes *et al.*, 2014; Collins *et al.*, 2014; Nguyen *et al.*, 2015).

3.3. Governance of Service Delivery in South Africa

Service delivery plays a pivotal role in everyday survival of communities in South Africa (Ruiters, 2007; Majam, 2012; Mpofu and Hlatywayo, 2015). South Africa as a recovering country from the tough political struggles that took place during the apartheid era that exploited people from their African resources and freedom is still in the journey of reclaiming the rights of the people (Campbell, 2012; Jagosh*et* al., 2015). Politics will always surface, when the governance of services are spoken about; and this is because the political environment exist in the mist of all. Democracy was achieved in 1994, when elections allowed all races to take part and that was the beginning of a democratic South Africa (Collins *et al.*, 2014; Cash, 2016). Reconstruction of policies that supported the decision making process had to be considered in the democratic nation, in order to redo and start afresh with policies that will support decisions that are taken collectively as a nation (Soderberg, 2016). The World Bank (2011) identified that with changes that surfaced plans that were promulgated and strategies to becoming developed emerged; South Africa was in the running towards becoming a developed country.

It can be said that South Africa has achieved democracy as the constitution mandates for basic service, decentralization framework, intergovernmental fiscal system, the Batho Pele principles, sector-specific legal and policy frameworks and a vibrant civil society to take effect (Heller, 2001; Thornhill, 2010b; GGLN, 2008;). The national, provincial and local spheres were introduced, in order to perform in more manageable platforms that focused mainly within boundaries set. These spheres of government have the same vision and were aimed at working towards the same goal of transformation and the creation of opportunities for the vulnerable and previously disadvantaged groups (DLGH, 2012; Gwala and Theron, 2012; Holtzhausen, 2012). At the national level, there is a plan that constitutes on how the country plans on moving towards becoming developed. The focus of the plan is to eliminate poverty

and reduce inequality by 2030, through ensuring that citizens grasp capabilities and opportunities available (SALGA, 2006; Reddy Collins *et al.*, 2012; National Development Plan, 2011). The overall aim of the plan is to change the life chances of millions of the country focusing especially on the youth; life chances that remain stunted by the apartheid history and through education and skills, decent accommodation, nutrition, safe communities, social security, transport and job opportunities this can be achieved (National Development Plan, 2011). With that put in place, the provincial sphere adheres to the plan and performs its mandates directly linked with the national sphere.

The constitutional objectives for local government are set out in the Section 152 of the constitution (Constitution of the Republic of South Africa, 1996), which are to provide democratic and accountable government of local communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development; to promote a safe and healthy environment, and to encourage the involvement of communities and community organizations in the matters of local government. All these are set out for the local government and municipalities must strive, with its financial and administrative capacity to achieve these objectives. It is the duty of the municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community and also to participate in national and provincial development programmes (Constitution of the Republic of South Africa, 1996).

However, over the years South Africa's 284 new municipalities have experienced severe difficulties managing services, especially in billing and collecting revenue. The status of service delivery has been identified to be rocky and not consistent and the distribution and allocation of services does not cover the whole spectrum of the population (Mubangizi, 2009). Communities in certain areas still fail to access basic services, and this is due to the lack of capacity of municipalities to provide for their communities (Coetzee, 2010; Ackron, 2011; Du Plessis, 2012; Cash, 2016). South Africa being dominated by mostly poor communities has had challenges in the delivering services in the past (Majam, 2012; Griffin, 2013; Dwyer and Hodges, 2016). The municipality's inability to deliver service such as water, sanitation,

electricity and housing in townships impact on the strategies put in place to achieve development; conversely, leaving a question on how services are being governed (Ruiters, 2007; Sjahrir and Kiskatos, 201; Masongo and Mfene, 2012).

3.3.1. Processes and methods of implementation in South Africa

Although service delivery in South Africa is known to be bottom-up approached, the key points to emerge from the status of service delivery are that progress has been uneven across the country with different issues facing different areas. This reflects variable socio-economic conditions and municipal incompetence as municipalities fail to ensure participation, consultation, policy formulation and advocacy of the most important elements of governance that include people in the decision making processes (Booysen, 2007; Kernaghan, 2009; Fledderus, *et al.*, 2015). The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996) chapter three (3) to seven (7), mandates the Department of Co-operative Governance to develop national policies and legislation with regard to provinces and local government (SALGA). These policies will ensure that participation, Integrated Development Plans, redress of apartheid inequalities and the targeting of vulnerable groups, implementation partnerships, local government, business, NGOs and CBOs participation, service delivery, infrastructure development, local economic development and environmental protection be covered at every stage of the planning process.

The theory of community development stresses and emphasizes that it is significant for the public to participate in the decision making processes of their development in South Africa (Mubangizi, 2009; MasaNgo and Mfene, 2012; Mansuri and Rao, 2013; Syn, 2014). Public participation is the most encouraged activity that the South African governments are trying to incorporate in all municipal operations. The democratic expansion governs public participation of citizens and it is also stated in the Local Government Municipal Structures Act 117 of 1998. This will strengthen the feasibility of the activities of development as decisions would have been influenced by the community itself (Moscardo, 2008; Davies, 2009; Department of Local Government and Housing, 2012). And it can be concluded that, granting participatory democracy to the people allows the community to clearly identify their needs to the government (Masango and Mfene, 2012; Syn, 2014).

In all processes where the communities' perspectives have been considered, the outcomes are drastically obtained. The public can be commonly consulted or involved when policies are being formulated, in elections, consultation, and advocacy and in decision making structures (Davids, 2009; Allan, Forrester and Patel, 2014). Participation requires not only the community by all other organs that are involved in the process in order to direct efforts to similar specific goals of the group simultaneously (Gwala and Theron, 2012). Allowing for the community to be active participants of their own development would have a great impact in enhancing the capacity of the community, as they would be exposed to new ideas (Samah and Aref, 2011; Shiel *et al.*, 2016). Therefore participative community based planning, should be introduced in municipalities as a structured process where active involvement of members of the community will set priorities and identify issues for action in their area (Mansuri and Rao, 2013).

It is in this regard that the Integrated Development Plan (IDP) aims at ensuring that the people at the grass root level are involved in the decision making process of development that affects them (Ruiters, 2007). According to (SALGA), legislation requires each municipality to develop a plan for the development of its area of jurisdiction. Such a plan, in terms of the law, should be holistic and integrated in its approach and content (DPSA, 2008 - 2014). The plan should be long-term, covering five years and reviewed yearly given the changing circumstances. The Integrated Development Plan therefore is a five year development blueprint for a municipality (Ackron, 2011). According to the Municipal Systems Act, No 32 of 200, the IDP is the principal strategic planning instrument which guides and informs all planning, budgeting, investment, development, management and implementation in the medium-term decision making".

In order to redress the problems of inequality and those of the vulnerable groups, it is important that the community be consulted before they are provided with services. These will put a halt in services that are being imposed to the people, as a result to various services that communities have access to, but due to the fact that they were not consulted prior the delivery of such services, these services are sometimes not utilized by the communities (Ghuman and Singh, 2013). It has been mentioned before that all the imposed services within the community are either useless or

underutilized. This is due to the lack of consultation, therefore, it is in this regard that CDWs and other strategists be identified to serve as a linkage between government and the people at the grass root level, for the government to familiarize themselves with communities on the services needed and the service that can be offered (Ruiters, 2007; Masango and Mfene, 2012).

However, in South Africa, services are being imposed to the people and decisions are being made by the municipalities without consulting the communities. Although the municipalities do sometimes consult the communities, it is their final decision as to whether services will be provided to the people or not (Ruiters, 2007; Du Plesis, 2012). Moreover, this causes conflict between the facilitators which in this case are CDWs and the communities as it is think that they are being misrepresented in government by CDWs. But nonetheless, services are being provided by municipalities and the role of CDWs is just to facilitate and serve as a linkage between the government and the people (Masango and Mfene, 2012; Reddy *et al.*, 2012). Communities have to pre-pay for the basic services that they require from municipalities, services such as electricity, telephone and more recently water and this has been highlighted as a new social 'paradigm' for service delivery (Ruiters, 2007; Fourie, 2011; Mpofu and Hlatywayo, 2015). Whereas communities are fighting for these to be free basic services offered by the government, it is still a long journey in educating the people on how they can move forward in a culture of paying for the services that the government offers and accept the system as they move forward (Ruiters, 2007; Du Plessis, 2012; Reddy *et al.*, 2012).

It is the mandate of the local municipality to see that basic services such as water, sanitation, electricity and housing are made available to the people within their jurisdiction and strive to make this free basic services rendered to the people (Holtzhausen, 2012; Du Plessis, 2012; Reddy *et al*, 2012; Hoope *et al.*, 2015). Communities that do not have access to basic services are to be considered by municipalities, and it should be identified that such communities do not have access to those services. It is then the mandate of the municipality in which they fall under to see that they be provided with the missing services (Mpofu and Hlatywayo, 2015). In order to say that a particular municipality is fulfilling its responsibilities to serve the public, they should at least provide the community with the most essential services

such as water and electricity and cover the entire jurisdiction. Development stresses equality; therefore services should be delivered equally across all wards in the municipality and services should be made available (Du Plessis, 2012; Reddy *et al.*, 2012). The Mbombela Local Municipality has been successful in delivering the two basic services to the community; every household within the jurisdiction of the municipality has access to water and sanitation (Case Study for the 10 years of the Mbombela Water and Sanitation Concession South Africa; Bender and Gibson, 2010).

There are various stakeholders that are willing to assist the government where they can. Co-operate companies with the capacity to provide resources that will enable and assist the municipality in providing services to the community may be identified to assist in the fulfilment of service delivery and infrastructure development (Sokupa, 2010; Golini and Landoni, 2014). It is encouraged that, government form partnerships with such companies so that they can be assisted in various ways. Businesses, Non-Governmental Organizations (NGOs) and Community-Based Organizations are sometimes found assisting communities already, it should not be that the government becomes reluctant and stop assisting communities as there would be organizations assisting in those communities; however, the government should form a partnership with those organizations and come up with ways that encourage the formation of a partnership to better achieve the delivery of services (Campbell, 2012; Hummel and van der Duim, 2012; Golini and Landoni, 2014). The mandate will at the end of the day be serving the community and developing the local economy; therefore, together, that mandate can be fulfilled (Arcand and Wagner, 2016).

 "Local economic development (LED) is an approach towards economic development which follows and encourages local people to work together to achieve sustainable economic growth and development thereby bringing economic benefits and improved quality of life for all residents in a local municipal areas. As a programme, LED is intended to maximize the economic potential of all municipal localities throughout the country and, to enhance the resilience of the macro-economic growth through increased local economic growth, employment creation and development initiatives within the context of sustainable development. The

"local" in economic development points to the fact that the political jurisdiction at a local level is often the most appropriate place for economic intervention as it carries alongside it the accountability and legitimacy of a democratically elected body" (SALGA; Epstein and Gang, 2009).

Historically, South Africa practiced separate development where the majority African population was excluded from participating in any meaningful developmental government issues such as decision making (Tshishonga and Mafema, 2008). Mubangizi (2009) further mentioned that although involving communities in the decision making processes has been introduced, gradually there is a shift in decisions being made on behalf of the communities, and obstacles of total transference of decision powers are being encountered (Du Plessis, 2012). The demands of communities leave the municipalities falling short of resources to provide services. Municipalities find it simpler to supply services in areas that are already established, mainly due to the fact that service plans already exist and that the community falls under its jurisdiction (Ruiter, 2007; Reddy *et al.*, 2012). With communities that fall under the jurisdiction of the municipality, all the information required by the municipality about the community is at disposal to the municipality, making it easier to track where the municipality falls short when it comes to service delivery. In that way, the municipality is able to pick up where they have left and move towards providing services that are missing in the community (SALGA, 2006).

3.3.2. Planning for service delivery in South Africa

Municipalities are given the mandate to achieve service delivery through its functioning and that is based on the improvement of social and economic development and providing a healthy environment for communities (Du Plessis, 2012; Reddy *et al.*, 2012). As according to Section 153 of the Constitution of Republic of South Africa, the local government is responsible for setting developmental frameworks and municipalities are expected to represent communities that fall under its jurisdiction. It is therefore again, the responsibility of municipalities to lead, manage and plan for local development, using a variety of strategies that will at all times influence that communities be taken care of, organizations and businesses to participate and contribute to the development of the area (Tsatsire, Taylor and Raga, 2010). Most municipalities are required to use

planning approaches that assist them in fulfilling a developmental role through the involvement of all stakeholders that will benefit and contribute towards development.

The Integrated Development Plan (IDP) is a commonly used approach in all South African municipalities which assists municipality in achieving its mandate of delivering services in communities. IDPs are seen as key role plans that assist the function of municipalities; the management of municipalities is dependent on IDPs to successfully deliver to its mandate in communities. IDP assists and influence municipal decisions on budget, land, local economic development and transformation management. Moreover, it guides activities of all stakeholder involved in the transformation of communities, making them aware of all the services needed in communities. This process informs and guides decisions in municipalities. It is stated in the Municipal Systems Act of 2000 that as a legislative requirement at local government level all municipalities have to undertake an integrated development planning process to produce integrated management plans that will guide them for the period of five years inclusive of the six to nine months that it takes to develop the plan; the plan is however, reviewed annually resulting to amendments if need be.

The IDP composes of different components which are all equally important, and they include, analysis, development strategies, project, integration and approval. The analysis is an assessment of existing level of development that requires the plan to identify communities with no access to basic services (Ackron, 2011). Through the identification of these communities, the council will align its priorities, objective and development strategies with the municipalities vision then come with projects that integrate the spatial development framework, disaster management plans, integrated financial plan, other integrated programmes, key performance indicators and performance targets (Pasquini and Shearing, 2014). With that all in place, calls for the approval based on priority issues and problems that would have been gathered.

Burger (2010) also mentioned that, communities often cannot access councilors, ward committee members and other municipal structures as they spend much of their time not attending meeting with the communities. And even though people are living in the democratic nation, if the government has not planned for activities, it will not be certain that the requested services will be delivered, if they did not form part of the plan (GGLN, 2008; Thornhill, 2010). The point to be highlighted here is that,

the communities may demand certain services, if for that year or period, that particular service had not been planned for, it will be impossible for the municipality to deliver those services because that activity will have not been planned for. In South Africa, community development is seen to be the gateway from living in poverty towards an improved standard of living with enhanced infrastructure that will assist in attaining sustainable development (Hart, 2012).

A report of the portfolio committee on Cooperative Governance and Traditional Affairs (COGTA) as reported by the Institute for a Democratic Alternative for South Africa (IDASA) quoted by Du Plessis (2012) put emphasis on the need for integrating Integrated Development Plans (IDP) and budgets. The report states that the effectiveness of municipalities to deliver on their mandate is largely dependent on their ability to plan and allocate public resources in a developmental and sustainable manner. Therefore it is significant that municipalities carefully integrate community needs in their development plans and when allocating budget for all the planned activities scheduled to take place in communities. By so doing, the initiated budgeted amount will be allocated evenly to the activities scheduled to take place and in that regard, all the scheduled activities will effectively take place as according to the plan and the budget; therefore there will not be any mismanagement of funds as activities that will take place will be those that were planned for (Fourie, 2011; Reddy *et al.*, 2012; Mpofu and Hlatywayo, 2015). Furthermore, Du Plessis (2012) continually stated that local problems require local solutions and therefore community participation should form the basis of all activities taking place, municipal officials should ensure that local communities be integrated in planning and should form part of the planning process in order to form a bond and also to put more emphasis on improving and overcome the problems faced in their communities.

3.3.3. Configurations of service delivery in South Africa

Discarded in racially homogeneous townships, black South Africans still find it difficult to access some of the basic services (Yuksel and Yuksel, 2008). Services such as water, electricity and sanitation amongst the others, are considered as basic services that communities should have access to (Kakaza and Ntonzima, 2012). Local governments are obliged to deliver these services to communities; however, with increasing demands of such services, pressure is placed too much on

municipalities, hence failure to deliver escalates (Thornhill, 2010b; Gwala and Theron, 2012; Holtzhausen, 2012). The problem in which South Africa is facing intensifies and burdens the nation's ability to deliver (Reddy *et al.*, 2012; Du Plessis, 2012). Causes of municipal failures vary and are mostly diverse. Some of these problems are not directly linked to the study; but however, contribute towards the inability for municipalities to deliver in communities. Climate change for one is not directly linked to service delivery but it has a negative effect to the resources that municipalities use. The change in rainfall patterns for example, does not only affect agriculture but manifest drought generally (van Huijgevoort, van Lanen, Teuling and Uijlenhoet, 2014).

Municipalities are mandated to deliver water as a basic service; however, some situations such droughts are beyond their control hence failures in delivering water to communities. Municipalities in KwaZulu-Natal have gone without water from October to late November 2016. Even though there are alternative measures put in place for the storage of water, due to the lack of rain, reservoirs are unable to maintain the demand as the water available could not sustain the entire population without having to be depleted (Fourie, 2011). Therefore, community's demands are not met, and the reasons behind the failure to deliver may lie in the fact that there are no resources to enable the delivery. In line with water shortages, South Africa's power sector is also pressured; ninety one percent of the nation's electrical energy derives from coal-fired power plants. With increasing demands, pressures are placed on power stations as they are unable to cater to the entire nation's demand; hence over the past years, South Africa has faced a dilemma of load shedding (Du Plessis, 2012).

Government has since came up with ways to control and monitor the usage of services; the emergence of problems in the country forced for the commercialization of services such as water and electricity, initiating that levy be paid monthly to minimize wastage of such services (Gwala and Theron, 2012; Holtzhausen, 2012). This sort of arrangement differs with the expectations of communities, as they expect that services be delivered to them without bearing in mind that other problems are beyond the control of municipalities (Netswera, 2005; Thornhill, 2010c; Holtzhausen, 2012). Citizens are against the commercializing of services and still do not understand the reasons behind them having to pay for services that they receive

from the municipality whereas the government stipulated that people have the right to free basic services (Burger, 2010). The commercialization of services was a strategy put in place after local governments came to a conclusion that there was loss of control by communities in terms of services rendered to them (Holtzhausen, 2012). They tend to misuse services given to them free and the only way to have them control the resources was to bill them a certain percentage based on the over usage of resources and services rendered per household (Kakaza and Ntonzima, 2012; Majam, 2012).

The capacity to deliver is in jeopardy as there are increasing demands of services such water and electricity (Shiel *et al.*, 2016). It is however, important that South African legislations seek to consciously involve citizens to genuinely achieve outcomes that incorporate the perspectives of the people; such information should be shared with the people to make them aware that decisions that led to commercialization of services are influenced by their behavior of misusing free services (Kemp, 2010; Holtzhausen, 2012). And that the decisions made are based on excessive consumption of resources by them; generally, this is done in hope that they will come up with ways of remedying the situations they are causing and let it not be the problem of the government alone (Du Plessis, 2012; Reddy, 2012).

South Africa is a democratic nation that grants the people the opportunity to vote in elections of parties that can rule the nation and also province (Heller, 2001; GGLN, 2008; Thornhill, 2010). Electoral participation is allowed for eligible voters that are over the age of eighteen. Every five years there are national and provincial elections and the Electoral Commission of South Africa (IEC) registers people who are eligible to vote. The elected party that would have won on merit based on the number of votes obtained will be responsible for fostering for services to be delivered to the public, working together with the municipality. Based on the number of votes obtained, parties gain to seat and form part of the legislative body, making laws. Therefore, citizens should at all times participate in all civic engagement activities such as elections, consultations, advocacy, community level decision-making structures and be informed on public policies and legislative processes in order to be represented well by the parties they would have elected (Davies, 2009; Gwala and Theron, 2012).

3.4. The contributions of Community Development Workers towards Service Delivery

With the amendment of legislations, improvements of existing legislation persist, with the aim of achieving sustainable development, having have incorporated social justices and ownership by the local citizens (Disoloane and Lekonyane, 2011). Although in South Africa community development has been initiated in many governmental departments, most of the population still falls short of access to all the programmes provided and this increases the gap off service delivery in communities (Disoloane and Lekonyane, 2011). However, CDWs contribute towards accelerating services delivery as they are able to assess and identify common problems and collectively seek alternatively strategies to resolve them (Tshishinga, 2008). The overall role of CDWs is to offer vigorous information to communities, gather information on the needs, problems and opportunities, and locate resource personnel and civil service that will add value to government programmes.

They also facilitate and coordinate the application of intergovernmental programmes, liaison with management from the three spheres of government, monitor and evaluate the implementation and also assist with HIV/AIDS programmes, assist in implementing the people's contract and maintains frequently asked questions by the community and answers to those questions on behalf the government (Gwala and Theron, 2012; Holtzhausen, 2012; Masongo and Mfene, 2012). Not only does it end there, they utilize information to compile local information products. Service excellence is a difficult milestone to achieve, as there are always stumbling blocks standing in the way of anything great. It is however, possible to gradually achieve it through going through extra lengths to ensure that great results come out of each effort (Kakaza and Ntonzima, 2012). CDWs are faced with difficult struggles that stand in their way; hence, to be a good CDW requires one to be strong and willing to work in difficult situations and also be able to handle challenging conditions (Holtzhausen, 2012).

Community development work is mainly dominated within communities and requires one to work with people (Mansuri and Rao, 2013; Davids, 2009; Mubangizi, 2009; Kakaza and Ntonzima, 2012; Samah and Aref, 2011; Mpofu and Hlatywayo, 2015). The demands of the community are somewhat tough to meet, and it is the duty of

CDWs to see that they are met. In order for CDWs to successfully achieve their objective and meet the needs of the community, they have to ensure that they play their role and deliver to their obligation of assisting and facilitating activities to the best of their ability (Chile, 2003; Davids, 2009; Mubangizi, 2009; Davids and Cloete, 2011). The efforts in which they invest are resulted through a good working relationship with the community and at the end results in thrilled dwellers in the community. In addition to the thrill of the community, to identify that CDWs are effective in communities, it should be that the community is aware of their existence and that they have access to them at all times (Mpofu and Hlatywayo, 2015).

CDWs cannot achieve their goals without the community; thus, their existence is supported by the community. In order for them to function, they need the community otherwise they serve no purpose (Mubangizi, 2009; DPSA, 2007; Davids and Cloete, 2011). It is however significant that they create a relationship with the community in order to understand their needs and then work on a plan of intervention. For the community to get assistance they need to have a connection with CDWs and for CDWs to fulfil their responsibility they also need to be connected to the community; hence, the relationship (Samah and Aref, 2011; Gwala and Theron, 2012; Jagosh *et al.*, 2015). The substantiality of public participation plays a very important role in community development and collective action is indeed a need. CDWs and the community cannot work in isolation, they need to work together in order to achieve their goal. Furthermore, through the creation of a relationship and association with one another, more other factors that need intervention and attention will be responded to (Disoloane and Lekonyane, 2011; Jagosh *et al.*, 2015).

Beyond participation lie ownership, self- determination, empowerment and capacity building through which CDWs convene (Speer, 2012; Mansuri and Rao, 2013). The community may gain and realize its potential to achieving more and forming part of the decision-making committees at higher levels. CDWs are there to point at areas that community people did not think existed and that they can form part of (Bénit-Gbaffou and Katsaura, 2014). Furthermore, CDWs strive for full inclusiveness of communities in decision bodies directed towards their community. In South Africa, there has been a marked shift from exclusive to inclusive policy process where by government proactively seeks the views of citizens in its decision making (Allan,

Forrester and Patel, 2008; Polson *et al.*, 2013). Even though there are barriers standing in the way of achieving full inclusiveness of the citizenry in all planning processes of development in communities, structures, policies and legislations of government bodies are still in favor of public participation in all community developmental issues and structures. That emphasizes the need for intervention of CDWs to foster and ensure that all relevant stakeholders be made aware of the plans, process and implementations of activities that are to take place in their communities of their jurisdiction (Arcand and Wagner, 2016).

Owning development that is taking place within ones community requires one to be alerted on initiated projects and programmes in the community, now that kind of information does not come hanging; it is however, brought to the people by CDWs (Chile, 2003; CoGTA, 2006; Davids and Cloete, 2011). They are the stewards that assist the community in owning their development, as they are meant to alert and assist the community with possessing their right of forming part of the projects and programmes taking place in their communities. Moreover, this will allow the community to have a say in all activities to take place in their community and again having to own their development as they would be actively participating in the decision making processes that will benefit them and affect the development of their community (Ruiters, 2007; DPSA, 2010). Being involved in activities would build their capacity, giving them confidence in outreaching the skills they have; moreover, for those who do not have skills, they will be equipped and stirred towards gaining skills. These skills will be instilled through a learning process or during the activities as other activities that will take place will be done by the people. In cases where technicality is required, training will be made available in order to demonstrate how these activities are performed (Mubangizi, 2009; DPSA. 2010).

Consequently, as these activities are being shared amongst the people forming part of the project or programme, it can also be picked that other members of the community are professionals in particular fields (Hart, 2012). Through good working relationships, as CDWs are performing their duties in communities, they sometimes find members of the community that have acquired qualifications but facing the challenge of unemployment that is perpetuated in South Africa, and are unemployed (Chile, 2012; Hart, 2012; Davids and Cloete, 2011). Hence it is said that CDWs may

also discover potential professionals in the mist of the society. Emphasis is placed on the ability of CDWs to help members discover certain abilities within which they have and may have not been aware of. CDW's contribution is identified when there is a shift of thought from members of the community, the mentalities of the overall community positively changing from negative to positive as they discover new opportunities and drive towards being eager to becoming developed (Ruiters, 2007; Tshishonga *and* Mafema, 2008). Therefore forming a strong relationship with stakeholders that will assist them in becoming developed would over-turn their negative thoughts to positive ones, and make them aware that change may come in handy as it will help them have control over resources and gain from development simultaneously developing their community (Gwala and Theron, 2012; Holtzhausen, 2012).

All this can be achieved through the help of CDWs as they are familiar with the community, the people in the community, other stakeholders and the environment in which they work; therefore, community development workers contribute not only to the improvement of the delivery of services in communities, but to the overall development of the community and the people therein (Kakaza and Ntonzima, 2012). The outcomes of participation and ownership will not only benefit the community and be that; subsequently, citizens will be empowered, raising the degree of self-determination and autonomy of the community which will enable them to responsibly represent their interests (Masongo and Mfene, 2012). Furthermore, that will enable the community to be able to identify their needs and put them according to their priority, channeling perspectives, enforcements, policies and service provider's actions to incorporate the development of the social, economic and environmental factors (Disoloane and Lekonyane, 2011).

Even more, it is imperative to discuss the contributions of community development workers, highlighting the roles in which they play in the communities. Although CDWs are facilitators of programmes that are looking at positively improving the lives of the people, there are challenges that surface during the implementation of such programmes. Due to the nature of their work, CDWs are exposed to an ever changing environment that requires innovative adaption and application of multi-skills and technical competencies (Tshishonga and Mafema, 2008:367). In 2003, the State

of the Nation Address given by the former President Thabo Mbeki, gave emphasize on how important CDWs are in ensuring that the mandate of community development is achieved. He also alluded that in as far as community development is important there is a need to professionalize the work of community developers because they play a pivotal role in developing communities and contributing towards making the country becoming developed.

Furthermore, as professionals in the field of development, CDWs have to maintain contact with the people that is direct, so as to help the government deliver more effective services and help local people to access services to which they are entitled to (Masongo and Mfene, 2012; Speer, 2012). The introduction of the professionalization of community development work is still underway as professional qualifications are being introduced in higher learning programmes; in addition to that, strategies are put in place to allow for practitioners to gather theoretical information and applied skills to facilitate activities that allow households and communities to manage their own development to achieve sustainable community development (Hart, 2012).

Even though this might take time, the professionalization of community development work is gradually being adopted in most countries and the outcome of the introduction will surely improve the status of development faster and effectively (Gwala and Theron, 2012; Kakaza and Ntonzima, 2012). After community development workers obtain qualifications and training to enhance their already existing skills on how to deal with certain situations that they come across during the constitution of their work, there would be a lot of improvements in terms of service delivery and surely there would also be a strong bond between the people and the sponsors (Geoghegan and Powell, 2006; Hart, 2012). At the same time, this will also enhance their contribution targets to the community as services will be provided by the government and accessed by the community. While this referred to the creation of CDWs within the structures of local authorities, a category of workers that may be below the professional group that may be targeted by professionalization, it is a clear mandate from government recognizing the need to professionalize community development practice in South Africa, and the training of this cadre of workers will

form the basis for the success of future professionalization (Tshishonga *and* Mafema, 2008).

With the expertise of CDWs, they have developed mechanisms that will monitor and evaluate the current standing of service delivery, and be able to inform communities. Keep the community abreast with regard to all services rendered by government and the processes and mechanisms to access the services. They refer to all appropriate government institutions to regulate services provided (Holtzhausen, 2012). Consult and conduct research about new better ways that can be incorporated to assist communities on how they can use of information sources and their relevancy (Reddy *et al.*, 2012). Research on all relevant policies and legislations should be kept recent to stay updated on new developments. And therefore, do regular information sharing with communities, institutions and stakeholders (Mansuri and Rao, 2013; DSG, 2009; Campbell, 2012). Hence training is required for CDWs in order to acquire and obtain all objectives be efficiently and effectively. Municipalities' way of providing for the community is at an ad hoc rather than how it is supposed to be in paper (Ghuman, and Singh, 2013). This makes it difficult for communities to understand and cope with the way in which services are being rendered to them (Speer, 2012). Therefore, these calls for the good use of plans that are put in place, together with all the proposed processes that will put emphasis on integrating and ensuring that there is a relationship between all stakeholders involved.

3.5.   Conclusion

CDWs play a pivotal in facilitating for service delivery in communities, it is however their role to ensure proper dissemination of information, improved services delivery and moreover to serve as a linkage between the government and the people. However, the governance of services delivery is still dependent on the government structures that are available in ensuring that services are being provided to the people. Decisions are being made bureaucratically and this is yet a dilemma as to how decisions can be brought down to the people. Although mechanisms such as the formulation of the IDP wherein the people at the grass root are involved in the decision making process have been put into place, CDWs still face the challenge of ensuring that the decisions made by the communities are taken into consideration. This is due to the amount of power given to the management in government. Much

power still lies in the hands of government officials, and although gradually change is being enforced, CDWs still have limited powers to take control and to fully facilitate and have an influence in the decision making process representatives of the community. Until power is vested upon CDWs, the governance of services will remain poor and CDWs will not contribute towards proper service delivery.

CHAPTER FOUR
ANALYSIS AND INTEPRETATION OF THE POLOKWANE LOCAL MUNICIPALITY EMPIRICAL DATA

4.1.   Introduction

This chapter is meant to analyze and interpret the data that was collected from Seshego on the contribution of community development workers towards service delivery. The information contained in this chapter was obtained through a semi-structured questionnaire administered to a total sample of 100 households in the study area. The findings are represented in tables and figures and are further utilized to provide a clear understanding of the phenomenon under study. This chapter will be broken down into five sections which will look at various topics. Section a will be based on the demographic profile of households in the study area followed by a section that is focused on the functions, roles and characteristics of community development workers. Furthermore, the chapter will also have a section that analyses the governance of services and how community development workers contribute towards the delivery of services. This will lead the study towards achieving its main objective and arise with recommendations in the next chapter.

4.2.   Demographic profile of the households

This section reports on the respondents profiled according to their age, educational level, employment status, average monthly income and social cohesion in Ward 13 in Seshego Township. Demographic information identifies the socio-economic characteristics and also alerts the CDWs about the type of population their dealing with, it is expressed statistically and identifies the "age, sex, education level, income level, marital status, occupation, religion, birth rate, death rate, average size of the family, average age at marriage". A series of censuses is collected through the members of the population to confirm this information (GGLN, 2008; Campbell, 2012; Wilson, 2015; Dwyer and Hodge, 2016).

4.2.1. Age ranges of members in households

Figure 1 below indicates the age ranges of members residing in the study area, 100 households from Ward 13 in Seshego was sampled, to gather information on age categories that exist in the study area. Finding out the age ranges of the people residing in a household is of paramount importance as the study will be able to identify the number of people that fall under different categories. The work of CDWs is mainly focused on working with people and therefore they are different approaches that they have to retain, which will be targeted to different age groups. Information on the number of people residing in a household will assist in the calculation of resources needed in the community and within households. Through that, calculations on estimated consumption of services will be known; however, it should be noted that the higher number of people in a household, the more services required.

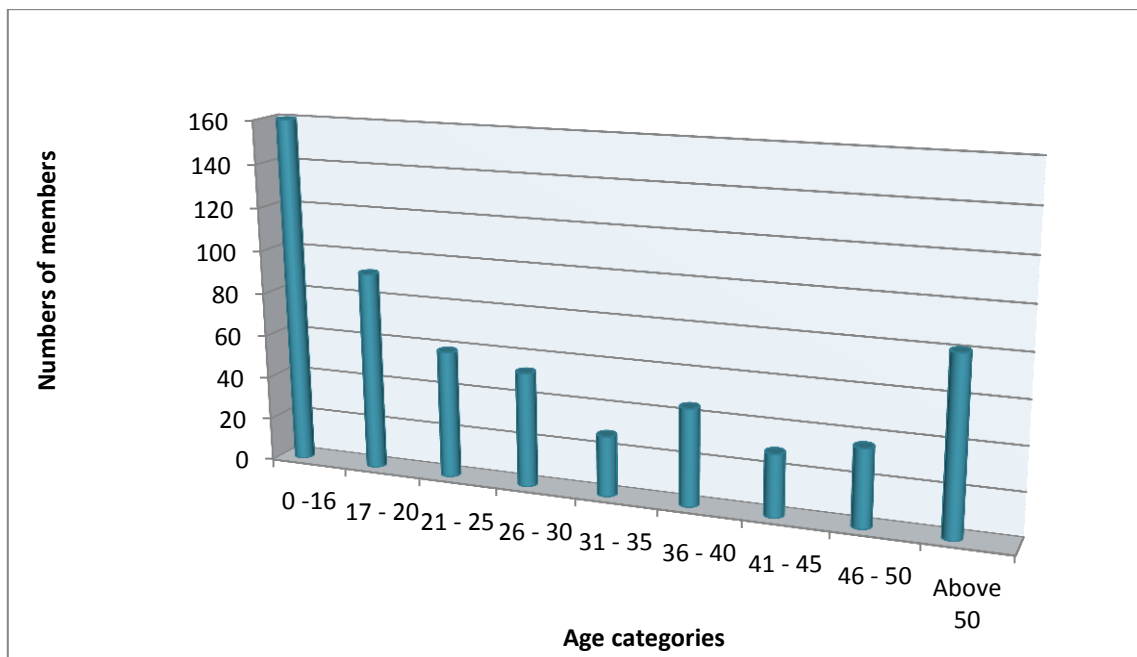**Figure 1:** Age ranges of members in households in Seshego Township

Figure 1 illustrates the age categories of members in households. It has been revealed that most members in households are dependents, and that these dependents fall under two different age categories. The first and most high age group category was shown to be dependents that are between 0 to 16 years of age, leaving the second highest age group category being dependents that are above 50

108

years of age. The general conclusion based on the sampled households prove that most members of the households are found to be those who are between the ages of 0 to 16 and those that are above 50 years. This then draws the conclusion that these dependents either have members of the household whom may be working and staying far from home. They may be dependent on the money sent by these members of the family and that may not be enough for them to sustain their monthly expenditure on food, education and clothing. Moreover, they may also have to leave some of the money to access services that they require and the general assumption is that such services (water and electricity) in this study are being paid for. On that note, dependents from both the categories receive social grants; it is therefore concluded that if the households do not have members of the households who are working elsewhere, the only income they have is from the social grant. Therefore, how sustaining is the money received by households is yet to be uncovered through other questions.

4.2.2. Educational Status

Education is noted to be the key to success and is identified to be the solution to problems. If the majority of the population has acquired or are educated, that will improve the overall well-being of the community and further assist them to come up with ways in which they can adopt that will not make them be dependent on government. Looking at figure 2 one may argue that in this illustration, the reason for the status of most members having primary education is influenced by the results of the previous figure, which states the age category that is predominately high is dependents in the high age category and the second highest. The highest age category consists of pupils between the age of 0 (zero) to 16 (sixteen) of which the large proportion of them are still in their primary level of education. The second highest proportion consists of members who are above 50 years of age and these people were previously disadvantaged. During the apartheid era, most people had to drop out of school at an early stage of primary to find employment and therefore it should be highlighted that privileges that exist in the current South Africa did not exist in the post-apartheid era.

Figure 2: Educational Status in Seshego Township

Educational Level

Primary Secondary Tertiary None

3%

12%

52%

33%
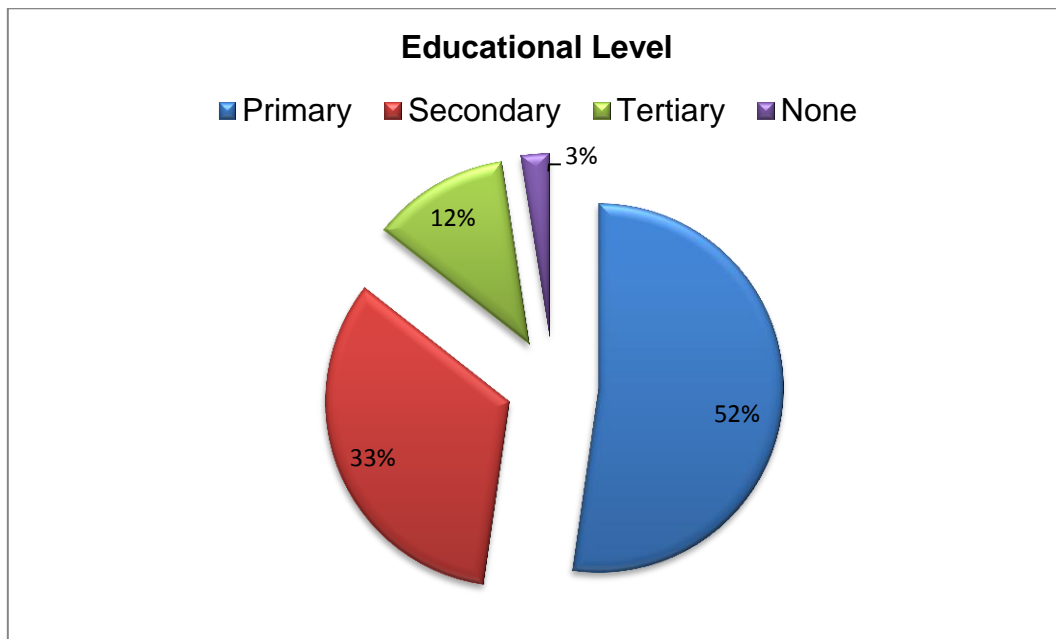
Most members of the community understudy have not acquired much education as the figure illustrates. The manifestation of such results reflects the injustices of post-apartheid era that robbed black people off their rights to education. This left many having to drop out of school to go find employment, leaving the people without having obtained education. Moreover, the majority of people that are labeled to have left school at primary level consist of members who are above 50 years and those that are younger and not above 16 years of age. The two age categories combined contributed to the total percentage of (52%) of primary education. The third highest consist of members in household that have acquired secondary education at (33%), followed by a decline of tertiary acquired education which is based at (12%). However, only a few have not been to school at all, leaving them not to have primary, secondary and tertiary and they fall at only (3%).

4.2.3. Employment Status

As highlighted in the literature review the employment status of South Africa is declining on a yearly basis. The total number of people in formal employment keeps dropping and the number of people in informal employment rapidly increases. The educational status of members in the study are reflects that, it will be rather difficult to secure employment in formal institutions. And again, literature highlighted that

there is a halt in employment opportunities. Securing employment in South Africa is a challenge as opportunities are almost nonexistent. A large proportion of the overall national population are finding it difficult to secure formal employment, some of which have qualifications, consideration should opportunities be available will be on those who have qualification for the formal industries and those with no qualifications will be sidelined and not be considered. Leaving them to opt for informal employment or not being employed at all.

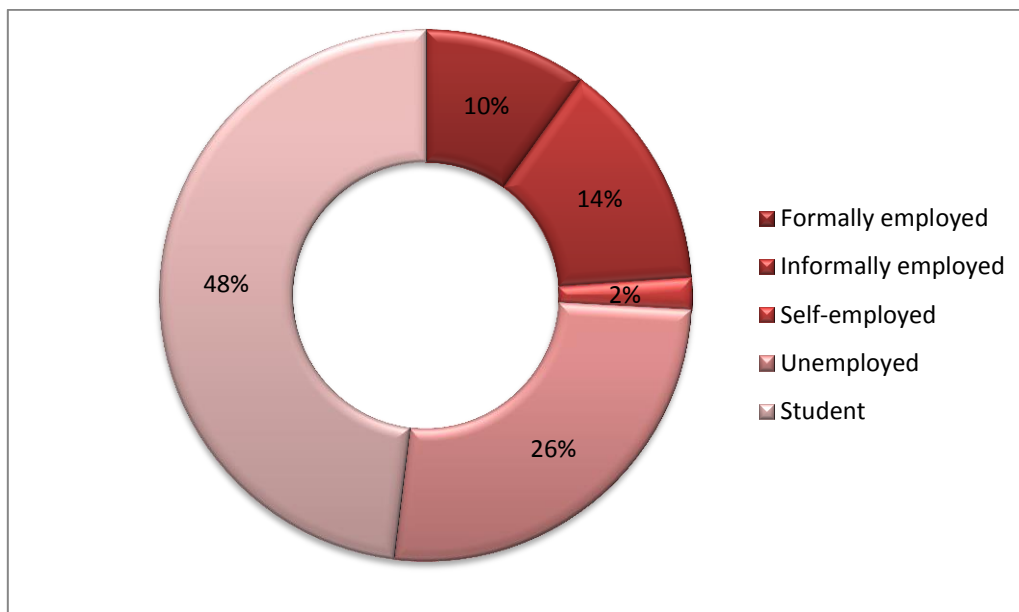**Figure 3:** Employment Status in households Seshego Township

Figure 3 above illustrates that much of people in the study area are still students at either primary, secondary and tertiary and they are totaled at (48%). And also that there is an increasing number of unemployed people (26%), followed by those in the informal employment sectors (14%). There is very low percentage of (10%) of those that are employed in the formal sector together with the not so popular group of the self-employed personnel at (2%). A large proportion of the population remains unemployed, making them dependents of government for services. The commercialization of services as attested in literature will burden their households as the majority of the people in each household are unemployed. And with persisting challenges facing South Africa, in terms of employment, even though the students were to obtain qualifications, getting employment in formal sectors will still not be possible.

4.2.4. Average monthly income

Combining all members of the household's income will make us arrive to the total monthly income average of a household. Income within households is very significant as it will allow them the purchasing power of their basic necessities within their households. Moreover, the South African government is so thoughtful and takes good care of its citizen, as it offer social grants to most of households that consists of children under the ages of 18, pensioners and people with disabilities. That too should be calculated, as it will form part of the household's average income. Household incomes include wages, salaries, social grants, retirement incomes and investment gains. The income generated in households assist in various ways. For most of the household they mainly use their monthly income to access basic needs such as food, school fees, electricity and basic clothing. Much of the households in the study area mentioned that the income generated does not fulfil their basic needs monthly, and this is due to the fact that most of them are unemployed. Much of the income is gathered through social grants provided by the government to pensioners and children below the ages of 18. Grants for older persons is granted to South Africans above the age of 60 and the money amounts to R1510, which is the same for disability and care dependency; moreover, for child support grants care givers receive R370 (Sassa, 2016). The government of South Africa provides these grants for low-income households as a way of curbing poverty.

Figure 4: Average monthly income
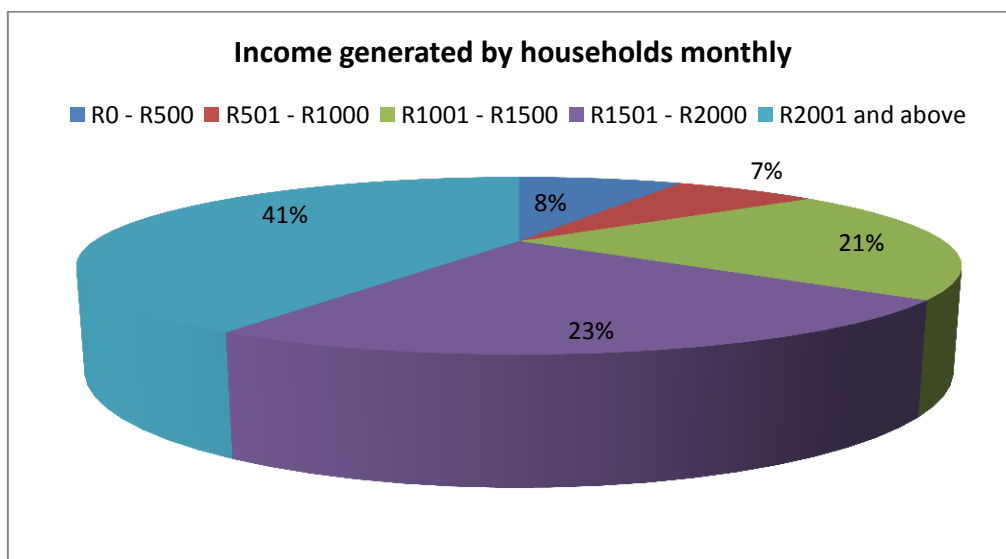
More households in the study area are incredibly living above the poverty line as most (41%) receive income that is above R2000. Furthermore, (23%) receive R1501 and above. Social security programmes were established to prevent poverty in South Africa, so that people can maintain a minimum basic standard of living (Walker, 2005). However, the remaining 3 income categories in the illustration; demonstrate that there are still households, those of which are still living below the poverty line which is R1200, These are households that receive income within the three low percentages. (8%) of the sampled population receives below R500 per month, this amount does not sustain access to their basic needs. R501 to R1000 income category also falls below the poverty line, and access to basic needs is also a struggle. During the interview, community members kept on highlighting that the grant that they receive monthly should be increased, and this should be done simultaneously with the increment of food prices. They further mentioned that, government bills them a lot for electricity, and almost three quarters of what they get from the government is given back to the government through them paying high electricity bills. One pension grant receiver mentioned that, them getting the grant is as good as not getting it at all because, it is given to them to pay the electricity bill and that's it.

4.2.5. Social Cohesion

There are various ways in which members of the community can unite; this can be through relation, religion, competitions, imbizo's and the formation of social clubs. A clear definition of social cohesion as defined by the Department of Arts and Culture is "the degree of social integration and inclusion in communities and society at large, and the extent to which mutual solidarity finds expression among individual and communities". In South Africa, there has been a marked shift from exclusive to inclusive policy process where by government proactively seeks the views of citizens in its decision making (Allan, Forrester and Patel, 2008). Social cohesion is not only between the members of the community, it also involves structures and bodies having any form of a relationship with the community. However, even though various ways to be in relation exists, there will always be clashes and conflicts that stand in the way of full cohesiveness.

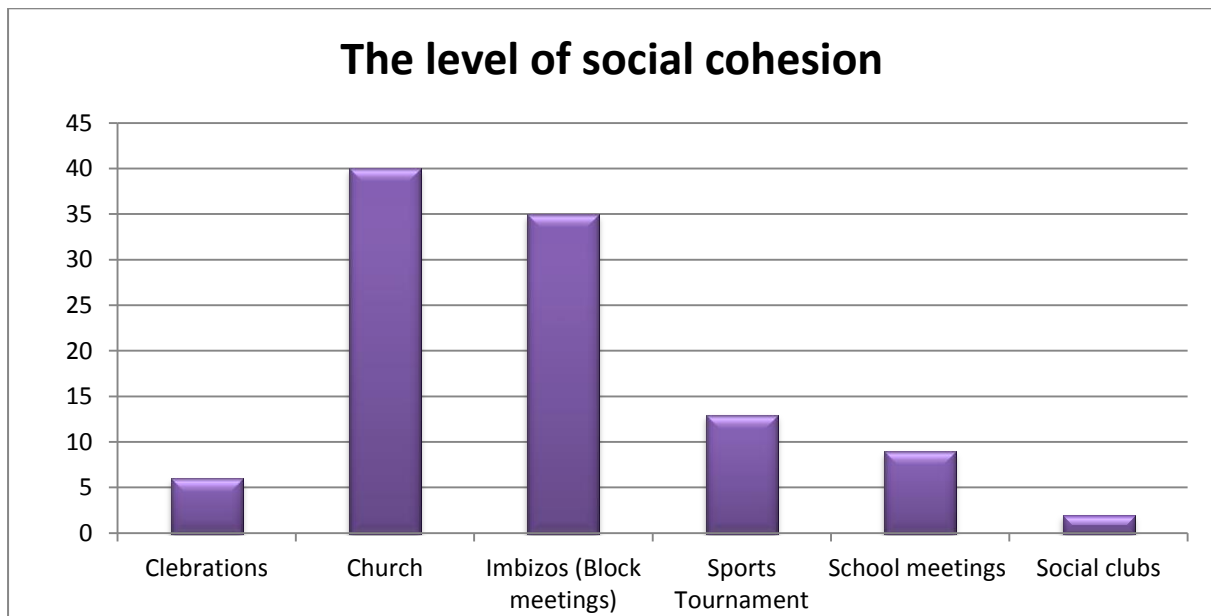**Figure 5:** Social Cohesion within the community

Figure 5 above illustrates that there is social cohesion in the community, although the results of that are not fully satisfactory. Members of the community have various activities and areas that unite and bring them together. And there are members who participate in all activities listed in the above illustration. The most common activity that brings the community together is religion; most respondents mentioned that the common area and activity that brings them together is religion as the majority of the population is belief orientated. They mostly meet at churches than in other areas. Some community members have created block clubs, where they assist each other when there are social gathering and funeral in households nearby. They mentioned that households pop out a certain amount monthly, and the money is meant to assist households in times of need. An example of which was identified as funerals, should a household experience a tragedy such as a funeral, the block in which they are registered under will offer the household a certain amount, in hope that it will assist where it can. When the responded elaborated, they mentioned that most of these block clubs consists of over 50 households within the same block, hence the name "block" and that the amount contributed monthly is R100 "in times of hurt and sorrow, my neighbors are there for me and the money they give me helps me so much" said the respondent.

4.2.6. Does Seshego form part of the Polokwane City?

Seshego is located west of the CBD and railway line. It is the nearest to the economic core of all settlement areas and thus has the best access to the formal economy of Polokwane. Seshego is seven kilometers (7km) from the city of Polokwane and further away on the edges of the municipal area are extremely impoverished rural settlements scattered into the periphery with limited or no service and infrastructure; although these communities contribute to the economy of the city, they are deprived of its benefits.

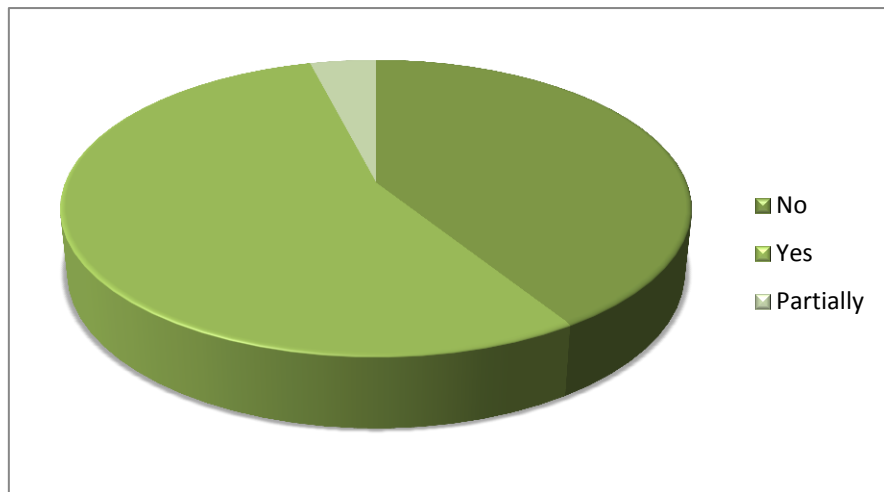**Figure 6:** Seshego forming part of the Polokwane City

Figure 6 answers a posed question of whether the respondents thought formed part of the Polokwane city or not, and here most respondent said it did. Seshego is under the Capricorn District Municipality and the municipality is based in Polokwane city. The community has access to use the municipality in the city and most of the services that the community gets are from that particular municipality. Other respondents said that they believe that Seshego Township is part of Polokwane city because they pay their electrical rates at the Capricorn District Municipality and that according to them means that they form part of it. And again, for the fact that the community of Seshego pays rates, then it is considered to be a suburb and that falls under a city, that on its own make Seshego form part of Polokwane City. The overall aim of this question was to find out if the study area is a village, township or a suburb, acquiring the information of the identity of the community will gave us much

information on which services should be offered and accessed and how these services will be offered to the community.

4.3.   Functions, Roles and Challenges of Community Development Workers

This section provides a description of the functions, roles and challenges of Community Development Workers in Seshego Township.

4.3.1. How do CDWs assist in communities?

Community development describes collaborative work to improve the capacity of less powerful groups to address their social, economic and political needs, of which play a role in determining service delivery (Geoghegan and Powell, 2006; Davids and Cloete, 2011; Yalegama *et al.*, 2016). In South Africa, the overall theory of community development emphasizes the importance of community participation, ownership, self-determination empowerment and capacity building (Mubangizi, 2009; Nasabgo and Mfene, 2012; Mansuri and Rao, 2013; Syn, 2014). It is through the use of what is called community development workers that community development activities are realized and carried out. These workers assist communities by identifying community networks, needs of the community, relevant agencies that would assist in tackling the identified needs of the community and encouraging dialogue with commissioners to develop more accessible and appropriate services.

**Figure 7:** How do CDWs assist in communities?
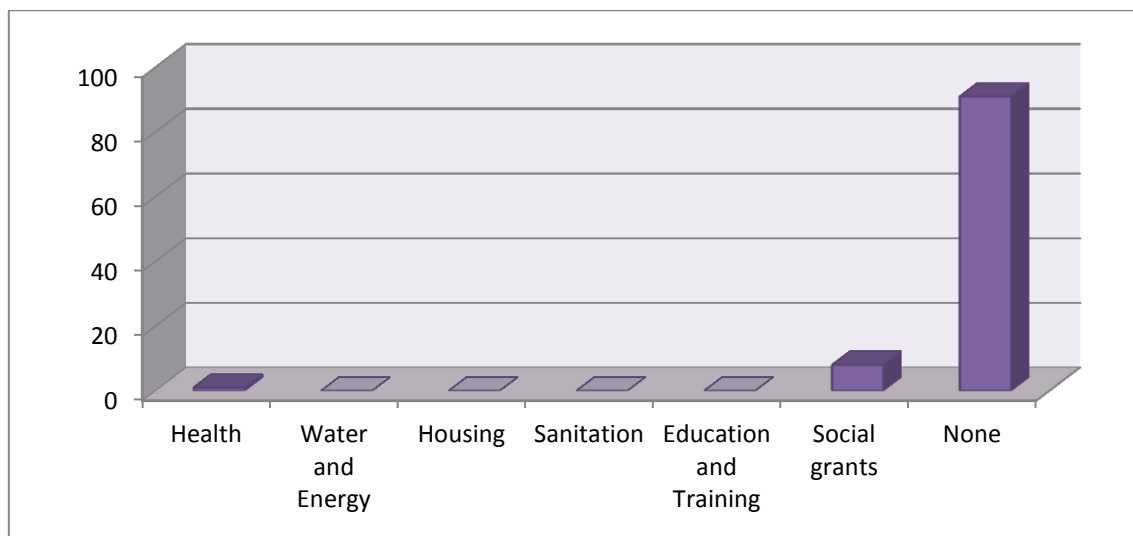
The above figure questions the activities that CDWs perform to assist in the communities. In trying to get a clear understanding what they do to assist in the community under study, the study saw it fit to ask the community people about the duties of CDWs in the community and the results came back shocking. CDWs seemed not to exist in the study area as community people said that they have never gotten any assistance from what was called community development workers. Most of the respondents interviewed, did not even know who they were. The interviewer had to elaborate to the community on who community development workers are and what is that they do, and the respond was still negative as they still were not familiar with them. However, slightly similar, 5 % of the population sampled, mentioned something about home-based care givers, these respondents said that they know them as people who assist the ill-health and aged in homes, furthermore, they mentioned that they also assist community people who do not have identity documents and social grants.

4.3.2. Duties of CDWs

Literature has confirmed that CDWs play a crucial role in communities and that they have a number of duties that they should be responsible for. It is therefore their duty to stimulate existing networks and enrich how actions are undertaken which are aimed at improving service delivery; consequently mending broken relationships and link up existing programmes with institutions that will support the community. CDWs should also make it their duty to secure even more networks to perform their functions in the communities to the best of their ability. Again, liaising with existing government and political structures will also give an added advantage to their functions, as institutions approach the communities through the government.

Figure 8: Duties of CDWs

Duties CDWs

Legend:
- Facilitation
- Empowerment
- None
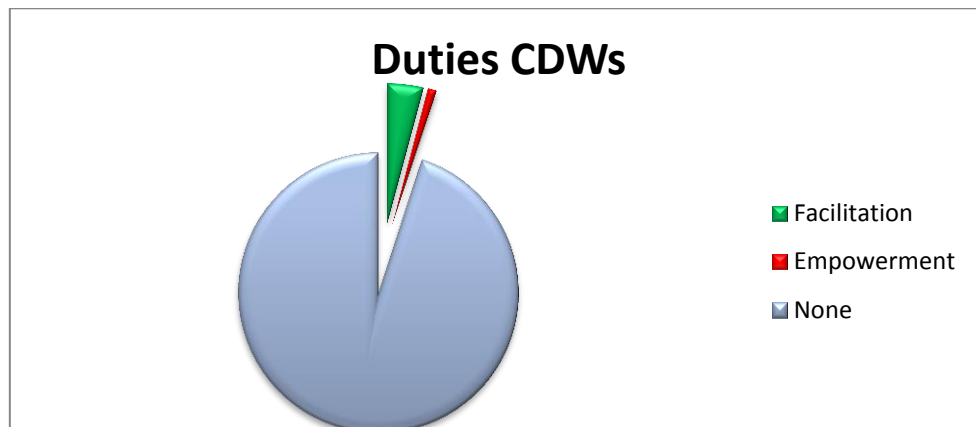
With reference to Figure 8 which demonstrated that the people in the study area have no clue as to who community development workers are, their duties are however not known in communities. Although literature clearly defined the duties of CDWs, the results are however insignificant in the community under study as the known duties that they are supposed to perform in communities which include integrating community efforts, reporting to both the community and government, assisting communities to identify, articulate and understand their needs and empower them to become developed, make the community have a say in decision making processes taking place in their community cannot be pointed as they are not known by community members. Therefore, justification of the above mentioned missed points will insignificantly label CDWs as non-existent as respondents do not have any information regarding CDWs and the duties in their communities.

4.3.3. How competent are CDWs in Seshego Township

Being efficient in serving the people is an important factor for CDWs, as they should have the ability to successfully deliver. Failure to deliver automatically reverses the good in something, making that display incompetence. Members of the community will therefore identify whether the work being done by CDWs display competence or incompetence.

Figure 9: Competence
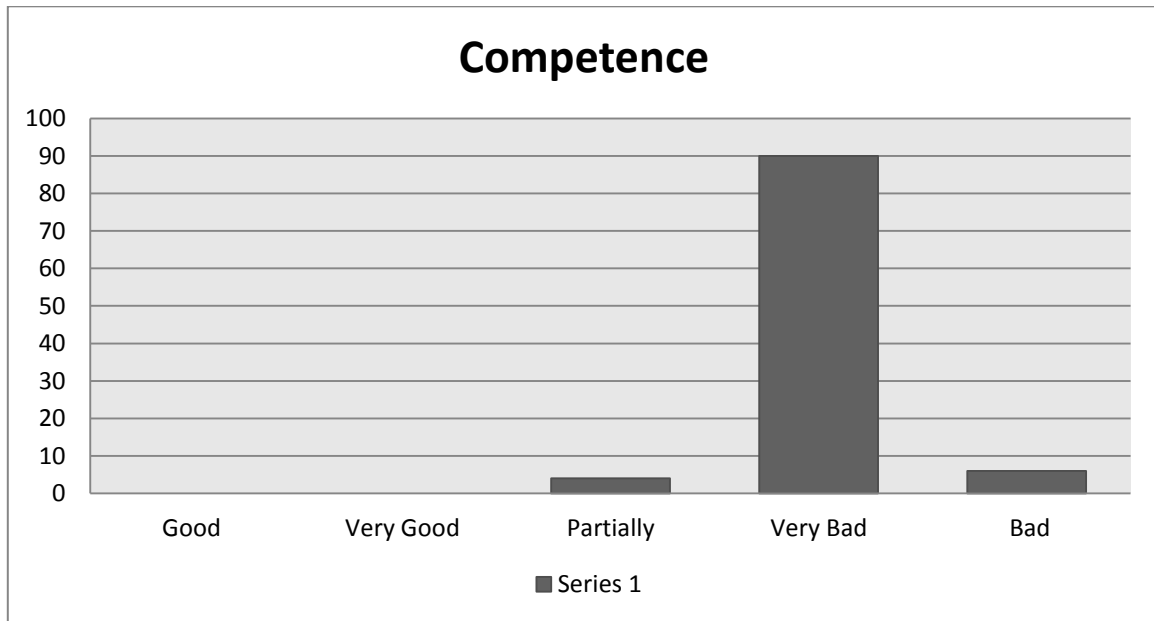
The above diagram clearly shows the level of incompetence that CDWs lack. If the mandate of CDWs is to serve in communities and their level of participation in inexistent then it means that they are falling short of what they are mandated to do, they do not know their role in communities. It can be concluded that, the employed personnel to work in that particular jurisdiction is either not performing their duty or they are not there at all.

4.3.4. Level of Skill

The same conclusion could be drawn from Figure 9 as competence is somewhat related to the skill that one possesses. If CDWs are incompetent, that on its own diminishes their image and draws a conclusion that they do not have the skill and in addition the knowledge to deal with people. Drawing conclusion based on assumption can make the information be invalid as there would be no information gathered to inform the conclusion made.

Figure 10: Level of Skill
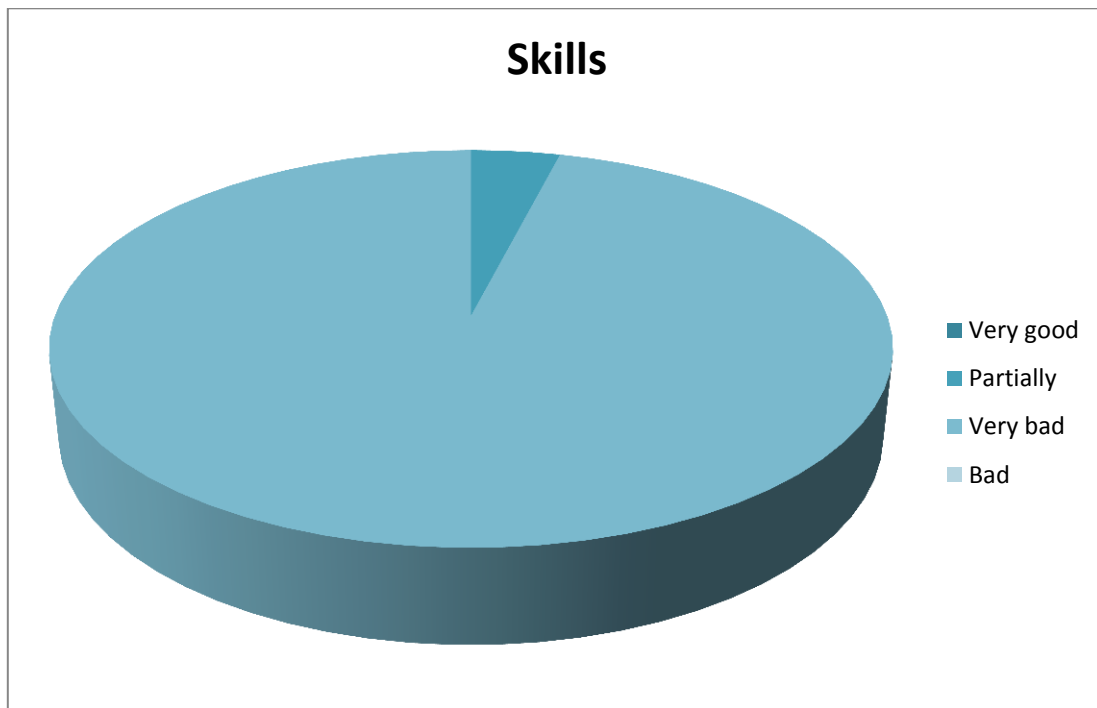
The results found after questioning the level of skill the CDWs have, came back shocking. It was however expected as their level of competence was represented as negative. Therefore, the above figure reflected that CDWs were incompetent and it can be concluded that the lack of skills will result in being incompetent as deliverables will not be put to the table.

4.3.5. Effectiveness of other action takers

With the lack of information on CDWs, while conducting the study it was seen important to investigate on how the community accessed services. Through whom do they communicate with institutions that provide services to them? It was then deemed important to know about other actors that existed in their community, that contribute towards their development. CDWs also work closely with ward committees, ward councilors, community based organizations (CBOs), non-governmental organizations and government. So we wanted to pursue, assess and check the extent to which other actors play in the community.

Figure 11: Effectiveness of other action takers
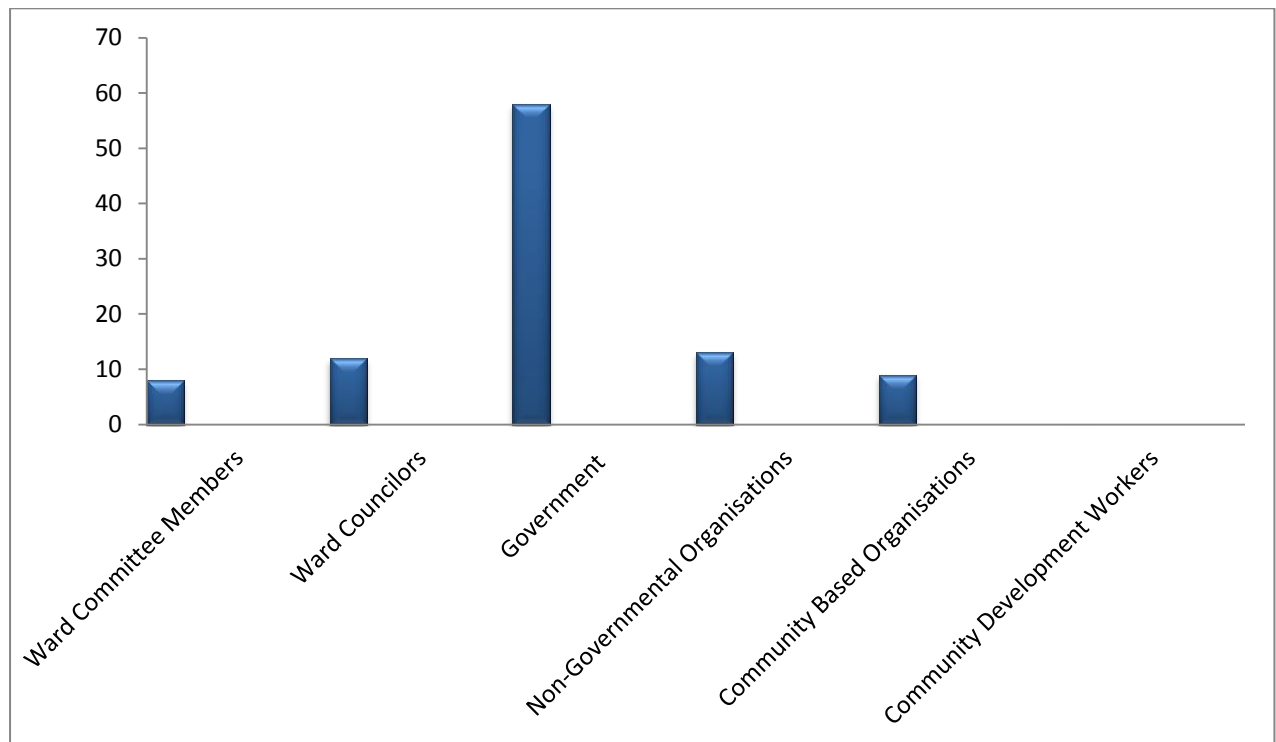
Government is known to be a system by which a state or community is controlled, and a system where community needs are catered. Most community rely on government for services and even though the services provided are not funded by the government, in the eyes of the community the services are still from government. Government is under a lot of pressure due to increasing demands of the nation as all basic service needs are directed to them. Failure to deliver requested services to communities may result to impeding factors that may stand in the way of government to fulfil some of their obligations. There are structures that exist within government institutions that are aimed at assisting communities, of which one is CDWs amongst others such as ward committees and ward councilors. Furthermore, private institutions also have a stake to play in communities as they contribute towards the needs in the communities. Community members also form organizations amongst themselves, and these organizations are non-profitable. They assist community members that are under privileged in assisting themselves. Community based organizations that exist in communities as stated are non-profit orientated groups that work at a local level and aim at improving the life of the members of the community. They focus on educating and directing the people towards being educated, inform the people on environmental issues and provide health care

through assisting the sick to access clinics and hospitals, and also bathe the aged that do not have any assistance weekly. They distribute information to the community about how they can access pension, child support and disability grants. Much of their roles are similar to those of community development workers and they are known in communities. Ward committee members, ward councilors, government, community based organizations and non-governmental organizations are known in communities and sadly, CDWs are not known at all.

4.3.6. CDWs and how they operate in communities

CDWs have functions and tasks that they should be involved with. A strong functioning community is what community development is all about; however, this comes with many more aspects that should be incorporated, which include, the changing of attitudes, the mobilization of existing skills, improvements of networks, using community assets in new ways and how to deal with problems. It is the mandate of CDWs to see that the community changes its attitude, gains skills to use community assets that exit and to improve the networks by introducing new one and enhancing the already existing. It is believed that, if all these are considered, situations in communities will be improved. Another important function of CDWs is to ensure that the community is represented at all three spheres of government. CDWs ensure that communities are assisted to develop and articulate their needs, assist the community to set targets and prioritize needs, enabling community members to be stewards of development, forming structures, ensuring that the public participates in government development projects, identify service setbacks in the community, finding solutions to the identified setbacks by working together with the three spheres of government structures, co-coordinating the activities taking place in the communities and calming quarrels of both the continuances, and largely playing interim as community organizers and facilitators. Strengthening and enhancing participatory democracy is also an important factor, through which educating and empowering local people through creating community awareness of government processes, policies and projects. These functions are performed in order to bridge the gap between the government and the community itself and they should be performed to the best of CDWs ability in order to say that they are efficient.
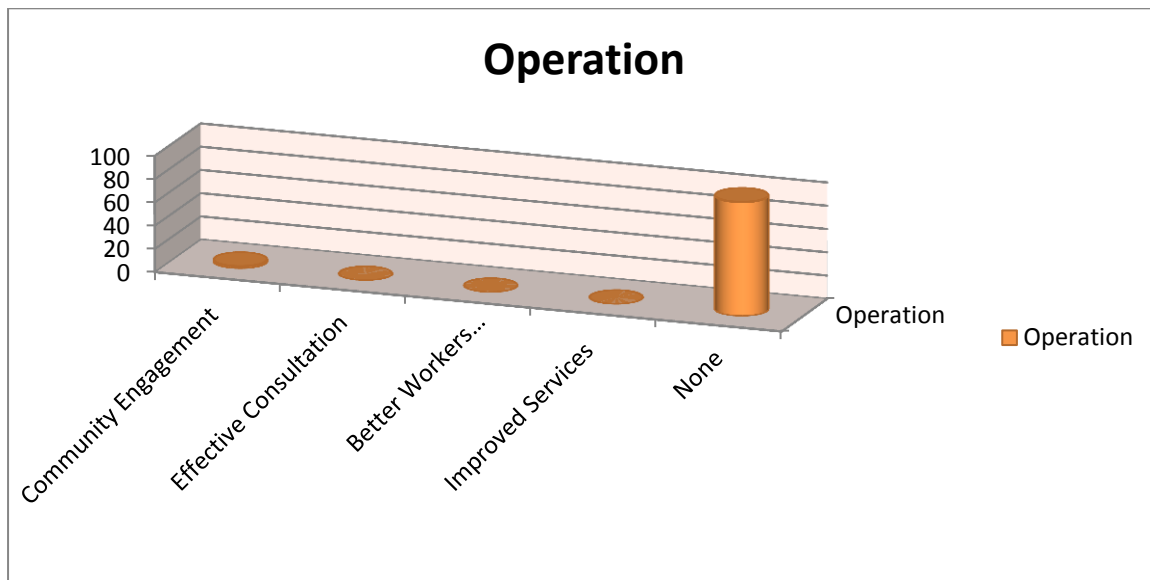
Figure 12: Operation

Figure 12 illustrates that CDWs have not been engaging with the community as they remain not known. They should constantly consult the community and find out what is needed and they should also be available to the community at all times, so that members have access to them when they need to consult; however, the diagram demonstrates that CDWs have not made themselves available as there is no sign of contact with the community under study. Other actors have made themselves available to the community as they are known by some, but it is different with CDWs. Community members complained about services they received and that much of the complains do not reach the government because they just complain amongst themselves and these information does not reach the government. Although there are other actors that are involved with assisting communities, the same complaints are also directed to them; however, community members said that even though there are ward committee members and ward councilors, there are still no improvements in their communities. One respondent mentioned that their ward councilors spend much time networking than focusing on the needs of the people. They only communicate through meetings when they are sent by the government to tackle the excessive usage of services issues and that the community should cut down their usage of services. When complaints are raised in these meetings, members usually do not get the response and these problems are then swept under the carpet and are never dealt with. This accelerates the decrease of attendance of such meetings as community members are discouraged to attend as they are not heard.
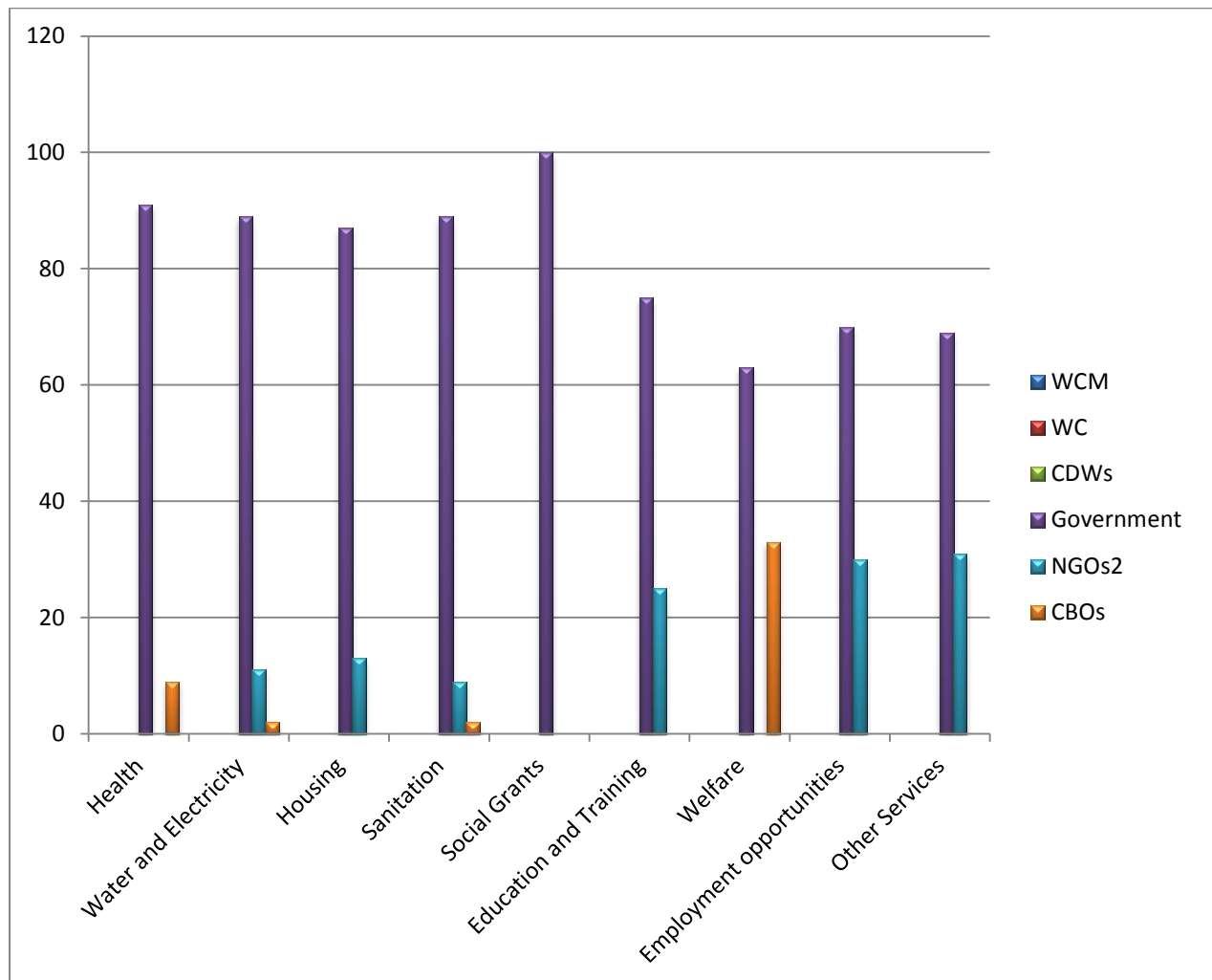
4.4.   Governance of Service delivery

Literature reflects variable socio-economic conditions that exist in communities. However, it is stated that the governance of services should ensure that the community members participate, are consulted, involved in policy formulation and advocate for most important elements of governance which includes people in the decision making processes.

4.4.1. Managers of Service Delivery

Governance is about power, relationships and accountability. It is a process that enables communities to confidently converse their interests, let their inputs be absorbed and enable them to make decisions that will be taken into consideration for implementation and also to detain accountability on decision makers (Muro and Namusonge, 2015). Governance is viewed to be the process of organizing and managing legitimate power structures, entrusted by the people, to provide law and order, protect fundamental human rights, ensure rule of law and due process law, and provide for basic needs and welfare of the people and the pursuit of their happiness. Governance structures include non-statutory actors as decision makers in local development processes and states develop frameworks in which services will be provided for their people. Alterations of this kind may include development amongst the others, forcing for government to enforce new ways in which services are to be accessed. However, the personnel to run the process, the channels to be followed and how information will be disseminated form an integral part of the complete governance. Hence it is said that, there should be a clear relation between governance and developmental change, as governance strives to bring change through providing for communities. The key principles of good governance as applied in the public interests include strong commitment to integrity, ethical values, the rule of law and openness and comprehensive stakeholder engagement that will allow the people to be hands on.

Figure 13: Managers of Service Delivery

However, the governance of services delivery is still dependent on the government structures that are available in ensuring that services are being provided to the people. The principles of good governance include independence, openness and transparency, accountability, integrity, clarity of purpose and effectiveness and in order to find out if governance is good, the use of governance indicators together with the principles can be used to assess the state of governance in a country. There should be harmony among the state, private sector and civil society in order for all to say there is good governance. With various services needed in communities and various actors that assist communities in getting the services they need, all services provided in communities have where they are directed from. We wanted to find out exactly where services derive from and also to check as to which actors manages which services. The results however, pointed at one actor being the majority provider

of services in the community. Most services derived from the government and respondents helped us to reach that conclusion.

4.4.2. Agents of service delivery on behalf of government in communities

Agents are authorized to act on behalf of others; they create a relationship as the third party between two points. They are given tasks and are responsible for the administration of particular processes. Government is a big institution, with a lot of divisions that need people who will have oversight on certain activities of an institution. Broken down to municipalities, there are agents that are appointed to deliver to the mandate of a municipality to the people. However, outside government also exists, organizations that also could be agents that cater to the needs of the people privately. Such organizations are known to be non-profitable organizations that objectives similar to those the government.

Table 1: Agents that deliver services in communities

Ward Committee members	Ward Councilors	Community-based organizations	Non-governmental organization	Community development Workers	Others
2	3	69	11	0	15

The study aimed at finding out the extent to which these agents fulfil their obligation in communities and how recognized they are. However, respondents revealed that they receive many services from community based organizations than any other agents. Followed by others, the category of others opened the question so that if the respondents wanted to further elaborate on where they often get services from could be added. One respondent spoke of philanthropists that often donate to the community, politicians that lobby for votes when nearing to elections. Non-governmental organizations also contribute but their contribution is not that much. Ward committee members and ward councilors contribution was however lower than expected and drawing a conclusion, with reference to figure 13, much of their contribution goes unnoticed.

4.4.3. Involvement of beneficiaries in management, decision making, planning and priority setting for services

The constitutional objectives for local government are set out in the Section 152 of the constitution (Constitution of the Republic of South Africa, 1996), which are to provide democratic and accountable government of local communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development; to promote a safe and healthy environment, and to encourage the involvement of communities and community organizations in the matters of local government. All these are set out for the local government and municipalities must strive, with its financial and administrative capacity to achieve these objectives. It is the duty of the municipality to organize and manage all administrative processes, budgeting and planning processes so as to shift from the imposing of services to community members but rather to giving priority to the general needs of the of the community, promoting the social and economic development of the community and also ensuring participation from all stakeholders within the three spheres of government (Constitution of the Republic of South Africa, 1996).

Allowing for the community to be active participants of their own development would have an impact in enhancing the capacity of the community, as they would be exposed to new ideas. Therefore participative community based planning, should be introduced in municipalities as a structured process where active involvement of the community will help set priorities and identify issues for action in their area. And to fulfil a developmental role through the involvement of all stakeholders that will be benefiting and contributing towards development.

Figure 14: Involvement of beneficiaries
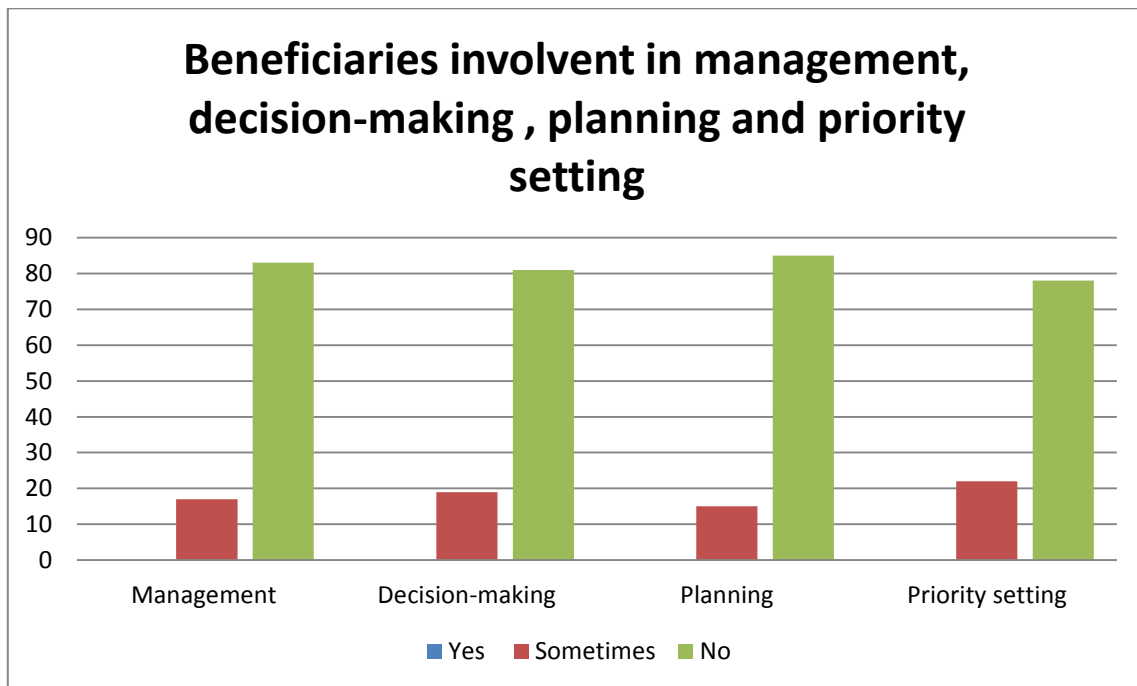
The above figure demonstrates that community members or beneficiaries are not entirely excluded in the management, decision-making, planning and implementations of activities of service delivery in their communities. However; a great number of respondents said that they are not involved in any of the activities mentioned in the above figure. Moreover, the majority of respondents are against the fact that some services are imposed to them without having been consulted. For example, the government is currently paving the side walk or pedestrian path walk that runs along the side of the road in Seshego Township. However, that has not been communicated to the community. The side walk path is generally in front of the yard of households and the pavement was done in a way that cars may not be able to park in front the yard. The only path through which enters the yard may only fit one car. According to the community, the problem with that is, in cases where there is an event such as a funeral or any other celebration, cars would not have anywhere to park, which then forces the community to either have their events at the park or a communal hall. "Should they have consulted us as the community, we would have not agreed to that because of events that take place and will require parking space" these project was imposed to the community and no consultation was conducted. However, others said that they are sometimes involved.

4.4.4. Beneficiaries' involvement

Literature stresses the inclusivism and always puts emphasis on participatory development. Figure 14 above, highlighted that people are not included in the managing, decision-making, planning and priority setting and that is a problem. To further establish how the community access services, we found out what is reflected in the graph below.

Figure 15: Beneficiaries involvement
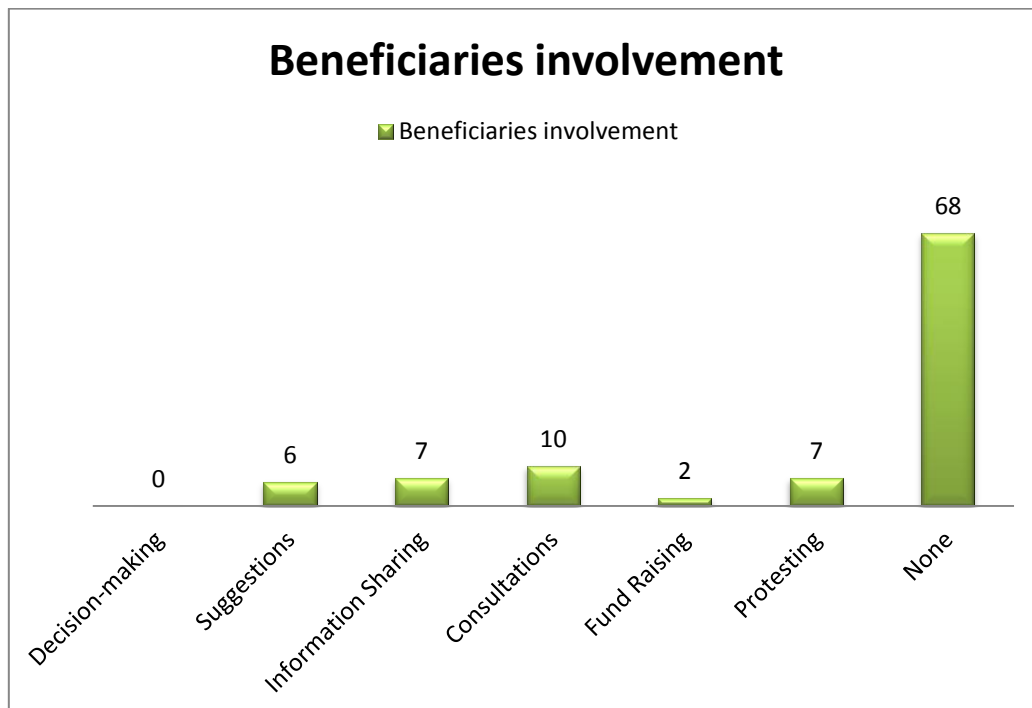
Most community members do not attempt to approach the government to request for services, this group of community members just wait for any service to be imposed and they delivered; however, there are those that go to the municipalities to consult and seek clarity. To their arrival, at the help desks, they say often the people working there are not friendly and have little information to share to them based on their enquiries. Having not have received the relevant information on their queries, they have noticed that there are suggestion boxes, they then write their problems down and place them in the box with the hope that their concerns will be attended to. A few respondents mentioned that the only time they are taken to head by the municipality, is when they threaten or protest; however, often they do not matter to the municipality.

4.4.5. Approaches used in planning and implementation

Most countries are shifting from the constitution of development that starts from the top to the bottom towards a perspective of ensuring that the people in the community be the ones who are directly involved in the processes of discovering what the community needs and submit that to the state or service providers and them providing for those needs. There are two most commonly used approaches worldwide, and they are the top down and the bottom up approaches to service delivery (Denizer *et al.,* 2013). These approaches are mainly focused on the status and/or the decisions of the state government, what the state has agreed upon in terms of decision-making processes. In Sierra Leone the power is vested in the state government when it comes to making decisions (Wilson, 2015). Although service delivery in South Africa is known to be bottom-up approached, the key points that emerge from the status of service delivery are influenced by the progress that has been uneven across the country, bearing to the fact that there are different issues facing different areas. This reflects on variable socio-economic issues and conditions that affect municipal incompetence's and inability to cover the entire spectrum of their jurisdiction as municipalities fail to ensure participation, consultation, policy formulation and advocacy of the most important elements of governance that include people in the decision making processes (Booysen, 2007; Kernaghan, 2009; Fledderus, *et al.*, 2015).

The process of implementation within the South African government involves a series of steps that are followed in order to efficiently deliver services in communities, these steps and systems aid the implementation process directing it towards the achievement of service delivery. The steps and systems involve organizations that are aimed at ensuring corporative governance and inclusive participation of all relevant structures involved in the delivery of services. Department of Co-operative Governance, participation, Integrated Development Plan, redress of apartheid inequalities and the targeting of vulnerable groups, implementation partnerships, local government, business, NGOs and CBOs participation, the delivery services, the development of infrastructure, local economic development and environmental protection are all incorporated as part of the system and process of attaining the development goals of the nation.

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Figure 16: Approaches used in planning and implementation

Approaches used in planning and implementation
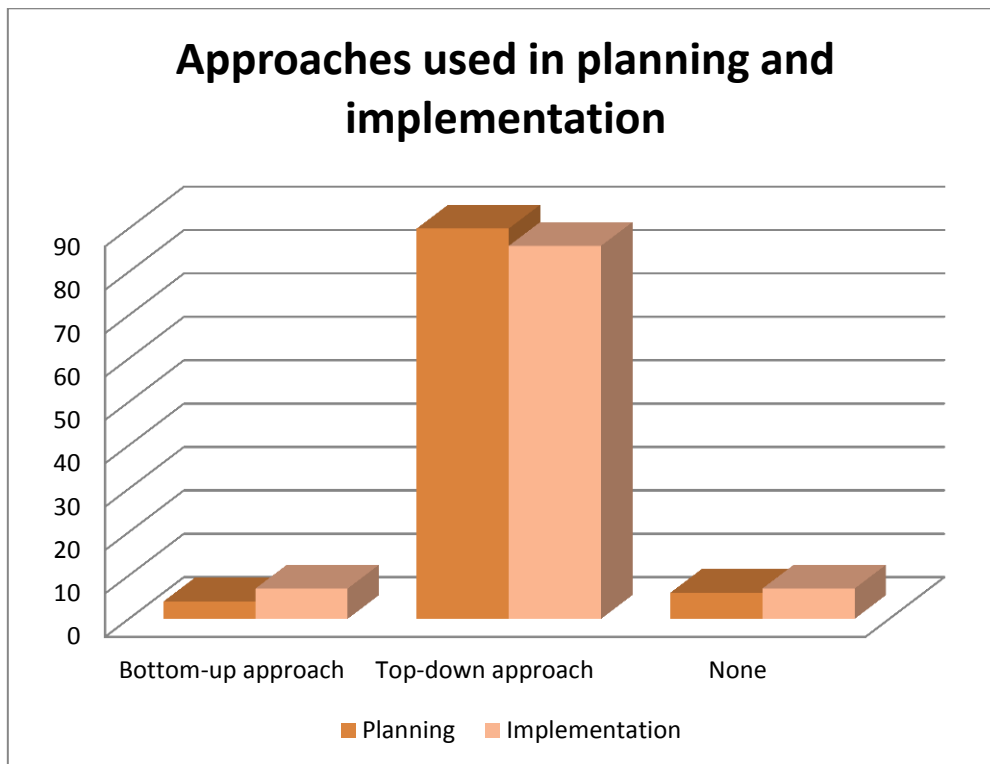
Most municipalities are required to use planning approaches that assist municipalities in fulfilling a developmental role through the involvement of all stakeholders that will benefit and contribute towards development. Local problems require local solutions and therefore community participation should form the basis of all activities taking place, municipal officials should ensure that local communities be integrated in planning and should form part of the planning process in order to form a bond and also to put more emphasis on improving and overcoming the problems faced in their communities. According to the Municipal Systems Act, No 32 of 200, the IDP is the principal strategic planning instrument which guides and informs all planning, budgeting, investment, development, management and implementation in the medium-term decision making.

The Integrated Development Plan (IDP) is the commonly used approach in all South African municipalities that assist municipality in achieving its mandate of delivering services in communities. Community service providers encourage and believe that involving people in planning can increase their commitment to the programs and processes of developing communities, communities can be assisted in developing appropriate skills and knowledge to identify and solve their problems on their own

(Archibald *et al.*, 2016). However, even though it is stipulated in paper that inclusive decision-making that would require people at the grass root level to make decisionsin practice is not applicable. Decisions are still made at the top, on behalf of the community. Beneficiaries are still not involved in the planning and in the implementation phase.

4.4.6. Satisfactory level of services delivered

The national and local government in South Africa finds it difficult to provide services to the poor as the total population number constantly increases. Immediately the number goes up it also means that the amount of services will increase. South Africa's 284 new municipalities have experienced severe difficulties managing services, especially in billing and collecting revenue (Satterthwaite, 2009). The status of service delivery has been identified to be rocky and inconsistent. The distribution and allocation of services in South Africa does not cover the whole spectrum of the population, communities in certain areas still fail to access basic services, and this is due to the lack of capacity of municipalities to provide for their communities.

Figure 17: Satisfactory level of services delivered
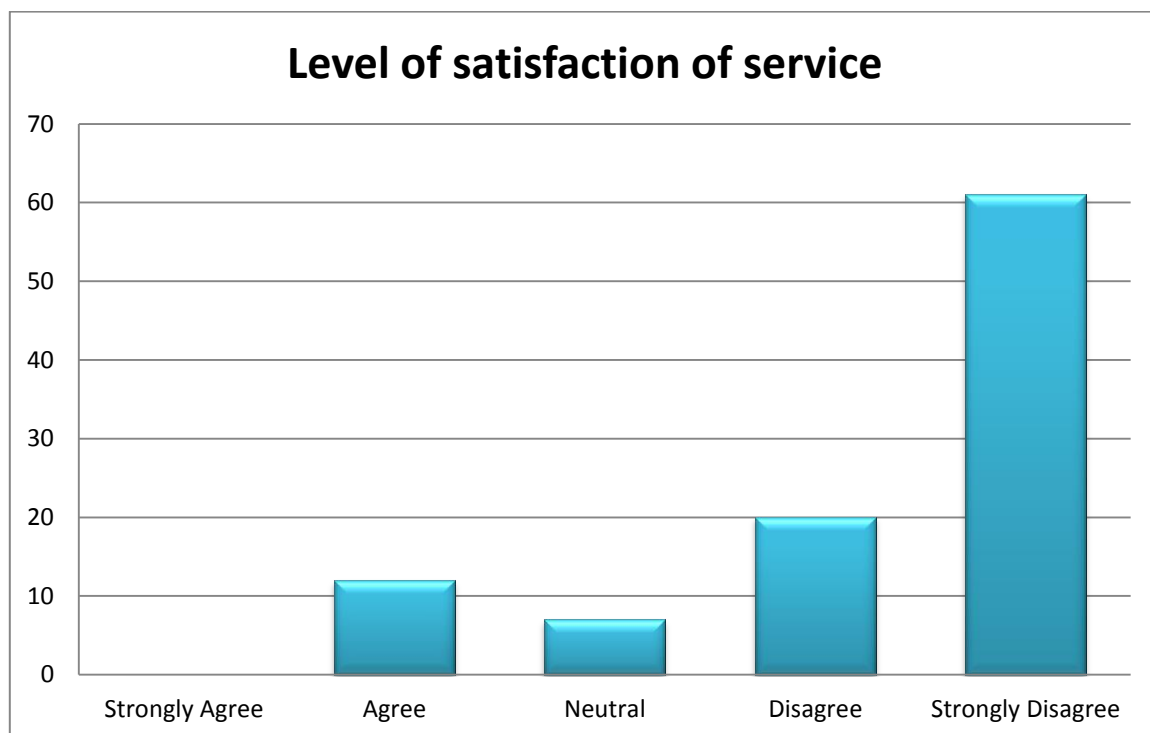
The failure of service delivery has been contributed to by the unpleasant circle of deficiency of resources and services in several developing countries. That all together jeopardizes the increase in human development in various parts of the world (Esfahani, 2005). It is however significant for government to ensure that communities are satisfied with services that they get. Most of the people are not satisfied with the services they receive. Yes, services are provided in Seshego; however, the people are just not happy about the after math of these services. Respondents mentioned the commercialization of services has left them paying high rates for electricity and water, and the way, in which these bills are high, they even think that there could be something wrong with the systems used to calculate the rates in municipalities. One respondent told us their experience, that the amount in the statement sent to their address stated that they owe x amount, however, when they went to the municipality, x amount which they had to pay had increased. Another respondent also thought that there is really a huge problem with the system as their balance in which they owe, never decreases and they pay on a monthly basis.

4.4.7. Adequacy of services delivered

Most municipalities' highlight that no matter the effort they put in satisfying the needs of communities they serve, people just never acknowledge their level of satisfaction (The Department of Local Government and Housing, 2012). It is however significant to note that the constitutional obligations stand to define the law of the nation and sets out the foundation of all legal duties of both the citizens and the government. Formulating policies in order to control actions in any given organization is imperative as it establishes and guide service delivery areas. Hence, monitoring, evaluating and reporting on development projects and the delivery services taking place in communities is seen important. Municipal Systems Act (2000) which foresees the outcome as the participatory local democracy which will result in improved service delivery to local communities tracks the improvement in the delivery of services and state that it should be clearly identified and justifiable that the social living standards of the communities regularly improved.

Figure 18: Adequacy of services delivered
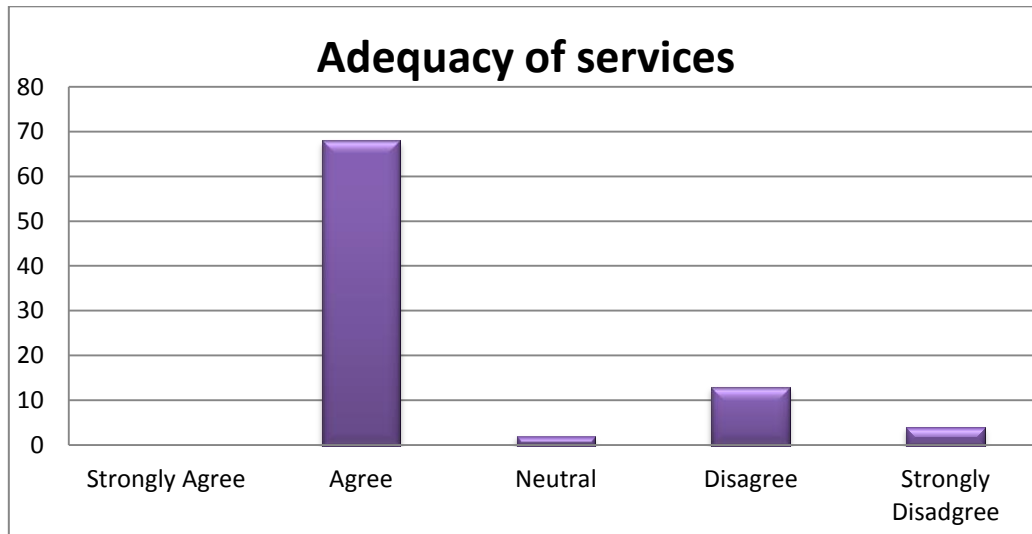
Services provided in the area of study, are adequate as mentioned by community members. They are being provided with basic services and they have uninterrupted access to those services. For example, all households in the study area have access to electricity, and they also have access to water and sanitation.

4.5. Contributions of CDWs towards Service Delivery

4.5.1. Contributions of CDWs towards Service Delivery

Literature suggests that service excellence is a difficult milestone to achieve, as there are always stumbling blocks standing in the way of anything great. It is however, possible to gradually achieve it through going through extra lengths to ensure that great results come out of each effort. According to Kakaza and Ntonzima (2012) sustainable development is an international concern as it ensures continuation of the service delivery even after the project or programme within an area has been implemented and completed. The need for profitable and operative community development in South Africa is recognized as a foundation of a productive national development (Hart, 2012). Consequently assisting the government to achieve the people's contract of a better life for all and also mediating information and activities among government and non-governmental agencies (Mubangizi, 2009). CDWs are introduced in communities to contribute towards service excellence through their programmes, as they encourage community participation and hands on involvement in activities that are taking place within the

communities. They step in to assist programmes and projects that are taking place within their communities (Holtzhausen, 2012).

Their job is mainly dominated within communities and with people. In order to successfully achieve their objective, which is to make the community happy by assisting them, they will have to work with them. The first step to be performed by them is to encourage public participation in communities, make the community to come together and make collective decisions. Their main ability is that they are able to assess and identify common problems and collectively seek alternative strategies to resolve the identified challenges Tshishonga *and* Mafema, 2008). Furthermore, they encourage community people to be core participants in integrated development plans of municipalities in terms of decision making.

Although community development workers are facilitators of programmes that are looking at positively refining the survival tactics of the people, there are challenges that surface during the implementation of such programmes. These challenges may have contributed towards them not being known in the study area. Literature has shown us that CDWs exist; however, information that has been collected reflects a different thing. Community members in Seshego have never come across CDWs; they are not familiar with the term and the people thereof. This questions their existence and the roles and functions in which they play in communities. Furthermore, consent is also raised as to whether the assigned CDW to the ward is doing their job. Literature has stressed their duties and the contribution in which they make in community but the study has revealed that they do not fulfil their mandate in the particular study area. A few respondents that are familiar with the concept of CDWs mentioned that they know the functions and roles in which community development workers should perform; however, the allocated CDWs to serve the community under study have not been fulfilling their mandate in the community. They do not attend community meetings and is the reason why they are not known in the community. However, the interviewed CDW for the ward studied, told a different story from what the members of the community have said. The interviewed claimed to be known in the community and that they constantly attend meetings in the community. The most unfortunate part is that they were interviewed prior interviewing the members of the community and when contacted to make follow up

and give feedback on the response of the members of the community, they could not be reached.

4.6.   Conclusion

A prerequisite for successful development is social cohesiveness and a good working relationship between all stakeholders involved in the improvement of the standard way of living in communities. Sustainability of services provided in communities is instrumental; community members and service providers should link up to close the gap and encourage inclusivity. There are different dynamics that may disturb the success of the delivery of services and the strategies of CDWs; therefore, it is imperative that government strengthens policies and laws that govern service delivery in order realize good governance. With growing concern on the ability of service echelons that are introduced in communities' ways to administer for services should be altered to suit both the people and the workers and at the same time deliver to their mandate. As a result, community development workers should see to that they strive towards fulfilling their duties in communities.

CHAPTER FIVE
FINDINGS, RECOMMENDATIONS AND CONCLUSION ON COMMUNITY DEVELOPMENT WORKERS CONTRIBUTIONS TOWARDS SERVICE DELIVERY

5.1. Introduction

The study investigated the contributions of CDWs towards service delivery in Polokwane Local Municipality, Limpopo Province. This chapter discusses the summary of the research; it also, provides recommendations and measures that could be taken into thought in order to enhance community development workers' contributions towards service delivery. The aim of the study was to investigate the contributions made by CDWs towards service delivery.   With specific objectives that discusses the functions, roles and challenges of CDWs examine how service delivery is governed and investigate the contributions of CDWs towards service delivery. Finally arriving at the destination where recommendations of possible measures that could be employed in order to improve the contributions of CDWs towards service delivery in Polokwane Local Municipality, Limpopo Province. This chapter also draws a conclusion for the entire research study.

The aim of the study is to investigate the contributions made by CDWs towards service delivery. The study seeks to achieve the following objectives:

- To discuss the functions and roles and identify the challenges of CDWs.

- To examine how service delivery is governed.

- To investigate the contributions of CDWs towards service delivery.

Guided by the desire to reach the aim of the study, material collected through literature and filed work found and concluded the study. The findings and the summary are follows;

5.2.   Findings and Summary of the Study

The study was conducted in Polokwane Local Municipality, Limpopo Province with the aim of investigating and examining the contributions of community development workers towards service delivery in order to draw a conclusion based on the study's findings. Much of the information gathered was through literature on international, national as well as local discourses and databases. To prove what has been gathered through literature, primary and secondary data was besought from the study area given by the members of the community. The research project found the following:

The dire need of services in communities has forced states to initiate new strategies that will assist community members to have the ability to be assisted to access basic services. Community development employees are said to perform the role and functions that will facilitate such processes. The facilitation of such has been transmitted to community development employees or workers to simplify access through enabling and giving them platforms to form structures within communities that will help attain the goal of community development. Literature has however proved that these community employees play a pivotal role in communities and their functions are clearly defined and could be generally said to be achieved in many countries. Furthermore, the adoption of community development workers in South Africa has however proved their significance.

- The study found that, CDWs serve as linkages between municipalities and their citizens. They assist the government to decrease demands of services in communities. Moreover, they are classified as local agents of change within local government institutions with support and guidance from the provincial and national government. Even before the government can establish platforms to consult the communities, CDWs would have informed them on what is needed in the community.

- However, the Demographic profile, highlights that the township under study is experiencing challenges such as educational, employment, income and social cohesion. Services delivery is not the only problem facing this community; however, there are many other challenges that could add to the problems that

are already faced in the community or increase to the demand of services. Having solutions to the other problems in the community could minimize the level of their need of services, as they would be able to access these services without being dependent on the government.

- Moreover, the other major challenge is the community itself, just because the community does not want to afford CDWs the credit that they are knowledgeable in their field of work members of the community maybe unwilling to work with CDWs, in most cases CDWs are undermined by the community. This contributes to the failures as they are demoralized to perform to the best of their ability forcing them to be ineffective and making their operations useless.

- Nonetheless, undermined or not it is their responsibility of CDWs to guarantee that all citizens in the population form part of the development that will take place within the boundaries of their communities, and also, that transparency and consultation certify that citizens partake in activities that concern them. CDWs should make sure that the members of the community are involved in all activities that are going to take place within their community. They should at all times create unison for members of the community together with that of the community and government to exchange and share information.

- Community development work is offered as a profession and acquiring the qualification can instill quality skills that will inform CDWs on how to work with people and also on how to assist communities to become even more developed and have access to services.

- Preferably, CDWs should be members of the community they are serving, in that way they are well informed about the needs of the community to which they are serving. CDWs have to clearly understand the environment in which they are working in and also to devise an approach to use when assisting the community. Knowing what they are working with will make them be efficient and effective as they would be familiar with the needs of the community. They would also be able advise the community on how to prioritizes their needs.

- Networking and finding potential sponsorship for projects that would help the development of their community. They are knowledgeable about certain stakeholders they can attract that would assist in the development of their community. Again, there are other stakeholders that have the same objectives as the government or CDWs. Stakeholders that have the same goals as CDWs are ward committees ward councilors and community based organizations (CBOs) and private organizations that assist in creating community links between communities and government. It is therefore clear that CDWs cannot work in isolation from other stakeholders that are dedicated to assist the people.

- Communities have to pre-pay for the basic services that they require from municipalities, services such as electricity, telephone and more recently water and this has been highlighted as a new social 'paradigm' for service delivery. Whereas communities are fighting for these to be free basic services offered by the government, it is still a long journey in educating the people on how they can move forward in a culture of paying for the services that the government offers and accept the system as they move forward.

- Municipalities are mandated to deliver water as a basic service; however, some situations such droughts are beyond their control hence failures in delivering water to communities. Even though there are alternative measures put in place for the storage of water, due to the lack of rain, reservoirs are unable to maintain the demand as the water available could not sustain the entire population without having to be depleted.

- In line with water shortages, South Africa's power sector is also pressured; ninety one percent of the nation's electrical energy derives from coal-fired power plants. With increasing demands, pressures are placed on power stations as they are unable to cater to the entire nation's demand; hence over the past years, South Africa has faced a dilemma of load shedding.

5.3. Recommendations

- CDWs should at all times conduct research on communities and on new trends that can assist in serving the communities. This will beneficial for both the government and the community as there will be improvements in services. Therefore, it will be of high significance to ensure that when the policies are established, the decisions should at all times be of courtesy to the civil society. In fact, the people should be at the center of the structural committee or form part of the committee, in order to, influence the decisions that will affect them mainly because they are the beneficiaries, they should have a say.

- CDWs still have limited powers to take control and to fully facilitate and have an influence in decisions taken as representors of the community. It should therefore be suggested that they are granted the power to control. This will push them to be more involved in activities and be well known in communities. Given the responsibility to control may make them to be more hands on and fulfil their mandate in community. And that can also erase how they are perceived by community people in communities. In that way they will be respected in communities.

- Qualifications offered will help them have light on how to serve people, and be able to encouraging participative work from both the state and the community itself. Having obtained the qualification, CDWs will be trained on how to deliver information to the communities and the government and they will also know how to deliver information, and mostly in a more precise and polite manner. The impact that CDWs have in communities should be that, the skills that CDWs have acquired contribute towards effective service delivery.

- The needs of the community can be very complex; therefore CDWs should be able to integrate theory and practice of how the process will be carried out and also analyze the desires of a particular community and at the same time be able to propose and assist actions in communities in which they work, involving all the stakeholder and the beneficiaries to collectively build community wealth to bring about social transformation and integrity. For one

person that can be too much. It could therefore be recommended that, two or more CDWs be appointed to serve a community, so that when the other is not delivering to their mandate, the other intervenes.

- Government has since came up with ways to control and monitor the usage of services; the emergence of problems in the country forced for the commercialization of services such as water and electricity, initiating that levy be paid monthly to minimize wastage of such services (Gwala and Theron, 2012; Holtzhausen, 2012). This sort of arrangement differs with the expectations of communities, as they expect that services be delivered to them without bearing in mind that other problems are beyond the control of municipalities (Netswera, 2005; Thornhill, 2010c; Holtzhausen, 2012). Citizens are against the commercializing of services and still do not understand the reasons behind them having to pay for services that they receive from the municipality whereas the government stipulated that people have right to free basic services (Burger, 2010). The commercialization of services was a strategy put in place after local governments came to a conclusion that there was loss of control by communities in terms of services rendered to them (Holtzhausen, 2012). They tend to misuse services given to them free and the only way to have them control the resources was to bill them a certain percentage based on the over usage of resources and services rendered per household (Kakaza and Ntonzima, 2012; Majam, 2012).

- The efforts in which they invest are resulted through a good working relationship with the community and at the end results in thrilled dwellers in the community. In addition to the thrill of the community, to identify that CDWs are effective in communities, it should be that the community is aware of their existence and that they have access to them at all times (Mpofu and Hlatywayo, 2015).

5.4.   Conclusion

The general conclusion drawn from literature is that community development workers contribute enormously towards service delivery in theory; however, it is a different thing in practice. CDWs are faced with a lot of challenges that impede on the functions and the duties in which they should be playing in communities and that labels them as being incompetent; therefore, even though there are strategies and a plans in which can assist the performance, once they are ill-treated, undermined and not working closely with other stakeholders in the community, it will be difficult for them to fall back into the track and convince the community otherwise. It is therefore important to highlight on the qualities in which they should possess and the qualification that they should obtain. With that, it can be said that they will be equipped with the knowledge to know how they can cope with difficult situations and have a game plan on how to approach issues when confronted. This will enhance and make them fulfil their mandate in communities and further development new trends that can be adopted to assist with their functions and duties.

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Appendix 1: Semi-Structure Questionnaire

CONTRIBUTIONS OF COMMUNITY DEVELOPMENT WORKERS TOWARDS SERVICE DELIVERY IN POLOKWANE LOCAL MUNICIPALITY, LIMPOPO PROVINCE

By

Mmakgosi Precilla Maloa

200910871

This questionnaire is designed to survey individuals for the research project on, "Contributions of Community Development Workers towards Service Delivery in Polokwane Local Municipality, Limpopo Province". The research project is registered within the Department of Development Planning and Management, University of Limpopo, Turfloop Campus. Please assist by providing information required in this questionnaire.

 Please bear in mind that:

1. No information will be used against you.

2. Anonymity of the respondents is guaranteed.

3. You do not need to write your name on this questionnaire.

4. The questionnaire is designed to collect information aided by opinions of the people.

………………………….
Signed: Maloa, MP

CONTRIBUTIONS OF COMMUNITY DEVELOPMENT WORKERS TOWARDS SERVICE DELIVERY IN POLOKWANE LOCAL MUNICIPALITY, LIMPOPO PROVINCE

Section A: Demographic Profile of the Households

For each of the following questions, show your response by marking the relevant option with an X.

1. Please state your gender
   a) Male ☐
   b) Female ☐

2. Please mark the option that best represents your race/ethnic group.
   a) African ☐
   b) White ☐
   c) Other ☐
      Specify _____

3. In which of the following age categories do you fall under?

0 to 16	
Between 16 to 20	
Between 21 to 25	
Between 26 to 30	
Between 31 to 35	
Between 36 to 40	
Between 41 to 45	
Between 46 to 50	
Above 50	

4. How would you describe the area in which you are residing?
   Township ☐
   Village ☐

5. How many are you in the household?
   a) 1 to 3 ☐
   b) 3 to 5 ☐
   c) 5 to 7 ☐
   d) 7 to 9 ☐
   e) 9 to 12 ☐
   f) Over 12 ☐

   Specify number _____

Section B: The Approaches to Community Development

- What are the approaches to Community Development?

1. Which model is adopted in developing your community?
   a) Self-help ☐
   b) Capacity building ☐
   c) Capacitation (Group) ☐
   d) Social capital ☐
   e) Economic Development ☐
   f) Sustainable Development ☐
   g) Community Economic Development ☐
   h) Asset–based community Development ☐
   i) Community organizing ☐
   j) Participatory Planning ☐

2. Who are the role players in the development of your community?
   Government ☐
   Non-Governmental Organizations (NGOs) ☐
   Community-Based Organizations (CBOs) ☐
   Community Development Workers ☐

3. What are the different ways in which community development is conducted?

Integrated efforts	Collective action	Needs orientation	Objective orientation	Action at grass-root level	Asset based

4. Which are the ways you described operationalized?

		Community engagement with public bodies	Effective consultation	Better working partnerships	Improving services
Operationalization	Integrated efforts				
	Collective action				
	Needs orientation				
	Objective orientation				
	Action at grass-root level				
	Asset based				

5. How would you rank the reasons of conducting community development on a scale of 1 to 5, where 1 represents the least serious and 5 the most serious?

Reasons of conducting community development	1	2	3	4	5
Build assets					
Increase capacity					
Improve quality of life					
Better working partnerships					
Improve services					

Section C: Functions, Roles and Challenges of CDWs
- What are the functions, roles and challenges of CDWs?

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

a) Very well ☐

b) Pretty well ☐

c) A little ☐

d) Only by name ☐

e) Never heard of ☐

2. What are the methods of communication between the community and CDWs?

a) Notices ☐

b) Announcements ☐

c) Meetings ☐

d) Information sharing (reports) ☐

e) Feedback ☐

3. What are roles of community development workers in the community?

a) Integration ☐

b) Facilitation ☐

c) Reporting (both to the government and the community) ☐

d) Encourage public participation ☐

e) Assists communities to identify, articulate and understand their need and empower to become developed ☐

f) Other (Specify) _____

4. Do you think community development workers are competent in doing their work?

Good	Very Good	Partially	Very bad	Bad

5. Do you think CDWs are properly skilled?

Good	Very Good	Partially	Very bad	Bad

6. What is the level of participation/involvement in the community?

a) High ☐

b) Very high ☐

c) Neutral ☐

d) Low ☐

e) Very low ☐

Section D: Governance of Service Delivery

- How is service delivery governed?

1. Which of the following services are delivered in the community?

Health	
Welfare	
Housing	
Agriculture	
Economic activities	
Social grants	
Education and training	
Employment opportunities	

2. How is the delivery of each of the services controlled?

a) Government ☐

b) Community ☐

c) CDWs ☐

d) Other(s) ☐

Other (Specify) _____

3. Are the beneficiaries of service delivery involved in the control?

a) Community Based Organisations (CBOs) ☐

b) Non- Governmental Organisations ☐

c) Ward committees ☐

d) Ward councilors ☐

e) Community Development Workers (CDWs) ☐

4. Are the beneficiaries of service delivery involved in the control?

a) Yes ☐

b) Sometimes ☐

c) No ☐

5. In what way are the beneficiaries involved?

Decision-making	Information	Consultation	Fund raising	Protesting

6. What are the mechanisms of engagement do the agents use to govern service delivery?

Public Participation	Information Gathering (research)	Consultation	Bottom-up approach	Top-down approach

7. Which external stakeholders are involved in the delivery of the following services (Funding, capital, decision-making)

	Services	Funding	Capital	Decision-making	Other resources /support
External Stakeholders					
NGO					
CBO					
Government Institution					
Social Philanthropies					

8. On scale of 1 to 5, where 1 represents less and 5 most, how does the existing control of service delivery affect the community's accessibility?

Adequate	Not adequate	Neutral	Not satisfactory	Satisfactory

Section E: The Contributions of CDWs towards Service Delivery

- What are the contributions of CDWs towards service delivery?

1. Do you think community development workers play an important part in service delivery?

Yes ☐

No ☐

2. How would you rate the community development workers level of competence using a scale of 1 to 5, where 1 represents less and 5 most?

Competent	Neutral	Not competent

3. Do CDWS assist in the following matters

a) Birth certificates ☐

b) Identity books ☐

c) Social grants ☐

d) Small business start-up ☐

e) None of the above ☐

4. In your opinion, do CDW's truly understand the needs of the beneficiary communities and they appropriately address those needs?

Yes ☐

No ☐

5. Do community development workers play a vital role in your community?

Yes ☐

No ☐

Section F: Recommendations

1. Do community development workers play a vital role in your community?

_____

_____

_____

_____

_____

2. Are CDW's successfully incorporating the building blocks of development, i.e. participation; social learning process; capacity building; self-reliance; empowerment and sustainable development, in pursuit of a holistic approach to development? Please motivate and if they are not successfully incorporating these building blocks at present, how can this best be improved?

_____

_____

_____

_____

_____

_____

_____

Thank you.

Appendix 2: Interview Schedule

CONTRIBUTIONS OF COMMUNITY DEVELOPMENT WORKERS TOWARDS SERVICE DELIVERY IN POLOKWANE LOCAL MUNICIPALITY, LIMPOPO PROVINCE

By

Mmakgosi Precilla Maloa

200910871

Interview Schedule for Key Informants

1. Can you tell me about the Community Development Workers, who are they?
2. What roles should CDWs play to contribute towards service delivery?
3. Are the roles played by community development workers complementary and supportive to each other or competitive against each other?
4. Which other roles could be adopted by community development workers?
5. Are there any factors which hamper the effectiveness of CDW's in their role as change agents within the community?
6. Are beneficiary communities afforded sufficient room to direct and own their own development by identifying their development needs and how those needs will be addressed?
7. What identifiable activities or skills distinguish community development workers from other agents?
8. How is the communication link between the government and CDWs?
9. Do you think that CDW's play a role in strengthening participatory democracy? If they do how?

10. Do CDW's contribute towards public participation in your municipal area?In your opinion, do CDW's truly understand the needs of the beneficiary communities and they appropriately address those needs?

11. Are they skilled enough to execute their duties?

12. What is your view about the CDW's, should they be disbanded and be redeployed to other sectors or should they be kept operating as CDW's?

13. How do community structures and people in general understand the role of Community Development Workers?

14. Describe the nature of your role and the extent of your involvement with the CDW's, local beneficiary communities and other government departments?

Thank you.

Appendix 3: TREC Letter

University of Limpopo
Department of Research Administration and Development
Private Bag X1106, Sovenga, 0727, South Africa
Tel: (015) 268 2212, Fax: (015) 268 2306, Email:noko.monene@ul.ac.za

05 February 2016

Ms MP Maloa
Department of Development Planning and Management
UNIVERSITY OF LIMPOPO

Dear Ms Maloa

APPLICATION FOR ETHICS APPROVAL

Researcher: **Ms MP Maloa**

Title: **Contributions of community development workers towards service delivery in Polokwane Local Municipality, Limpopo Province**

Supervisor: **Prof JP Tsheola** - University of Limpopo

Co-supervisor: **Dr AA Asha** - University of Limpopo

Served at TREC on: 27 January 2016

Decision of TREC: **Conditional Approval**

Conditions:
(i)   The researcher should expand on ethical considerations e.g. informed consent, right to privacy, voluntary participation, etc. and own it.
(ii)   The researcher should check the age group of the participants in Section A: Item 3 e.g. age group of 0-16, Children's Act and Consent Form should be taken into consideration. These information should also be included in the Ethical consideration Section.

Kindly make the necessary correction and submit the required information as soon as possible so that your ethical clearance certificate can be processed.

N Monene
Secretary: Turfloop Research Ethics Committee

CC: Prof TAB Mashego: Chairperson - Turfloop Research Ethics Committee
       Prof JP Tsheola: Faculty of Management and Law
       Prof MP Sebola: School of Economics and Management

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Appendix 4: Data Collection Permission- Seshego Township

University of Limpopo
Private Bag X1106, Sovenga, 0727, South Africa
Tel: 015 268-3198, Fax: 015 268-2215, Email: johannes.tsheola@ul.ac.za

TO:	Mr Samuel Motseo, Councillor, Ward 13
	Polokwane Local Municipality
Cc.:	Ms MP Maloa (200910871), Lecturer & Masters Candidate, University of Limpopo
From:	Professor Johannes Tsheola, Executive Dean & Supervisor
Subject:	Request for Permission that Ms MP Maloa Conducts Surveys in Ward 13, Seshego

Approved.
19/01/2016

As Supervisor, I herewith make a sincere request to you to allow Ms Maloa to conduct fieldwork, questionnaire and interview surveys in Ward 13, Seshego, during January 2016. This request is referenced hereunder:

Ms MP Maloa (200910871) is a Lecturer in the Department of Development Planning & Management at the University of Limpopo and is currently registered for a Masters Qualification with the same Department and University as follows:

Title: *Contributions of community development workers towards service delivery in Ward 13, Seshego Township, Polokwane Local Municipality*

Candidate: Ms MP Maloa (200910871)

Supervisor: Professor Johannes Tsheola

Ms Maloa's Masters Research Proposal has been approved by the University of Limpopo's School of Economics & Management as well as the Faculty of Management & Law Higher Degrees Committees (HDCs); and, the Turfloop Research Ethics Committee (TREC) requires that she secures a letter of permission for her fieldwork and survey in Ward 13, Seshego Township.

Tsheola 22/12/2015

Her fieldwork and survey will include observations, photographic information, administration of questionnaires among selected households as well as interviews with Committee Members and

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Ward Councillor. The purpose of the surveys is to establish how Community Development Workers contribute towards service delivery. The relevant data collection tool, questionnaire and interview questions, will be made available to the Councillor.

Ms Maloa will be assisted by four of her Colleagues and Postgraduate Students: Mr Edwin Mutyenyoka, Ms Rejoyce Ngoepe, Mr Kevin Meso and Mr Andani Madzivhandila.
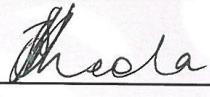
Ms Maloa would be greatly assisted if she could be allowed permission to conduct fieldwork and survey as requested; and, shall observe all relevant research ethics in keeping with the University of Limpopo's standards and requirements. She is thoroughly trained as a researcher and she knows that she has to uphold the values, principles and guidelines applicable to the Seshego Township Community.

Also, all information to be collected will be kept confidential and made available to the Councillor.

I herewith kindly request you to allow Ms Maloa and her Assistants the opportunity to conduct the fieldwork, questionnaire and interview surveys as requested.

I look forward to your favourable decision.

Signed: _____ *Tsheola* 22/12/2015

Professor Johannes Tsheola, Executive Dean
Professor in Development Planning & NRF C3 Rated Researcher
Faculty of Management & Law

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Appendix 5: Originality Report
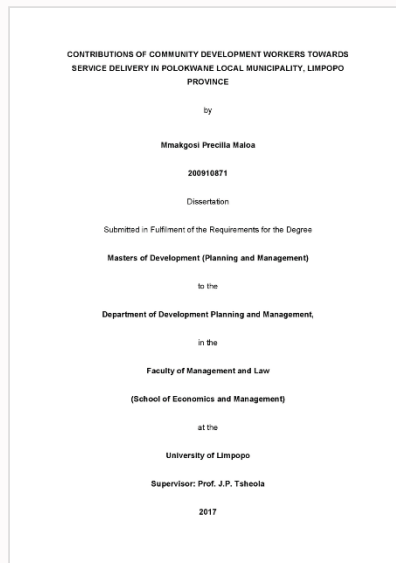
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CONTRIBUTIONS OF COMMUNITY DEVELOPMENT WORKERS TOWARDS
SERVICE DELIVERY IN POLOKWANE LOCAL MUNICIPALITY, LIMPOPO
PROVINCE

by

Mmakgosi Precilia Maloa

200910871

Dissertation

Submitted in Fulfilment of the Requirements for the Degree

Masters of Development (Planning and Management)

to the

Department of Development Planning and Management,

in the

Faculty of Management and Law

(School of Economics and Management)

at the

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Supervisor: Prof. J.P. Tsheola

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