

RESEARCH PAPER

Topic

The Impact of Cluster Projects on Development: A Case Study based on Ga-Ramogale Community Projects: Capricorn District of Limpopo Province: Republic of South Africa.

Submitted in partial fulfillment for the Masters Degree in Development: Turfloop Graduate School of Leadership, Faculty of Management Sciences, University of the North.

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DECLARATION

I Tebogo Pamela Boshomane..... declare that, The Impact of Cluster Projects on Development: A Case Study based on Ga-Ramogale Cluster Projects: Capricorn District of Limpopo Province: Republic of South Africa, is my own work and that the sources I have used or quoted have been acknowledged by means of referral.


.....
Tebogo Pamela Boshomane

28/08/2003
.....
Date

DEDICATION

This document is dedicated to my late father,

Phaahla a' Malope le Hunadi a' Phogole,

for his encouragement and support.

Daddy, I will always love

YOU.

ACKNOWLEDGEMENTS.

I would like to thank the Department of Public Works for its financial support without which this study would not have been possible.

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List of abbreviations

- 1. Northern District Council (NDC)**
- 2. Transitional Local Council (TLC)**
- 3. South African National Civic Organisation (SANCO)**
- 4. Adult Basic Education and Training (ABET)**
- 5. Community Based Public Works Programme (CBPWP)**
- 6.**

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1. CHAPTER ONE

1.1 ORIENTATION OF STUDY

1.1.1 Introduction and background

The National Government allocated R274m from the 1998/99 Budget to the Community Based Public Works Programme (CBPWP) of the Department of Public Works for poverty alleviation and infrastructure development.

It was emphasized that projects should focus on, among other things, poor areas, human development and capacity building, job creation, and single parent households. The government further indicated that sustainability and financial viability of the projects should be the core considerations in the development of the projects.

Using a targeting formula development for the Pre-Implementation Task Team of the Department of Public Works, the budget was allocated to eight District Councils in three of the poorest provinces of the Republic, namely Kwa-Zulu-Natal, Eastern Cape and Limpopo Province. Limpopo Province was allocated R63,742,861m because it is certainly the poorest.

Ga-Ramogale village in the Capricorn District was among those that benefited from this Rural Anti-Poverty Programme. The implementation budget (excluding consultancy fees) for the Ga-Ramogale project was R4,72 million and was divided into two primary components:

- ❖ R4, 28 million for the creation of infrastructure and productive assets.
- ❖ R440 000 for the building and equipping of classrooms.

1.1.2 Projects identified

- ❖ The construction of a brickyard to supply construction materials for aspects of the project on a commercial basis, and thereafter for other developments in the area.
- ❖ The construction/rehabilitation of roads within the village and roads providing access to the village from provincial/district roads.
- ❖ The construction and equipment of a multi-purpose center which will house both a day-care center and an Adult Basic Education and Training (ABET) facility.
- ❖ The construction of new sports facilities in the area adjacent to the multi-purpose center.
- ❖ The protection of a spring located within the community market garden in the village and the expansion of the garden.
- ❖ Miscellaneous fencing projects.
- ❖ The construction and equipment of three classrooms plus ablution facilities at Mapeloana
- ❖ The construction and equipment of classrooms and ablution facilities at Gersontjie.

1.1.3 Unanswered questions related to sub-area of interest

- ❖ How were the Ga-Ramogale projects initiated?
- ❖ How were they planned?
- ❖ How were they implemented?
- ❖ What impact have the projects had on the community?
- ❖ Are the projects sustainable?
- ❖ What should be done to enhance the effectiveness of these projects?

1.2 PROBLEM STATEMENT

The National Department of Public Works has allocated R4,72 million to the Ga-Ramogale Community for poverty alleviation. About R4.72 million was allocated to implement the above mentioned cluster projects to improve the

quality of life of the people in the area through job creation and the provision of an infrastructure.

It is, nevertheless, well known that there are problems in these cluster projects. These problems include lack of proper planning, project preparation and implementation which resulted in them being not operational and maintained.

Since the Ga-Ramogale cluster projects are used here as a case study, other projects experiencing similar problems will benefit from the findings and recommendations of this research study.

Development is neither about giving communities funds to implement projects that are not sustainable, nor is it about implementing projects that will not be maintained. Development is about funding sustainable projects that will be well maintained.

It is therefore imperative to identify the problems that had contributed to the ineffectiveness of some of the projects and address them in order to ensure that such projects serve the intended purposes.

1.3 SCOPE OF INVESTIGATION

Ga-Ramogale project: Central Region

1.4 SPECIFIC OBJECTIVES (BASED ON UNANSWERED QUESTIONS)

- ❖ To investigate how the project planning was done.
- ❖ To investigate how the projects were implemented.
- ❖ To investigate the impact of the project on development in the area.
- ❖ To recommend strategies that can enhance the effectiveness of these projects.

1.5 ASSUMPTIONS

- ❖ Lack of community participation led to the inefficiency of cluster projects in Ga-Ramogale.
- ❖ Inadequate project preparation and implementation led to the inability of the community to maintain the projects.

- ❖ Lack of capacity resulted in the unsustainability of some of the projects.

1.6 METHODOLOGY

1.6.1 Research design

The researcher will use the literature review to gather information on project planning, preparation, implementation and management. This will help identify the actual problems that led to the community not being able to maintain and sustain the projects.

An exploratory approach to research has been followed. According to Neuman (1997:20) the goals of exploratory design include becoming familiar with the basic facts and concerns involved and developing a well-grounded picture of what is occurring. According to the Director responsible for Community Development no research has been conducted since the projects were implemented, to find out the causes of the problems encountered. What is known, however, is that there are problems of maintenance and sustainability.

The exploratory design will help the researcher to generate a number of ideas and develop alternative solutions to existing problems. The design will also help the researcher to familiarize herself with the basic facts of what are happening or have happened during implementation of projects.

All this new information will help to develop hypothesis as well as phrase precise questions regarding the effectiveness of projects at Ga-Ramogale and other projects in similar situations.

1.6.2 Sampling

The Ga-Ramogale cluster projects have been implemented but the problem is that many are not operating and is not well maintained. The stakeholders in the project are well-known community members, consultants from UWP, the Social Consultants African Path Ways Youth Development Organization, the Northern District Council, Community Based Public Works Programme, the TLC and the Project Steering Committee. Since such a large number of people and organizations are involved, the researcher will use the purposive sampling method meaning that she will purposefully select subjects that appear suitable for the research.

According to **Barbie (1998:195)** purposive sampling is selecting the sample on the basis of knowledge of the population, its elements and the nature of research aims, in short, it should be based on the purpose of the study.

The purpose of the study is to investigate what went wrong in the Ga-Ramogale cluster projects. Since the only people who can tell what happened are the ones who were involved during project planning, preparation and implementation. The researcher thus decided to include some of them in the sample, as well as twenty (20) beneficiaries and ten (10) community members who were not involved in the project using purposive sampling method.

The following were interviewed

- ❖ The Mayor of Greater Motlape District Council.
- ❖ Project steering committee members;
- ❖ One representative from each community structures that are involved in community development;
- ❖ The consultant from the UWP company;
- ❖ The Social Facilitator from African Pathways Youth Development Organization;
- ❖ Officials from the Northern District Council since the Northern District Council was the implementing agent involved in project monitoring; and
- ❖ Officials from the Community Based Public Works Programme in the Department of Public Works who were involved in project monitoring.

1.6.3 Data collection

The researcher used reports from the Social Facilitator and Consultant to collect data.

Attached as Annexure A the researcher interviewed the subjects by using a structured questionnaire with different questions for the different groups of stakeholders.

1.6.4 Data analysis

The researcher analyzed the data gathered from the subjects by using relative frequency tables.

1.7 LOCATION OF THE STUDY

Ramogale is one of the twelve villages that constitute the Ga-Mothapo area in the Capricorn District. The area is governed by both the TLC and the Tribal Authority. It is situated 70km north east of Polokwane and has a population of the area approximately 4000 while the unemployment rate stands at about 45%.

1.8 DEFINITION OF KEY TERMS

1.8.1 “Impact”

For the purpose of this study, the word “impact” refers to the effects of the cluster project on the development of the people of Ga-Ramogale.

1.8.2 “Cluster”

“Cluster” will mean a group of projects brought together. The Ga-Ramogale cluster project includes the following:

- ❖ The construction of a brickyard.
- ❖ The construction/rehabilitation of roads within the village.
- ❖ The construction and equipment of a multi-purpose centre.
- ❖ The construction of new sports facilities.
- ❖ The protection of a spring located within the community market garden in the village and the expansion of the garden.
- ❖ Miscellaneous fencing projects.
- ❖ Construction and equipment of three classrooms plus ablution facilities at Mapeloana.

1.8.3 “Development”

According to Esman (1991:5) the concept “development” refers to a steady progress toward improvement in the human condition, the reduction and the elimination of poverty, ignorance, disease and the expansion of well-being and opportunities for all.

For the purpose of this study “development” will mean improving the standard of living of the people of Ga-Ramogale through the building of the necessary infrastructure and job creation.

1.9 SIGNIFICANCE OF THE STUDY

The study has the following benefits:

- ❖ The recommendations will help the department of Public Works and the Ga-Ramogale community to apply strategies to enhance the effectiveness of these projects.
- ❖ Other government departments and agencies can use the study as a guideline in implementing community projects.
- ❖ The study will assist the community to realize their mistakes and ensure that similar ones are not repeated.
- ❖ The consultants will also learn from the mistakes identified in this study.
- ❖ The academic community can use the present study as a guideline in investigating similar problems.

2. CHAPTER TWO

2.1 LITERATURE REVIEW

In this chapter the researcher intends looking at the problems experienced in the development of the Ga Ramogale cluster project against the background of similar projects as observed by other writers. This literary study will reveal what other writers feel is the best way to approach development projects and what needs to be done to ensure their success. The emphasis will be on development as a subject, including important aspects such as, needs identification, community involvement, participation, and all the stages of development to be followed from the beginning of a project to the end.

The researcher will therefore be able to evaluate from the findings of previous studies what was supposed to be done and was not done in this specific instance which led to the problems in this project. Thereafter the researcher will sound a couple of informed recommendations on how to solve such problems.

2.2 DEVELOPMENT

“Development is about women and men becoming empowered to bring about positive changes in their changes in their lives, about personal growth together with public action, about both process and the outcome of challenging poverty, oppression, and discrimination, and about the realisation of human potential through social and economic justice. Above all, it is about the process of transforming lives, and transforming societies” **Eade (1997:23)**

Todaro (1997:16 –17) mentions what he regards as the three core values:

❖ **Sustenance: The ability to meet the basic needs.**

He states that all people have certain basic needs without which life would be impossible. These life-sustaining basic needs include food, shelter, health, and protection. When any of these is absent or critically short in supply, a condition of “absolute underdevelopment “ exists.

❖ **Self- esteem: To be a person.**

A second universal component of a good life is self-esteem, in other words a sense of worth and self- respect, of not being used as a tool by others for their own ends.

All peoples and societies seek some basic form of self-esteem, although they may call it authenticity, identity, dignity, respect, honour or recognition. The nature and form of this self-esteem may vary from society to society and from culture to culture.

❖ **Freedom from servitude: to be able to choose.**

Freedom here is to be understood in the sense of emancipation from alienating material conditions of life and from social servitude to nature, ignorance, other people, misery, institutions, and dogmatic beliefs. Freedom involves an expanded range of choices for societies and their members together with a minimisation of external constraints in the pursuit of some social goal we call development.

2.2.1 Objectives of development

In addition **Todaro (1997:18)** refers to the following as the main objectives of development:

- ❖ To increase the availability and widen the distribution of basic life-sustaining goods such as food, shelter, health, and protection.
- ❖ To raise all levels of living, including the addition to higher incomes, the provision of more jobs, better education, and greater attention to cultural humanistic values, all of which serve not only to enhance material well-being but also to generate greater individual and national self-esteem.
- ❖ To expand the range of economic and social choices available to individuals and nations by freeing them from servitude and dependence not only in relation to other people and nations states but also to the forces of ignorance and human misery.

2.2.2 Important aspects of development

The following are important aspects of development:

❖ **Empowerment**

It can be viewed as a process that makes power available so that it can be used for the manipulation of access and the use of resources to achieve certain development goals.

Through the empowerment process people must be enabled to express and assert what development means to them, otherwise development in terms of the manipulation of resources and the fulfillment of basic needs cannot take place (Liebenberg and Stewart: 1997:125).

In the article **“Journey to Forever’s Friend at Oxfarm Hong Kong”** it is mentioned that from participation grows empowerment. People who truly participate in their own development are permanently strengthened. As well as better incomes or more crops, projects help to improve the skills and the experience of those involved. The Project should help build up more self-confidence and hope in participants, that they can make a difference and that they can improve their lives. If projects can give poor people confidence, hope, dignity and strength, they will strengthen people more than any short-term financial help could ever do.

According to **Norman Reid (1996)**, community empowerment means far more than having access to social services. Empowerment means enabling poor communities to build the capacity and the confidence to succeed at development using their own resources and the help of other partnership organisations.

He went on to indicate that there is no formula to achieve empowerment, each community will have to succeed in its own way. But there are some “keys to success” to keep in mind as the community struggles with the day – to – day challenges of making empowerment work. According to him communities succeed by acting as a whole - as- communities. In order to build strength to last into the future, it is important for the community to be together.

Again he mentions that long – term success in rural communities depends on partnerships with organisations that have resources, funds, knowledge, organisation, commitment that can be used to foster community development. More important even than creating jobs and providing services is building the community’s ability to carry out development actions on its own.

The citizens are the biggest assets. In empowered communities, they bring willing and open minds to the development process. No community can become empowered without active involvement. Keep citizens informed, and look for ways to keep them involved.

❖ Participation

The World Bank Group article “Community – driven development” states that participation in community driven development involves information dissemination, consultation and collaboration to support empowerment or the control of community groups over decisions and resources. The goals of community driven development are to respond to local, priority needs, build problem- solving skills, and promote ownership and care of local assets. Participatory processes are the key buildings for achieving these objectives. In community- driven projects, participation implies that communities are control in initiation, planning, implementing operation and evaluation of development projects.

According to **Liebenberg and Stewart (1997:124)**, popular participation is defined as “an active process in which the participants take initiative and take action that is stimulated by their own thinking and deliberation and over which they can exert effective control” while **Bekker (1995:134)** defines participation as a means of involving and educating the public. The benefit of involvement is that people are more likely to be involved in its planning and preparation. They can identify with it and even see it as their project.

Chitere (1994:3) defines participation as referring to how individual members of a community are not only guaranteed a fair and equitable share of the benefits of development, but also how they can be assured the opportunity of contributing to their fullest capacity and in ways most meaningful to them in the creation of the community’s goods and services.

In other words that in creating common wealth, they want the right of freely participating in the process of development and taking an active part in the decisions governing the development so that greater avenues for full self- realisation are opened and a sense of independence and a spirit of a community are created. Chitere defines what he terms popular participation in development as “ the active involvement of a broad mass of people in the choice, execution and evaluation of programmes designed to bring about a significant upward movement in their levels of living” (*ibid.*).

This is also confirmed in the article “**Journey to Forever’s Friend at Oxfarm Hongkong**”, which says that participation means that the poor themselves are involved in identifying the problems they face, determining ways to overcome them, designing realistic plans to achieve these goals, and carrying them out.

It is further indicated in the document that solutions devised and fulfilled by the people in need are far more likely to prove successful than imposed from outside.

De Beer and Swanepoel (2000:128) mention that people's participation forms the basis of community development. It is important to realize that community development is directed at promoting a better living for people in their local communities, especially for the disadvantaged people. It is by participating actively in community development activities that people can reap the fruits of development. Since community development is based on community projects, residents must participate in defining the contents of these projects. This is also confirmed by the Reconstruction and Development Programme as it emphasises that beneficiary communities should be involved at all levels of decision making in the implementation of their projects. Communities should benefit directly from programmes in matters such as employment, training and award of contracts and key to such participation is capacity building, and funds for community – based organisations must be made available.

Van der Waldt and Knipe (2001:142), in turn, define participation as an active process in which the clients, or those who will benefit, influence the direction and implementation of a development project aimed at improving the welfare of people in terms of income, personal growth, independence, and other values regarded as precious.

Participation must allow the members of the community to use won their views and convictions to address the specific conditions and/or problems prevailing in the community.

Community development is part of the process of individual development. This individual development means the development of independence, self-confidence, pride, initiative, creativity, responsibility and co-operation. For the above reasons, community participation can be regarded as one of the basic human needs.

Community participation is, moreover, also a continuous process of education and learning. This means that every individual in the community should acquire and absorb knowledge to be able to contribute meaningfully to the development process in the community.

The following types of knowledge are applied here:

- ❖ Social knowledge – This is the knowledge acquired and processed by individuals as a result of their daily association with other people and institutions.
- ❖ Scientific knowledge – This is the knowledge acquired when a problem is experienced and solutions are proposed on the basis of facts.
- ❖ Transformational knowledge – This is the knowledge gained as a result of the interaction between social and scientific knowledge when people try to extend their knowledge in an effort to improve their situation and raise the level of the community or institution.

Since transformational knowledge is necessary for communities to make an active contribution to their own development, it forms the basis of lifelong learning.

The communities' of their own conditions and the problems they experience makes them more accessible to change and stimulates them to participate more easily in the development process.

Most of the advantages of community participation indicate that the latter increases the ability to meet basic needs is this ability achieved by the following factors:

- ❖ Participation in the identification of basic needs.
- ❖ The more effective development and management of resources to meet needs.
- ❖ The distribution of and increased access to essential services such as water and sanitation.
- ❖ Satisfaction of the psychological need of individuals to become involved in decisions that affect their lives.

However, the greatest advantage is probably that people are directly involved in the development activity of a specific project, and that it will therefore benefit more members of the community.

According to **(Kotze 1997:50)**, the establishment of sustainable development projects is crucial for everybody. Community participation can be considered as both an end in itself and a means to sustainable development.

To ensure sustainability, development agents have to make certain that development support is directed towards projects which have a strong likelihood to continue long after funder assistance to the project has been terminated.

Kamala Paris (1997:67) indicates that there is need to be well aware of the crucial difference between real and pseudo participation. He furthermore distinguishes between the types of participation. He differentiates between what he calls passive participation whereby the community is just accepting concrete benefits; passive reflective participation which includes conscientization; active participation where grassroots groups are involved in implementing activities; and active reflective participation analysis, and the development of strategies by the participants which precede(s) voluntary implementation.

He further indicates that transformation of poor communities from objects to subjects is a crucial aspect of participation, and that “conventional top-down models for development explicitly and implicitly treat the poor as objects of change. “It is assumed (*ibid.*) that the knowledge acquired by the poor is irrelevant/unscientific and that the poor have to be told and instructed as to what to do. His emphasis is that the participatory development process must break down this dichotomy of subject and object and transform this relationship into a creative tension between two knowledge streams - the poor’s experiential knowledge and the formal theoretical knowledge and analytical capacities introduced from outside sources.

Cole (1994:8) also stresses the fact that participation and empowerment are fundamentals to effective sustainable development. This is also confirmed in the document on “**Delivering Quality Services – Participation and Community Empowerment**” which indicates that to establish quality, all stakeholders, the community, government and regional administration at all levels and staff from other private and third sector organisation will need to be involved in all aspects of project development and implementation including early project identification, preparation, analysis and appraisal, detailed project planning and all aspects of project implementation.

According to **JoAnne DiSano, Director Division for Sustainable Development (Department of Economic and Social Affairs, United Nations)**, sustainable development is not just about growing bigger, but about growing better as well. This requires technological, organisational and human capital innovations aimed at enhancing our productivity through new technologies, better managerial methods and more efficient use of our natural resources, our land and other material inputs.

What it means in practice is smarter, more efficient development – a form of development that can lead to a more equitable distribution of economic wellbeing that can be sustained over many generations while maintaining the services and quality of the environment. Participation is an important dimension of sustainable development.

In the article entitled “**Sustainability of rural development in India:**”, it is mentioned that Governments need to be client-centered to work towards sustainable poverty alleviation by building the necessary capacity to sustain it even after the completion of the project cycle.

There is a need to establish a common understanding of what constitutes the quality of the output at various levels, including at policy, sectional and at project level. In the case of rural development projects, this involves among other things, setting standards for project implementation, measuring achievement and building participatory structures to promote efficient implementation.

Elliot (1994:5) indicates that based on recent experience the following five major prerequisites for sustainable development have been singled out:

- ❖ A learning process approach
- ❖ People’s priorities first
- ❖ Secure rights and gains
- ❖ Sustainability through self-help
- ❖ Commitment and continuity.

She mentions that successful projects identified and responded to the people’s perceived needs in the local area while putting the priorities of the communities first is the second prerequisite for sustainable development.

Cernea (1995:467) emphasises that putting people first in development projects boils down to tailoring the design and implementation of projects to the needs and capabilities of the people who are supposed to benefit from them. As such, people are to be benefited, rather than to be impacted.

2.3 DEVELOPMENT PLANNING

Modiga (1998:22) indicates that since development projects are often required to start immediately, primarily for political reasons, they often leave very little time for sufficient planning.

The lack of managerial expertise on the part of the owner organisations, coupled with the lack of familiarity with local resources and priorities on the part of expert consultants, as well as a lack of appropriate mechanisms for transferring what has been learnt often from completed projects to contribute to the inability to design a workable plan even in cases where there should be sufficient time and interest.

Insufficient planning at the operational level is generally regarded as the cause for further ambiguity in the scope of work, the establishment of unrealistic expectations as to the cost and duration of the project, as well as the lack of performance standards. While analysis and examination aim at getting to the heart of the need and its various components, planning focuses on the synthesis of the needs with additional and new ideas - in other words, to bring the components together again but in new patterns. Planning means going through a job in the imagination, beforehand, in an effort to try and shape the future (**Dr Lombard, 1991:262**).

De Beer and Swanepoel in turn mention that planning is crucial for any development project to be successful. According to them the aim with every plan is to reach a goal or to achieve certain objectives. Planning is therefore aimed at determining the future actions of an institution and/or individual, and to identify guidelines that are necessary to achieve it.

According to **De Beer and Swanepoel** the following are important elements of planning:

- ❖ To plan means to choose. This means that planning can only be done if the information is available on what choices there are and what the consequences will be for every choice.
- ❖ Planning as a means of allocating resources.
- ❖ Planning involves decisions about how to make the best use of the available resources. Consequently, the quality and quantity of these resources have a very important effect on the process of choosing between different courses of action.
- ❖ Planning means achieving goals
- ❖ Planning is usually confined within projects with clear and distinct goals.
- ❖ Planning for the future.

Planning involves not only deciding what should be done to achieve a particular goal, but also deciding the sequence in which the various activities should be performed in order to proceed in a logical and orderly manner, step-by-step, towards the achievement of goal.

Williams (1996:43) indicates that creating a plan involves assembling a project's activities and outcomes, first in your thoughts and, eventually on paper. The act and outcomes of project plan development will yield many valuable results.

He furthermore states that thinking through the sequence of activities and outcomes that constitute a project will yield efficiency and effectiveness as you anticipate resource needs, detect potential problems, and predict the time required for each activity.

By walking through the project in your head and on paper before actually doing it in real time, you enable yourself and your project team to work faster, more skillfully, with greater confidence, and with fewer delays.

Although development planning is very important, **De Beer and Swanepoel 2000:145)** point out that without the actual implementation of the various development plans nothing significant will happen with regard to the development itself.

In recent years there has been an increasing awareness of the need to address the poverty of communities. Requests are continually addressed to the public and private sectors to assist in this task. As a result, various development projects have been initiated all over the country. However, these projects have often not progressed much beyond the need determination or planning stage.

By applying project management techniques such as project management provides for thorough planning to take place in the development of a particular community, successful implementation of projects will be achieved (**De Beer and Swanepoel 2000:146**).

The World Bank Participation Sourcebook emphasis that when properly designed, community --based programmes can be effective in managing natural resources, providing basic infrastructure or ensuring primary social services. Participation in community- based development depends on control and accountability.

Successful design requires tapping into local needs, understanding and building on the strengths of existing institutions, and defining the changes needed in intermediary implementing agencies to support community action. This is also confirmed in the article

“From problems to strengths- Appreciative Inquiry and Community Development” which says that development organisations need better methods for engaging local people, so they can help communities create a shared vision of an equitable and sustainable future and then move toward it through locally initiated and managed project activities. Such methods need to be complemented through capacity – building initiatives at the village level so that community members are able to measure progress toward their vision and their strategies as local circumstances.

A World free of Poverty No. 137 June 1999, also emphasises the fact that communities are more likely to participate if, they are well – informed, well – organised and have good leaders, the project meets a felt need, the contribution is appropriate and relatively easy for them to provide, they feel a sense of responsibility and ownership, they are given the opportunity to influence decisions which affect them and there are visible benefits.

It is further emphasised that community participation in projects is a pre-condition for maintenance but does not guarantee that maintenance will take place. Community participation requires improved knowledge of maintenance, and improved financial management for maintenance, this can be as a result of on the job training.

2.4 PROJECT MANAGEMENT

It is defined by the body of knowledge as “the application of knowledge, skills, tools and techniques to project activities in order to meet stakeholders' needs and expectations from a project” **(Burke 2000:3)**.

Project management entails planning, organizing, co-ordinating, controlling, and directing the activities of a project. It is characterized by the application or implementation of actions and implies that management techniques are adapted to exercise more effective control over existing resources.

2.4.1. Advantages of project management

The following factors have been singled out as the advantages of project management:

- ❖ Control over the whole project, which leads to productivity
- ❖ Shorter completion time
- ❖ Cost control
- ❖ Quality of the product
- ❖ Transparency.

According to **Shiffman and Motley (1989: 1)**, successful community development, as originally envisioned, requires an integrative and comprehensive planning approach that recognizes all of the community's needs, social, economic and physical and that seeks to develop opportunities for personal, group and community growth.

Sustainable development is a process of defining our problems and solving them in a way that is long lasting. By following principles of sustainability we can overcome unanticipated consequences of shortsighted solutions, that deal only with the symptoms of our problems rather than the underlying causes.

Acting sustainable allows us to consider the function outside our own boxes, and is a means that will encourage us to think in an integrative way.

It is important to regard the existence of a sustainable development framework as an essential way to organise our work on problem solving. It is about hard work. It is not a "quick-fix" or simply jumping onto the "band wagon".

It means rolling up our sleeves as a community and saying that we are not going to be with this for a year or two, but rather for the next or several generations.

2.4.2. Project Cycle

A project moves through phases in which each phase consists of specific actions.

2.4.2.1 Analysis

The first stage of planning involves asking a number of questions to better understand the context and the issues faced. Planners will want to learn about:

- ❖ problems and opportunities,
- ❖ stakeholders and participants; and
- ❖ possible solutions (**Randel 2001:12**).

The various solutions or options, should be compared with one another to find the one which best addresses the specific situation. This stage usually results in agreement on which possible solution to develop into a project.

2.4.2.2 Preparation phase

Through as wide a community interaction as possible, projects are prepared in two main parts, namely according to their technical and institutional requirements (**Kotze1997:54**).

- ❖ The technical preparation of a project comprises the physical design of the project: what is required, what needs to be provided, cost calculation and physical design.
- ❖ Equally important is the institutional design: how it will function, who will participate, how it will be organized and managed, and how it will be maintained.

During the preparation stage a clear indication needs to be formulated on the capacity-building requirement of the project, in order to ensure project sustainability. It is also at this stage that wide community participation in decision-making needs to ensure the commitment of the community to the intended project.

According to the article “ **From Vision to Action**”, the project quality depends on the following.

- ❖ Relevant, rigorous, and realistic sector work.
- ❖ Stakeholder participation and commitment.
- ❖ Flexibility in the project cycle.
- ❖ Application of logical framework analysis.
- ❖ Effective monitoring and evaluation
- ❖ Sustained implementation support.

2.4.2.3 Project negotiation

A legal contract is usually completed, which becomes the formal agreement between the funder and the recipient. This agreement contains information on the nature and extent of the funded project.

It stipulates how funds should be applied and confirms how the project will be implemented, by describing the roles and responsibilities of all the role players in the project. The project description is a mutually agreed upon document, the signing of which will introduce the implementation stage.

2.4.2.4 Project implementation

According to **Conyers and Hills (1984:154)**, implementation refers to the process of converting resources (such as materials, technologies and funds) into goods and services, which support behaviour changes in beneficiary groups.

✓ **Specific activities in implementation.**

These refer to the following activities:

- ❖ You must know what you want.
- ❖ The required resources must be available.
- ❖ You must have the ability to assemble, control and manage these resources to achieve what is desired.
- ❖ Where others are involved in carrying out specific implementation tasks, you must be able to communicate to them what exactly is required and by when, as well as be able to control the way they carry out their responsibilities.

Kotze (1997:55) indicates that implementation of the projects rests with the communities, or with intermediary organizations mandated by communities to undertake the implementation. At implementation the project which was prepared and agreed upon becomes a reality.

It is at this stage that a range of role-players take on particular roles to ensure the successful delivery of the long-awaited community benefit – the project. The range of role players and the roles which need to be performed during the implementation stage are discussed below.

The cost of a project does not determine the complexity of its implementation; on the contrary, it has very often been found that small, relatively inexpensive community-based development projects are faced with difficult implementation issues.

At present small community-based development projects in the community infrastructure are in great demand in South Africa. The demand originates from backlogs in the provision of basic services such as water supply, community access roads and community amenities in the disadvantaged communities. Sadly, it is often these projects that are most difficult to implement and to maintain at a community level since the implementation stage of community infrastructure projects requires the careful coordination of activities and responsibilities between a range of role-players (**Kotze 1997:56**).

2.4.2.5 Project monitoring

Danuk Zainul Ariff Hussain indicates that the analysis of project implementation is important in order to identify the causes for the differences between targets and actual achievement.

- ❖ Thus monitoring help to ascertain problems encountered in implementation and reasons for any gaps between planned and actual performance and ensure that such information are regularly provided to management with appropriate recommendations.
- ❖ The project monitoring identifies and remedies failures and delays in the implementation of the development activities and measures the physical and monetary performance against the achievement of the objectives.
- ❖ A good monitoring system ensures accountability and transparency on the part of implementing agencies, provides an avenue for remedial actions and ensures that programmes and projects are implemented as scheduled, within specified cost (**Danuk Zainul Ariff Hussain**).

According to **Conyers and Hills (1984:168)**, monitoring in the context of planning can mean various things. Many writers do not clearly differentiate between this activity and the evaluation, or as it is sometimes termed “review” of the plans and projects.

- ❖ Monitoring often refers to the activity of measuring the progress in plan or project implementation. This form of monitoring is considered here.
- ❖ Monitoring involves collecting information about what actually happens during the implementation process, in order to find out how the inputs to the plan or project (i.e. resources) are being used, how activities essential to the implementation are proceeding, whether or not deadlines are being met, and generally whether or not things are working out as intended.
- ❖ Project monitoring, to take a particular focus, is fundamentally concerned with measuring with quantities relating to resources expended and to time, in particular.
- ❖ It is a continuous activity and should provide information that allows the planner to identify possible changes required in the subsequent stages of the implementation process.
- ❖ It is therefore a mechanism for correcting deviations that may have arisen between what was intended to be done and what has actually been done. It is part of the learning process in planning.
- ❖ Monitoring is essentially an “in-house” activity. In other words it is carried out by those directly involved in plan or project implementation.
- ❖ The data required for effective implementation monitoring may be obtained from various sources.

- ❖
- ❖ The main ones will be regular project records themselves and periodic studies involving interviews with project staff and beneficiaries, small questionnaire surveys and direct observation of the project activity.

The monitoring of projects is necessary to ensure ongoing feasibility, but more importantly, to allow for early recognition of social effects, in particular, which are aggressive or incompatible with equity objectives.

Monitoring is usually conducted by development funders to ascertain the impact of their investments on communities in the longer term, and to assess the necessity of follow-up development support and intervention.

2.4.2.6 Project evaluation

It is really an appraisal of a project's performance which is undertaken either at periodic intervals during the implementation stage, when it may be term "on-going evaluation" or after implementation when the project has been operational for some time. This latter activity is often called "ex-post evaluation".

Evaluation is essentially concerned with the quality of what actually happens on the ground. It should seek to identify the extent to which specified objectives are being achieved or have been achieved, the impact on the "target population" and any unintended consequences (**Conyers and Hills 1984:170**).

Because of the strong emphasis on people-centered development, it has become of critical importance to evaluate the social impact of development projects. In so doing the effectiveness of development programmes can be qualified, and hence, can inform future investments.

According to **Lombard (1991:267)**, continuous evaluation is of special importance because it provides the opportunity to, if necessary, bring about changes in the plan of action which may provide better results and improved service rendering.

2.5 COMMUNITIES AND THEIR PROJECT COMMITTEES

As main signatories to the legal agreement with development funding agencies, community committees are responsible for implementing the project according to the agreed-upon project description. To accomplish this difficult task, a number of issues are at stake. These include:

- ❖ Community committee members must receive sufficient capacity-building assistance, which will enable them to perform their project management responsibilities.
- ❖ At a community committee level, capacity-building requirements comprise mainly the acquisition of training in labour team mobilization, bookkeeping and management of project finances, as well as overall supervision skills.
- ❖ Community committees assume responsibility for the identification and employment of community labour teams.
- ❖ Labour teams will be nominated and appointed at community meetings in line with democratic principles. Experience has shown that communities usually ensure that the most deprived households receive priority in the selection of labour teams.

It is also the responsibility of the committee to confirm the terms of employment, the arrangement of either task or daily wages, as well as the wage rate.

- ❖ Of particular importance is the extent to which community committees assume their responsibilities as project implementers. The strength of local leadership is a key factor in this regard.
- ❖ The chairperson's role is therefore vital.
- ❖ Committees need to ensure that a long-awaited benefit is realized within a particular community but, in doing so, they are often confronted with a particular community interested only in the short-term benefits of the project, namely the daily wages. Committees are therefore often confronted with situations in which conflict-resolution skills are required.
- ❖ A major test for community committees is the financial management of a project during implementation. Committees as a whole, but office-bearers (e.g. treasurers) in particular, have to administer the expenditure of projects, keep records of invoices and settle accounts.
- ❖ Their ability to align the output of labour teams with wage expenses is of critical importance. Of special importance too is the process of informing the wider community about the financial status of a project. The wider community is often ignorant of the cost of materials and necessary expenses on project implementation.

It may happen that a community's project bank account becomes a point of dispute. In order to avoid this, regular community meetings need to be held, so that an open understanding of and transparency in the financial matters of a community project are promoted.

- ❖ Community committees are the ultimate control mechanisms of a project's implementation. Of particular significance is the committee's ability to agree with all other role-players on an implementation schedule.

Experience of community infrastructure projects indicated that where such schedules were not compiled, communities seriously lacked the ability to properly manage project implementation properly.

An implementation schedule needs to bring various role players and their contributions to the project together in a coordinated programme, where activities become mutually supportive. An implementation schedule will also stipulate milestones during implementation and will decrease conflict between community committees, consultants and contractors over payment for services rendered.

2.6 COMMUNITY FACILITATION

The effectiveness of community committees, their understanding of projects, their level of participation in project implementation and their management of a community project, depend heavily on the quality of facilitation rendered during the implementation phase. Although the services of community facilitation are usually covered by development funders or the community, project facilitators participate in projects to enhance the role of communities in projects.

Facilitators can be regarded as the right arm of community committees, and in order for facilitation to be effective during implementation, the following issues are imperative:

Facilitation needs to support the project objectives of capacity building and empowerment.

Facilitators must try to ensure that the transfer of needed skills takes place during implementation.

- ❖ They are usually mainly concerned with the capacity-building training of committee members and will either assist the communities to undergo such training elsewhere or, by strength of their won training, will themselves transfer the needed skills to relevant committee members.
- ❖ Community facilitators are resource people.
- ❖

- ❖ Community members frequently find project designs, cost estimates, budgets, and technical requirements difficult to comprehend. In such cases, facilitators become interpreters of community-needed knowledge.
- ❖ Facilitation establishes and upholds communication during project implementation. Community facilitators are, for the most part, involved in interactive processes of information dissemination. While they have to ensure that community committees understand their tasks and take informed decisions, facilitators also have to ensure that communication between committees and communities, and with other implementation role-players, is in place.
- ❖ Community facilitators provide support for communities without making the communities dependent on them.
- ❖ Instead, the aim is to establish capacities among community members in such ways that they become able and strong role-players within their communities.

Community facilitators, therefore, have the important tasks of ongoing supervision of community capacities and, where needed, have to conduct in-field training. As facilitators often have to supervise the performance of bookkeeping and labour teams, they have to be critical evaluators of community decisions and of leadership capacities in the community.

2.7 CONSULTANTS

The term consultant is broad and can include any person or organisation that provides advice to decision-makers. In practice, however, consultants do not only offer advice, but provide assistance with the implementation or facilitation of their recommendations, as well.

Consultancy can therefore be defined as an independent and objective advisory service provided by qualified persons to clients, with the aim of helping them in a scientific way to analyse problems, to investigate possible solutions and to recommend actions to ensure sound, sustainable implementation (**Liebenberg and Stewart 1997:135**).

Reasons for using consultants.

Consultants have to be used because:

- ❖ They possess specialised skills and know how.
- ❖ They provide a ready source of knowledge and expertise that might not be available in government or implementing agencies.
- ❖

- ❖ The use of consultants can serve to shorten the implementation time of projects.
- ❖ The use may accelerate problem analysis as well as the planning and implementation of solutions.

For consultants to contribute significantly to successful project implementation, the following issues are imperative.

- ❖ Community expectations with regard to the role and responsibilities of consultants during the implementation of projects should be clarified from the start. Consultants do not implement projects by themselves but are accountable to community or project committees.
- ❖ It is therefore critical that early agreement is reached between committees and the management, supervision, skills training and monitoring function of the consultants. This will also simplify the remuneration of consultants for services rendered during implementation.
- ❖ Consultants need to ensure the transfer of the complicated technical knowledge in ways appropriate to the community since communicating the technical side of the project implementation becomes a critical issue.
- ❖ Projects are often implemented through a community-managed process, but without a full understanding by the communities of the detailed components of the specific projects. It is in this instance that consultants as part of their capacity-building objective, need to ensure that the communities share in knowledge about the project.
- ❖ Contractors are tasked, on behalf of the project agents, to oversee the daily operations during implementation. Contractors are site supervisors, and through a healthy relationship with community labour teams will ensure that task output is kept in line with budgetary allocations.
- ❖ Contractors are also tasked with on site skills training, while their value lies in their ability to transfer knowledge to community members in appropriate construction and technical task performance.
- ❖ The quality of transfer of such skills will have an eventual impact on the capacity of communities to repair, supervise and maintain their project.
- ❖ The major contribution expected from communities toward grant-funded projects is their willingness to assume ownership for sustaining the projects. In other words, grants are never extended for the future upkeep of such projects, to be willing and able to maintain a project serves as visible proof of a community's commitment to a project.
- ❖ Arrangements for maintaining projects need to be addressed long before implementation commences. Community committees are responsible for initiating and managing these arrangements.

- ❖ It is frequently found that maintenance fund arrangements are never operationalised, so when projects break down communities are in despair to find opportunities for getting them operational again.

2.8 CAPACITY BUILDING

According to **Mitchell et al (1993:174)** creative capacity of human beings is at the heart of the development process.

What makes development happen is our ability to imagine, theorise, conceptualise, experience, invent, articulate, organise, manage, solve problems, and do a hundred of other things with our minds and hands that contribute to the progress of the individual and of human kind.

Moore (19 February 2002) indicates that capacity building is improving the abilities of communities to enhance their quality of life. Assisting disadvantaged groups in communities to participate in these processes and obtain their share of the benefits.

Practical Guide on monitoring and evaluation of rural development process also indicates that capacity building is more than just “ability” and involves many people other than project staff. People need to be motivated if they are to do a good job. The right incentives are crucial and can come in many shapes and forms. Equally important, everyone should be clear about his/her responsibilities.

The Environment Facility Programme in Pakistan, June 1997 indicates the following as the characteristics of successful projects

- ❖ Having participatory design and transparent operation.
- ❖ Being cost-effective and replicable.
- ❖ Contributing to sustainable human development.
- ❖ Developing human and institutional capacity
- ❖ Include plans for evaluation and dissemination of results and lessons learned.
- ❖ Must demonstrate effective co-ordination among the Implementing Agencies.

The above paragraphs clearly illustrates how community-based infrastructure projects should be implemented to ensure that they become sustainable.

It has also transpired that for the project to succeed, the roles of all role-players should be clarified and understandable since this means that if one of the role-players fails to undertake his/her responsibilities, the implementation of the project will be badly affected. The role of community committees and social facilitators is emphasized.

To conclude: The literature study has undeniably underpinned the importance of planning in any project since the success of a project depends on how it was planned from the start. It has also stressed that community participation is crucial during the initiation and planning of the project and that the project must follow all the stages of the project cycle.

3. CHAPTER THREE

DATA ANALYSIS AND INTERPRETATION

3.1 ANALYSIS

This chapter reflects an analysis of data gathered from the subjects by using relative frequency tables.

Table 3.1.1 Analysis of total sample by sex

SUBJECTS	NUMBER	PERCENTAGE
MEN	13	43,3
WOMEN	17	56,7
TOTAL	30	100%

The above table shows that the larger percentage (56,7%) were women while 43,3% were males. The sample was more or less equal. The stakeholders who participated in the projects wanted to present their views on the ways in which the projects were implemented.

Table 3.1.2 Analysis of total sample by age

AGE	WOMEN	MEN	NUMBER	PERCENTAGE
15 – 20	4	1	5	16,7
25 – 30	3	3	6	20
30 – 40	6	5	11	36,7
45 – 55	4	4	8	26,6
TOTAL	17	13	30	100%

The table shows that only a few young people participated in the projects. Some of the subjects indicated that they did not allow young people to participate in large numbers as they mess up things. They mentioned that young people always think they know better. As indicated above, the majority of people who participated in the projects were women.

How were the projects initiated?

Table 3.1.3 Project initiation

SUBJECTS	NUMBER	PERCENTAGE
YES	10	33
NO	20	67
TOTAL	30	100

The subjects indicated that the projects were initiated by the South African National Civics Organization (SANCO). Only members of SANCO were involved in the projects.

According to the subjects SANCO decided on the type of projects to be implemented. They called a community meeting to propagate their ideas that the community members consequently accepted. SANCO was then given permission to submit the application to the Department of Public Works. This indicates that the community was not fully involved during the initiation of the projects.

What were the objectives of the projects?

Table 3.1.4 Clarity of objectives of the projects

SUBJECTS	NUMBER	PERCENTAGE
CLEAR	30	100
NOT CLEAR	0	0
TOTAL	30	100

All the subjects were very clear about the objectives of the projects. They all knew that the main objective was poverty alleviation through job creation and provision of infrastructure.

Who constituted the Project Steering Committee?

Table 3.1.5 Constitution of the Projects Steering Committee

SUBJECTS	NUMBER	PERCENTAGE
WELL CONSTITUTED	30	100
NOT WELL CONSTITUTED	0	0
TOTAL	30	100

The subjects indicated that the Project Steering Committee was constituted by representatives from the following structures:

- ❖ Moselatlala
- ❖ Emaema Mmotlana
- ❖ Mothapo Tribal Authority
- ❖ Sanco
- ❖ African National Congress Women's League
- ❖ African National Congress Youth League
- ❖ Azanian People's Organization
- ❖ Church Leaders.

The above list shows that the Steering Committee was well constituted since most of the structures were represented and subjects were extremely satisfied with the way in which the projects were constituted.

How were the projects consultants appointed?

Table 3.1.6 Clarity on the process of the appointment of consultants

SUBJECTS	NUMBER	PERCENTAGE
CLEAR	0	0
NOT CLEAR	30	100
TOTAL	30	100

None of the subjects were not clear about the appointment of the consultants. They indicated that the consultants were appointed by government but the subjects did not know exactly how government appointed the consultants.

Table 3.1.7 Clarity on the appointment of social facilitators.

SUBJECTS	NUMBER	PERCENTAGE
CLEAR	30	100
NOT CLEAR	0	0
TOTAL	30	100

According to the subjects the social facilitators were also appointed by government but they were not sure as to what criteria were used by government in making the appointments.

What was the role of the Project Steering Committee?

Table 3.1.8 Understanding of role of the Steering Committee

SUBJECTS	NUMBER	PERCENTAGE
CLEAR	30	100
NOT CLEAR	0	0
TOTAL	30	100

The subjects saw the role of the Steering Committee as that of monitoring the implementation of the projects.

They, however, expressed the view that the Steering Committee members were not trained to do their work, a fact that they saw as deliberately done by both the consultants and social facilitators to ensure that they had not been trained so that they could not detect any mismanagement of funds. The subjects complained that the consultants had not given them the financial statements. They claimed that even after the implementation of the projects, the consultants left without accounting for all the funds used.

What was the role of the social facilitators?

Table 3.1.9 Understanding of role of the consultants and social facilitators.

SUBJECTS	NUMBER	PERCENTAGE
CLEAR	0	0
NOT CLEAR	30	100
TOTAL	30	100

The subjects were not clear about the role of the consultants and social facilitators. Firstly, some of the subjects indicated that they didn't know who the consultants were, except that they were some guys with big cars. Some confused the roles of the consultants with those of the social facilitators.

Was the community involved during project planning?

Table 3.10 Community involvement during project planning.

SUBJECTS	NUMBER	PERCENTAGE
YES	10	33
NO	20	67
TOTAL	30	100

The subjects indicated the planning of the projects was done by the consultants in consultation with Sanco. According to the subjects the community was just informed about the plans. The subjects indicated that even though the community was not part of the projects planning they accepted the plans.

Who were involved during projects implementation and what were their roles?

Table 3.1.11 Involvement of stakeholders during project implementation

SUBJECTS	NUMBER	PERCENTAGE
YES	30	100
NO	0	0
TOTAL	30	100

According to the subjects the following were involved during project implementation:

- ❖ Ramogale Construction
- ❖ Do Rite Construction
- ❖ UWP Consultants
- ❖ African Pathways
- ❖ Projects Steering Committee

The subjects indicated that all role-players were involved during the implementation though there was confusion about the functions the various groups performed.

What criteria was used to employ labourers

Table 3.1.12. The process of employment of labourers

SUBJECTS	NUMBER	PERCENTAGE
SATISFACTORY	30	100
NON SATISFACTORY	0	0
TOTAL	30	100

All subjects indicated that people were employed according to their means, in other words, all the sections of the population from Ga-Ramogale were considered but preference was given to the needy or the poorest of the poor.

Were the employees trained to do their jobs?

Table 3.1.13. Training of labourers

SUBJECTS	NUMBER	PERCENTAGE
SATISFACTORY	0	0
NOT SATISFACTORY	30	100
TOTAL	30	100

The subjects indicated that labourers were trained in brick making and brick laying. A concern was raised that women who were involved in the vegetable garden were not trained. As a result the project is currently struggling to survive. Criticism was expressed since it was alleged that the people were not trained in business management, a fact that rendered them unable to manage their own projects.

Who was responsible for project monitoring?

Table 3.1.14. Project monitoring role

SUBJECTS	NUMBER	PERCENTAGE
CLEAR	0	0
NOT CLEAR	30	100
TOTAL	30	100

There was confusion as to who was responsible for the monitoring of these projects. The larger percentage of the subjects indicated that monitoring was done by African Pathways, the social facilitators, while 33,3% indicated that monitoring was done by the Project Steering Committee even though they did not know exactly what to monitor and how. The latter group indicated that monitoring was done by the government.

Who was responsible for project evaluation?

Table 3.1.15. Project evaluation.

SUBJECTS	NUMBER	PERCENTAGE
WELL DONE	0	0
NOT WELL DONE	30	100
TOTAL	30	100

The subjects were not satisfied with the way evaluation was done during and after project implementation. They mentioned that project evaluation was supposed to help identify problems during implementation, but there were still numerous problems, such as the issue of training, that had been left unattended.

A concern was raised that the community was not involved in the evaluation of the projects during and at the end of implementation. The subjects indicated that there was no proper handover of the projects by the contractors and consultants as well.

According to the subjects the consultants disappeared without giving a full account of the funds used. They claimed that the contractors had disappeared with the community wheelbarrows and other building material. In addition, the committee was never given a full account of how the funds were used and as such could not explain to the community exactly how the money was allocated to the different aspects of the projects.

Who was to be responsible for projects maintenance?

Table 3.1.16. Conclusion

SUBJECTS	NUMBER	PERCENTAGE
CLEAR	0	0
NOT CLEAR	30	100
TOTAL	30	100

Finally, the above table reveals that the subjects did not know who was to be responsible for the maintenance of the projects. 53,3% of the subjects indicated that the projects were to be maintained by government referring to the Department of Public Works while about 30% mentioned that the projects were to be maintained by the consultants. Only a small percentage (16, 7%) indicated that maintenance of the projects was supposed to be done by the community. They, however, indicated that they thought government was going to give them the necessary money to maintain the projects.

4. CHAPTER FOUR

4.1. THE RESEARCH FINDINGS.

The research findings revealed the following about the Ga- Ramogale Cluster Projects.

4.1.1. Project initiation.

It was clearly evident that the projects were not initiated by the community but by SANCO which is a community organization. SANCO then sold the idea to the community that accepted it since they were going to benefit in terms of obtaining jobs, improved infrastructure and increased skills.

Since the community was not involved during the initiation of the project, many things were not clear to them. According to the subjects, the community members were just excited about getting jobs. The projects are now complete and are standing as white elephants since the community does not know what to do with them.

According to **De Beer and Swanepoel (2000: 127)** community development should seek to address the felt needs of the people. In other words the people themselves must define their own needs and not the government or a non-government organization or any other development agency.

The reason why it is important for the community to identify and address their own needs is that if they have decided on something, they will be more willing to ensure it is a success.

4.1.2. Project planning.

In his address **Minister Jeff Radebe at the Launch of the Community Based Public Works Programme on the 20 May 1999 Bushshbuckridge** indicated that the programme has championed one of Government's key RDP initiatives in combating poverty. The programme is aimed at sustainable poverty alleviation in rural areas through the delivery of critical infrastructure within the framework of integrated rural development. He said that he believe that the major achievement of this approach has been the participation of communities in the processes of planning and identification of projects.

According to the article “**Evaluation of the Capacity of Programme Implementing Agents to Implement the Community – Based Public Works Programme**”, more planning time would help to ensure that the beginning phases of the programme, namely cluster and project identification, as well as community consultation and training are not compromised.

In these projects it was discovered that the community was not involved in the planning of the projects either. The subjects indicated that planning was done by SANCO and the consultants. As such, it was difficult for the community to monitor the implementation since they were merely told what to do and how.

According to the subjects the community members were not involved during the project planning. **Kotze (1998:110)** validly states that “if you want to address the needs of the community then you must involve the community”. This is the essence of community development.

Little and Mirrlees (1974:89) indicate that “plans require projects “ and “project requires plans”. This means that if good plans cannot be formulated and if the real value of the projects cannot be properly ascertained where does one start.

Mathur (1986:15) in turn mentions development planners want people to participate not only in sharing the fruits of development, but also in contributing to the process of development at every stage - from planning to evaluation through implementation and monitoring. **Coetzee et al (2001:122)** also emphasises that “the only way in which self-reliant, endogenous development can be attained is to work with the assumption that the beneficiaries will also have to be its contributors”.

This research revealed that the community members were not fully involved in the activities of the projects. As a result they did not have sufficient information about a number of crucial aspects concerning the projects.

At the moment the community is thus in the dark as to who is responsible for the maintenance of the projects. The hall is standing as a white elephant since there are no chairs inside and the electricity is not connected. The community is still holding meetings and important functions in the local schools, or sometimes under the trees. The vegetable garden is not being cultivated because there is no water for irrigation. The brickyard has also stopped, and the community has failed to supply the Low Cost Housing project in the area.

4.1.3. Project implementation.

The National Department of Public Works appointed the Northern District Council as the implementing agent for poverty alleviation cluster projects. In other words, the Northern District Council was responsible for the appointment of consultants, contractors and social facilitators.

It was the responsibility of the NDC to ensure that the projects are well monitored and that implementation is done according to the plans and ensure that every role-player performs his or her role. The following were discovered:

- ❖ The Project Steering Committee members were not clear about the roles of the other participants such as the consultants and social facilitators. It is clear that in a situation where the people who are supposed to monitor do not know who is supposed to do what, people can do as they wish.
- ❖ The consultants were supposed to assist the committee and to contribute significantly to the success of the project implementation, and for them to do that, the following issues were imperative.
- ❖ Community expectations with regard to the role and responsibilities of consultants during the implementation of projects have to be clarified from the start. Consultants do not implement projects by themselves but are accountable to community or project committees.
- ❖ It is, therefore, critical that early agreement is reached between committees and the management, supervision, skills training, and monitoring functions of the consultants. This will also simplify the remuneration of consultants for services rendered during implementation.
- ❖ Consultants need to ensure the transfer of often-complicated technical knowledge in ways appropriate to the community. Communicating the technical side of project implementation thus becomes a critical issue.
- ❖ Projects are frequently implemented through a community-managed process, but without the full understanding by the communities of the detailed components of the projects. It is in this instance that consultants - as part of their capacity-building objective – need to ensure that the communities share in the knowledge about the project.
- ❖ Contractors are tasked, on behalf of the project agents, to oversee the daily operations during implementation.

- ❖
- ❖ Contractors are site supervisors who, through a healthy relationship with community labour teams will ensure that task output is kept in line with budgetary allocations. Contractors are also tasked with on-site skills training as their value lies in their ability to transfer knowledge to community members in appropriate construction and technical task performance. The quality of transfer of such skills will have an eventual impact on the capacity of communities to repair, supervise and maintain their projects.

Arrangements for maintaining projects need to be addressed long before implementation commences. Community committees are responsible for initiating and managing these arrangements.

4.1.4. Project monitoring

This study exposed that the community was not clear as to who was responsible for the monitoring of the project. Some were saying the consultants, some the social facilitators whereas some were saying the committee bore responsibility.

The monitoring of projects is necessary to ensure ongoing feasibility, but more importantly, to allow for early recognition of social effects, in particular, which are aggressive or incompatible with equity objectives.

Monitoring is usually conducted by development funders, in this case Public Works through the Northern District Council which was the implementing agent. Public Works thus had to ascertain the impact of its investments on communities in the longer term, and to assess the necessity of follow-up development support and intervention.

In these projects it is not clear whether monitoring was done. The question is whether those who were supposed to do the monitoring were aware that the committee members were not trained because nothing was done about this burning issue until the completion of the projects.

The National Department of Public Works had appointed The Northern District Council to monitor these projects. The appointment of social facilitators and consultants was done by the NDC. But surprisingly none of the subjects made mention of the NDC in the discussions. This is an indication that the community had very little information of what was happening and who was responsible for what.

4.2. PROJECT EVALUATION.

The study also revealed that evaluation was not or properly done since the subjects interviewed were not sure as to who was supposed to do the evaluation.

Evaluation should have been done to check the social impact of these development projects. In so doing the effectiveness of these development programmes was supposed to be qualified, to inform future investments, as **Ramashia and Rankin (1995:10)** remark:

“The main purpose of evaluation is to measure the successes and failures of the implemented project and identify the reasons for them. This is not done to punish people or to allocate blame, but rather to reflect on efficiency and effectiveness.

Evaluations can thus serve to modify and improve the implemented project and in the process benefit future projects”.

According to **Nicholas (2001:414)** evaluation also serves the purpose of summarizing project status to keep the stakeholders informed. Once the project is completed, the purpose of evaluation is to summarize the outcomes to reveal what had happened and what the results were.

4.3. Project Steering Committee.

Although the committee was well constituted the research showed that the committee was not trained to perform its duties. This is seen as a deliberate action by the consultants and social facilitators to make it difficult for the committee to monitor and check if implementation was done according to the plans. As a result, the contractors could do as they wished since the committee did not know what was right or wrong. There was no proper accountability as to how the funds were utilized. The committee was thus merely used to rubber stamp decisions of the consultants, contractors and social facilitators.

The effectiveness of community committees, their understanding of projects, their level of participation in project implementation and their management of a community project, depend heavily on the quality of facilitation rendered during the implementation phase. Although the services of community facilitation are usually rendered by development funders or the community, project facilitators participate in projects to enhance the role of communities in projects.

4.4. Consultants and facilitators.

In the Ga-Ramogale cluster projects the consultants and facilitators indicated that the projects were implemented according to the agreed plans and the funds allocated. What was covered was what was allocated for.

Their main concern was that these projects were executed by the same family since the committee was formed by representatives from different organisations who were uncles, aunts and cousins. As a result issues were discussed amongst the committee members and did not reach all community members as such the community as a whole was not aware of many things. However, in the end the committee was blaming the consultants and contractors for all the problems in the projects.

4.5. Community Based Public Works Programme.

The official in this division stated that the main problem why the Ga-Ramogale cluster projects are not operational is because the National Department of Public Works did not supply the community with start-up funds. She said that communities often abandon these projects because they don't have money to start the operations. This issue is however discussed and something will be done about the problem.

Moagi Ntsime's remarks on this issue is that the Community Based Public Works Programme was an ambitious programme, which sought to marry the delivery of high quality assets to a community – based methodology. As the programme unfolded, two things became clear firstly, there were tension between delivering community – based programmes and doing so with set budgets and time frames.

This was mirrored at project level, where communities and contractors had very different approaches to the management of implementation.

4.6. Northern District Council.

The researcher failed to interview the official in the NDC who was responsible for these projects. It was mentioned that the official who was responsible had left the council.

4.7. Transfer of skills

Since only a few skills were transferred during the projects implementation such as brick making and brick laying skills, it was difficult for the community to implement any development project on its own, as it does not have basic skills to continue after the implementation of these projects.

4.8. The project's impact on development.

According to the **Community Based Public Works Programme, Letsima 26 September 2001** the following are key benefits of clustering projects.

- ❖ Cover a wide segment of the community and therefore alleviate poverty on a broader scale than the individual implementation of single projects to individual communities.
- ❖ Enhance growth opportunities for the targeted economic nodes by ensuring a wide range of economic potential.
- ❖ Provide easier access to infrastructure for other initiatives such as Small, Micro and Medium Enterprises (SMME's).
- ❖ Enhance linkages with all tiers of Government, with the private sector and civil society.
- ❖ Ensure coordination
- ❖ Avoid potential conflict between neighboring communities where one has benefited and another has not.

The impact of the Ga-Ramogale cluster project on the community was both positive and negative.

4.8.1 Positive impact.

4.8.1.1. Provision of infrastructure

The following projects were completed

- ❖ Plus minus 15km of roads
- ❖ Three school classrooms
- ❖ Brickyard and office
- ❖ Community garden
- ❖ Sports facilities
- ❖ Community centre
- ❖ Training centre and ablution facilities.

4.8.1.2. Job creation

During the building of the above mentioned projects the community members benefited in terms of jobs. With the money they were able to build houses and buy themselves things they could not afford before.

4.8.1.3. Capacity building

Some members were given training on brick making, brick laying and plastering and with these skills they can either start their own businesses or find jobs elsewhere.

4.8.1.4. Quality of life improvement.

The money that the community members were earning during the building of the project improved their lives, as they were able to buy themselves food, clothing and other basic necessities.

The provision of the infrastructure e.g. classrooms helped to reduce congestion in the school and their roads are now in a better condition.

4.8.2 Negative impact

4.8.2.1. Non functioning of projects.

Though the projects were completed, they are not functioning as such are not serving the intended purposes. The following projects are standing as white elephants.

- ❖ Brickyard
- ❖ Community garden
- ❖ Community centre
- ❖ Training centre.

4.8.2.2. Job creation.

Job creation was very temporary, members benefited only during projects implementation. At the moment projects are not operating, the vegetable garden is not working as there is no water and the women were not given training on how to run it, the brickyard is also not operating. There is an RDP housing project in the community which was going to serve as their market but the community failed to use the opportunity.

In the “**Job creation in Public Works Programmes and the Construction Unit article by Development Chamber in May 19996**” it is mentioned that existing projects are providing short term relief for the unemployed and not providing further opportunities for employment.

4.8.2.3. Capacity building.

In terms of capacity building, very little was benefited by the community as they only benefited in terms of brick laying and brick making skills. In the “Job creation in Public Works Programmes” article it is mentioned that projects emanating from the Community Based Public Works Programme often have conflicting objectives such as the need to create an essential asset quickly versus the need to adequately train the workers on the project. It is further indicated that evidence shows that the nature of programmes instituted do not allow sufficient development, upgrading and training and which have a negative impact on the CBPWP’s ability to serve as a springboard for more sustainable employment in the long run.

It is again mentioned that the short duration of many of the projects does not lend them to training and capacity building.

4.8.2.4. Project maintenance.

The community is in the dark as to who is responsible for the maintenance of the projects, some say is the community, others whereas others mentioned that is the facilitators, some say is the consultants whereas some say it is the government. As result of lack of proper planning there are no plans in place to ensure that projects are maintained.

In the article “**Job creation in Public Works and Construction Industry**” it is mentioned that this issue is a very serious concern, they mention that it is not always clear who must assume responsibility for maintaining the finished asset upon completion. As maintenance requires the allocation of funds, this is crucial for sustaining the completed project.

5. CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1. Conclusion

“The development project is concerned with improving the living conditions of people. Living conditions are not viewed in a narrow way – they include the ecological, economic, social and cultural context within which people live. The benefits of the intervention should continue even after the project is complete” **(Thaw and Randel 1998:1)**.

This study has undeniably revealed that there were problems in these projects which started right from the initiation of the projects because the community was not given the opportunity to come together, identify its needs, priorities and agree on projects to address these needs.

The community was not involved during planning. An oversight that prevented its members to participate in the projects from start to completion. Certain issues such as the way in which implementation was going to be done at what cost and project maintenance should have been clarified from the start. The issue of what kind of training they were going to receive was supposed to have been addressed at the beginning as well as who was going to be involved and their roles. The role of the Steering Committee should be clarified from the start as well.

The proposed project cycle should clearly indicate the steps that need to be followed from project initiation to completion.

In this case it is clear that the important aspect of community involvement was not properly done. Though the steps were followed the community members were always left behind and as a result they did not understand many things.

But despite all these problems one can conclude that these projects impacted positively on the development of the Ga-Ramogale community.

As indicated above community members, especially poor people, were employed during its implementation and this helped them to earn money which helped them to build houses, pay their children's' school fees and take care of other family needs.

The community is now having facilities which they did not have before. The classrooms helped to reduce congestion in the schools, the roads were improved, the hall and other sports facilities are there but what they need is to make them function. The brick making and the vegetable gardens can still be used to generate income while the few skills that the community members benefited can be used to find or create some jobs which will help them earn a living.

The above explanation proves that the assumption that a lack of community participation, project planning poor implementation and a lack of capacity building result in the fact that some projects fail to be operational.

This study will serve to make the Department of Public Works and all the stakeholders aware of the mistakes made and to help to prevent them from being repeated in other projects.

5.2. Recommendations

Based on the conclusions the following are recommended.

When the National Government allocated funding to the Northern District Council for poverty alleviation and infrastructure development, the emphasis was that the projects should focus on, among other things, poor areas, human development and capacity building, job creation and single parent households. The government further indicated that sustainability and financial viability of the projects should be the core considerations in the development of projects. According to **Harold Kerchner (1998:1013-1014)**, "success in a project has historically been identified as achieving the desired objectives within the following constraints: allocated time, the budgeted cost, at the desired performance, technical or specification level and accepted by the user".

This study revealed that the Ga-Ramogale cluster projects failed to meet some of the objectives of development. Poverty alleviation has not been permanently achieved as the projects are not operating.

5.2.1 Rehabilitation of Ga-Ramogale Cluster Projects.

The following recommendations were made in consultation with the projects consultants and the projects steering committee members.

The following projects were completed at the end of 1998:

- a. Plus minus 15 km of roads
- b. Three school classrooms
- c. Brickyard and office
- d. Community garden
- e. Sports facilities
- f. Community centre
- g. Training centre and ablution facilities.

As such there is a great need for the maintenance and management of these facilities for them to generate sufficient income, ensure sustainability and create long term employment for the community of Ga-Ramogale.

It is recommended that Government through the District Council subsidize the maintenance of these projects. Funds can also be sourced from other interest groups, NGOs and private institutions.

5.2.2 Description of maintenance requirements

5.2.2.1. Roads.

It is expected that the most intensive period of maintenance would be the rainy months of September to March.

The advice is that members within the community be allocated a section within the street network of the village to maintain and repair as and when required. About 15 people will be required to service a kilometer section and each person should be supplied with the necessary tools and materials to perform maintenance. Since the Government has embarked on the Letsema programme, the community members must be encouraged to volunteer their services in this regard.

5.2.2.2. Brickyard.

This facility has low maintenance requirements. The following items are expected to be requiring maintenance.

- ❖ Repair of fences and gates
- ❖ Repair of office windows and doors
- ❖ Removal of rubble from broken bricks.

5.2.2.3. Community Centre

The maintenance requirements of this facility will vary according to its usage. The property will require high maintenance if it is privately run and marketed, as it will be used frequently.

The following items require maintenance.

- ❖ Repair of doors and locks
- ❖ Repair of broken windows
- ❖ Proper cleaning after activities
- ❖ Replacing of bulbs.

5.2.2.4. Training centre.

The reason why the facility was created was to be used as a mini factory or skills centre. The facility is supposed to be used on a daily basis and will therefore require high maintenance. These items will require maintenance.

- ❖ Repairing of doors and locks
- ❖ Repairing of tables and electrical fittings
- ❖ Replacing of bulbs
- ❖ Cleaning of ablution facilities
- ❖ Repairing of machines/tools.

5.2.2.5. Sports facilities.

The maintenance of these facilities will vary according to their usage. If they are properly marketed it will mean they will be used frequently and as such their maintenance will be very high. Items which require maintenance are as follow:

- ❖ Repair of fences and gates around tennis courts, netball courts and soccer field.
- ❖ Cleaning of the courts
- ❖ Painting of the courts every two years
- ❖ Cutting of soccer field grass

5.3. Potential income to fund maintenance.

5.3.1 Brickyard.

The brickyard has a great potential for generating income and the creation of long term employment.

It is equipped with four semi-block brickmaking machines capable of producing around blocks per day.

To generate income from this facility the community can select a group within the community to be trained in management and marketing of the facility.

5.3.2 Community centre

The centre has the capacity to accommodate approximately 700 personnel. The centre is ideal for staging a range of social activities such as concerts, films and meetings.

The following possibility exists to manage the facility in order to generate income towards the maintenance fund which is to select a group within the community to be trained in management and marketing of the facility.

5.3.3 Training centre.

The centre is equipped with five large tables with ten electrical plugs. It is ideal for skills training such as computers, sewing, and carpentry. It can be used as a medium-manufacturing factory for garments or wood products.

The most ideal option for generating income towards the maintenance within the community would be to use it as a mini factory for garments or wool products. Finance towards the purchasing of machinery can be applied for through financial institutions.

In order to generate income as in the community centre a selected group within the community can be trained in management and marketing of the facility.

5.3.4 Sports facilities

These facilities consist of a soccer field, netball and tennis courts. Although they have low maintenance requirements, they can be rented out at a nominal fee per event to cover the maintenance cost.

The management responsibilities would lie with the sport committee within the community. It is advised that the local sport development forum be invited to train the local youth to play tennis for tennis court to be used.

5.3.5 Vegetable garden

The garden also does not require high maintenance. The members involved must however be thoroughly trained on vegetable production and marketing skills. To address the problem of the provision of water the community can apply for funding to drill a borehole for irrigation.

5.3.6 Repair of existing street network.

Due to last seasons' heavy rains, the existing street network has been seriously damaged.

This will necessitate that major repairs to the roads and installation of additional drainage structure be undertaken. It is emphasized that these rehabilitative measures are a prerequisite to the implementation of the prolonged based road maintenance strategy.

5.3.7 Control of funds.

It is important for the community to establish a Trust Account for the maintenance of the projects. The following can be involved:

- ❖ Greater Mothapo Area Office
- ❖ The District Council
- ❖ Representatives from community structures and other role players.

This will ensure the proper control of the maintenance fund and efficient running of the maintenance strategy. For the strategy to work there must be proper monitoring and engineers must be appointed to give technical advice on the maintenance tasks. From the estimated income for maintenance the Provincial Local Government Department's support to the strategy is important.

It is also vital that proper utilization and management control systems be put in place for the strategy to sustain itself. Since the classrooms have been handed over to the community, they cannot be regarded as part of this exercise

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GA-RAMOGALE CLUSTER PROJECT

QUESTIONNAIRE

PROJECT INITIATION

1. How were the projects initiated?

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2. Who initiated them?

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3. Was the community involved?

YES	NO
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4. If yes, how?

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5. If not, why?

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6. What were the objectives of the projects?

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7. How were decisions taken?

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8. Comments

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PROJECT PLANNING

1. How was planning done?

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2. Who was involved during planning?

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3. What issues were included in the plan?

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4. Was the plan acceptable to all?

YES	NO
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5. If not, why?

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6. Who was to be responsible for maintenance and why?

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7. Comments.

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PROJECT STEERING COMMITTEE

1. Who constituted the Steering Committee?

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2. How were they elected?

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3. What was their role?

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4. Were they trained?

YES	NO
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5. What kind of training was given to them?

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6. Who trained them?

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7. Comments

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PROJECT IMPLEMENTATION

1. Who was involved in project implementation?

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2. What were their roles?

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3. What criteria was used to employ people?

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4. Were the employees trained to do their jobs?

YES	NO
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5. What kind of training?

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6. Was there any transfer of skills during implementation?

YES	NO
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7. If not, why

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8. If yes, which skills were transferred?

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9. Were there any problems during project implementation?

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10. How were they resolved?

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11. Comments

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PROJECT MONITORING

1. Who was responsible for monitoring?

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2. Why?

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3. How was monitoring done?

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4. How often was monitoring done?

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5. Where there any problems encountered?

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6. How were they resolved?

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7. How was information communicated to the community?

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8. Comments?

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PROJECT EVALUATION

1. Who was responsible?

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2. How often was it done?

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3. What problems were encountered?

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4. How were they resolved?

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5. Was evaluation done at the end of the projects implementation?

YES	NO
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6. If not, why?

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7. If yes, what were the outcomes?

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8. According to the outcomes did the projects achieved the intended objectives?

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9. If not, why?

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10. If yes, how?

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11. Were there problems at the end of the project implementation?

YES	NO
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12. If yes, what were they?

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13. What impact did they have on the projects?

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14. How were they resolved?

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15. Did the community benefit from these projects?

YES	NO
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16. If not, why?

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17. If Yes, how?

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18. Can you recommend that similar project be implemented in other communities.

YES	NO
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19. If not, why.

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20. If yes, what improvements will you recommend.

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21. Comments.

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SOCIAL FACILITATORS

1. Who were the facilitators?

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2. How were they appointed?

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3. What was their role?

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4. What kind of support did they give to the Project Steering Committee?

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5. Was there any capacity building or empowerment from the facilitators?

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6. What kind of empowerment?

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CONSULTANTS.

1. Who were the projects consultants?

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2. How were they appointed?

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3. What was their role?

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4. Was there any capacity building or empowerment from the consultants?

YES	NO
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5. If yes, what kind if capacity building?

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6. Comments.

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QUESTIONNAIRE FOR CONSULTANTS/ SOCIAL FACILITATORS

1. What is the name of your Company?

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2. How were you appointed?

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3. What problems did you encounter during projects implementation?

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4. Were they resolved?

YES	NO
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5. If yes, how?

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6. If not, why and what were the implications?

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7. Did the projects achieve the intended objectives?

YES	NO
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8. If not, why?

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9. Can you recommend that these types of projects be implemented in other communities?

YES	NO
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10. If not, why?

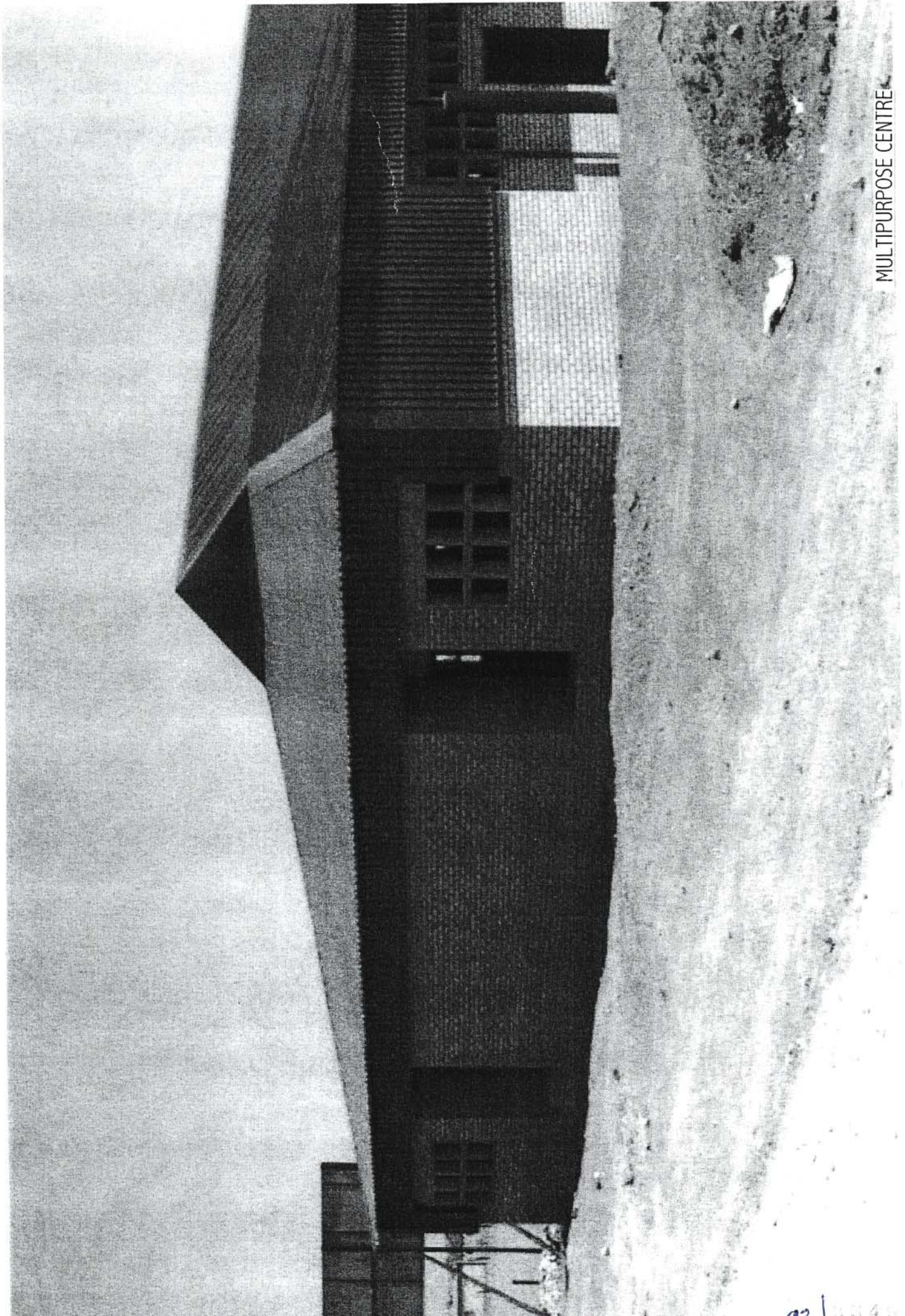
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11. If yes, what improvements will you suggest?

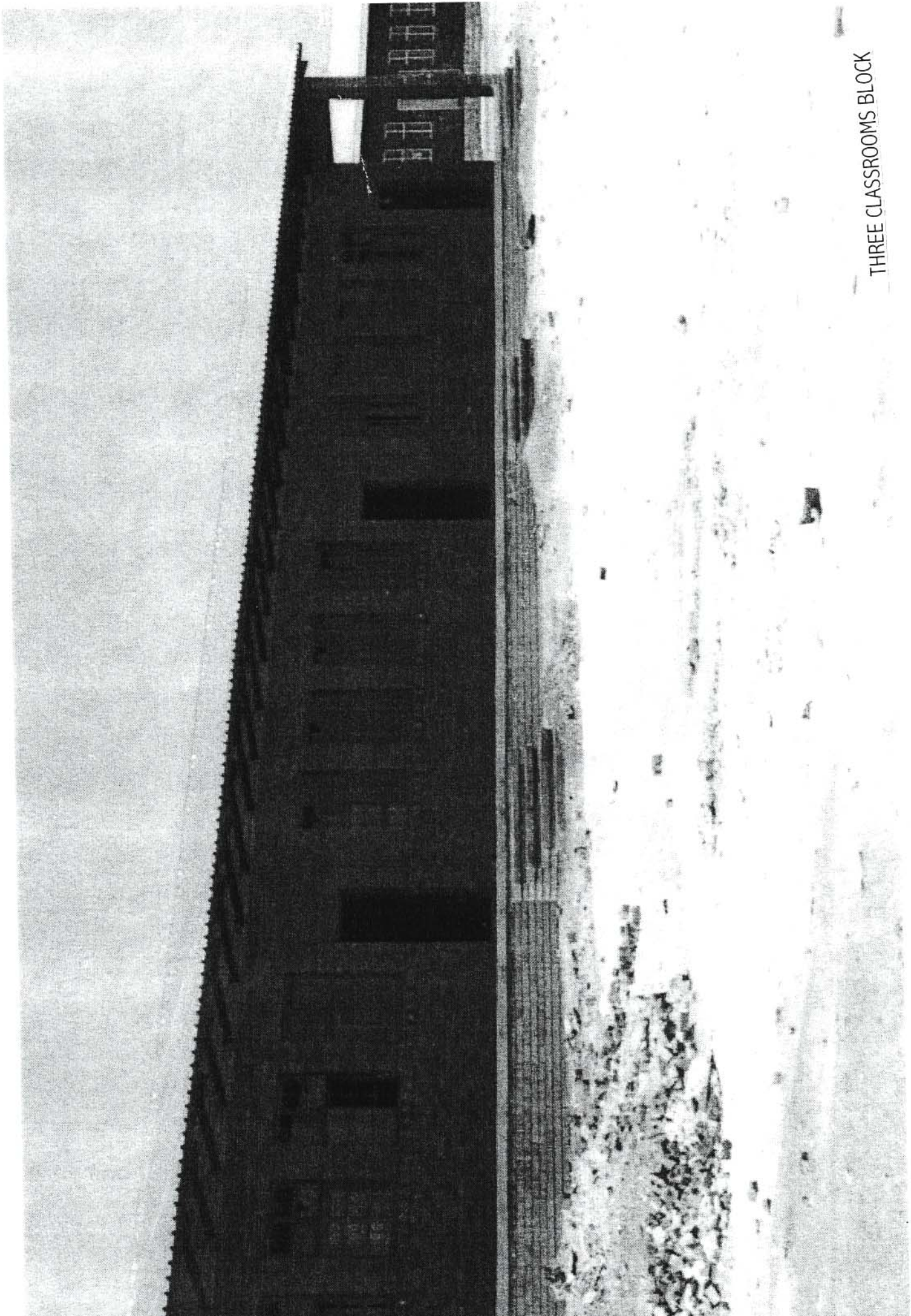
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10 Comments.

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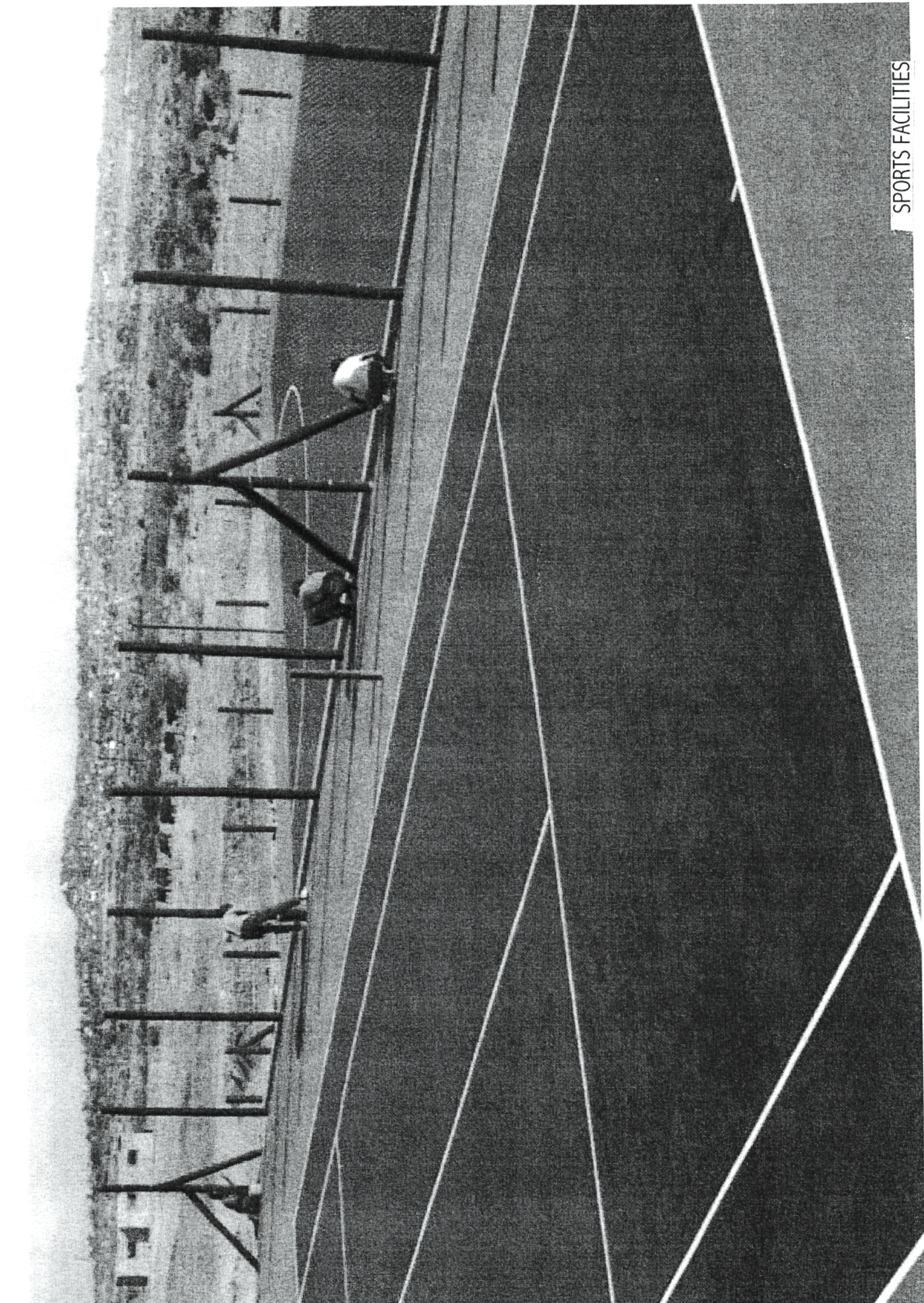


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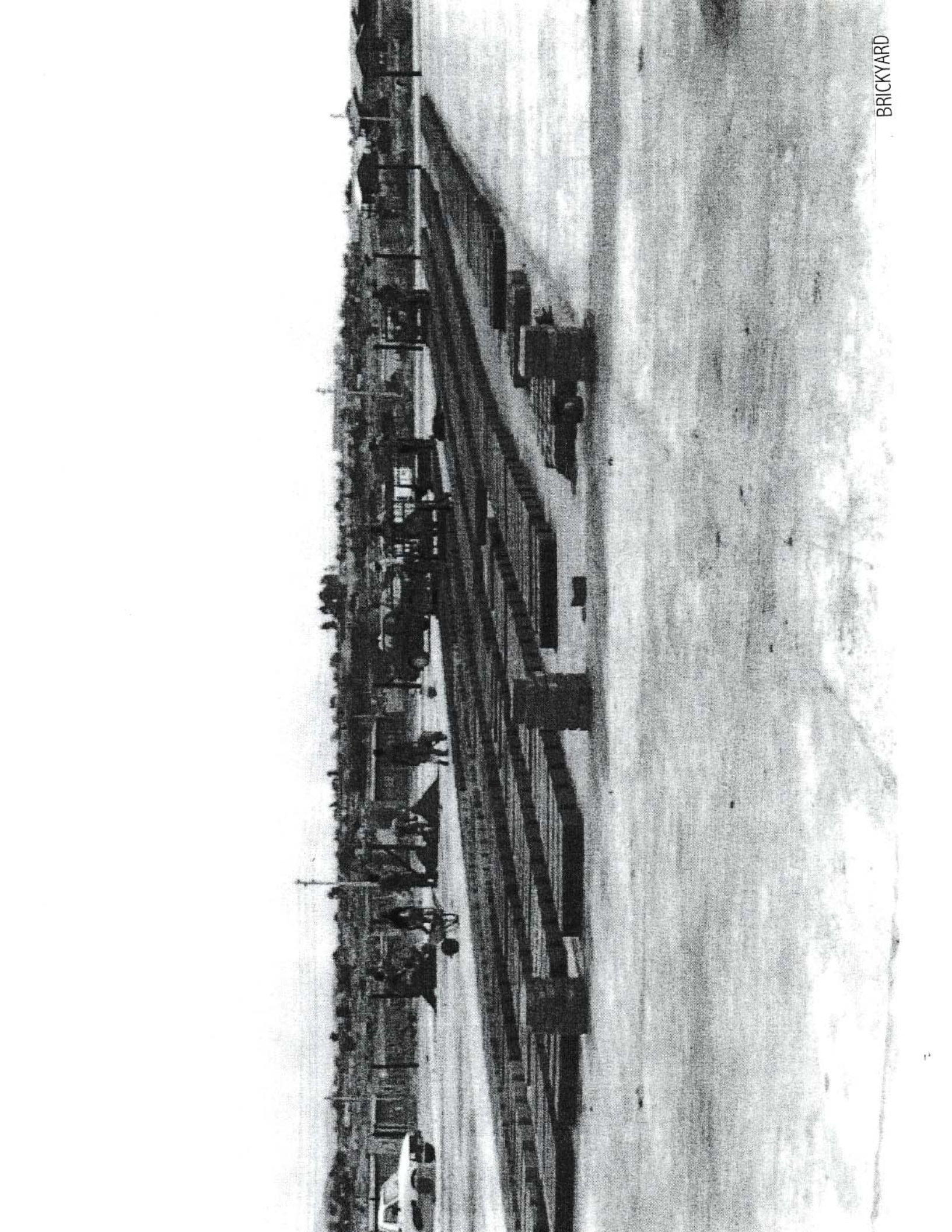


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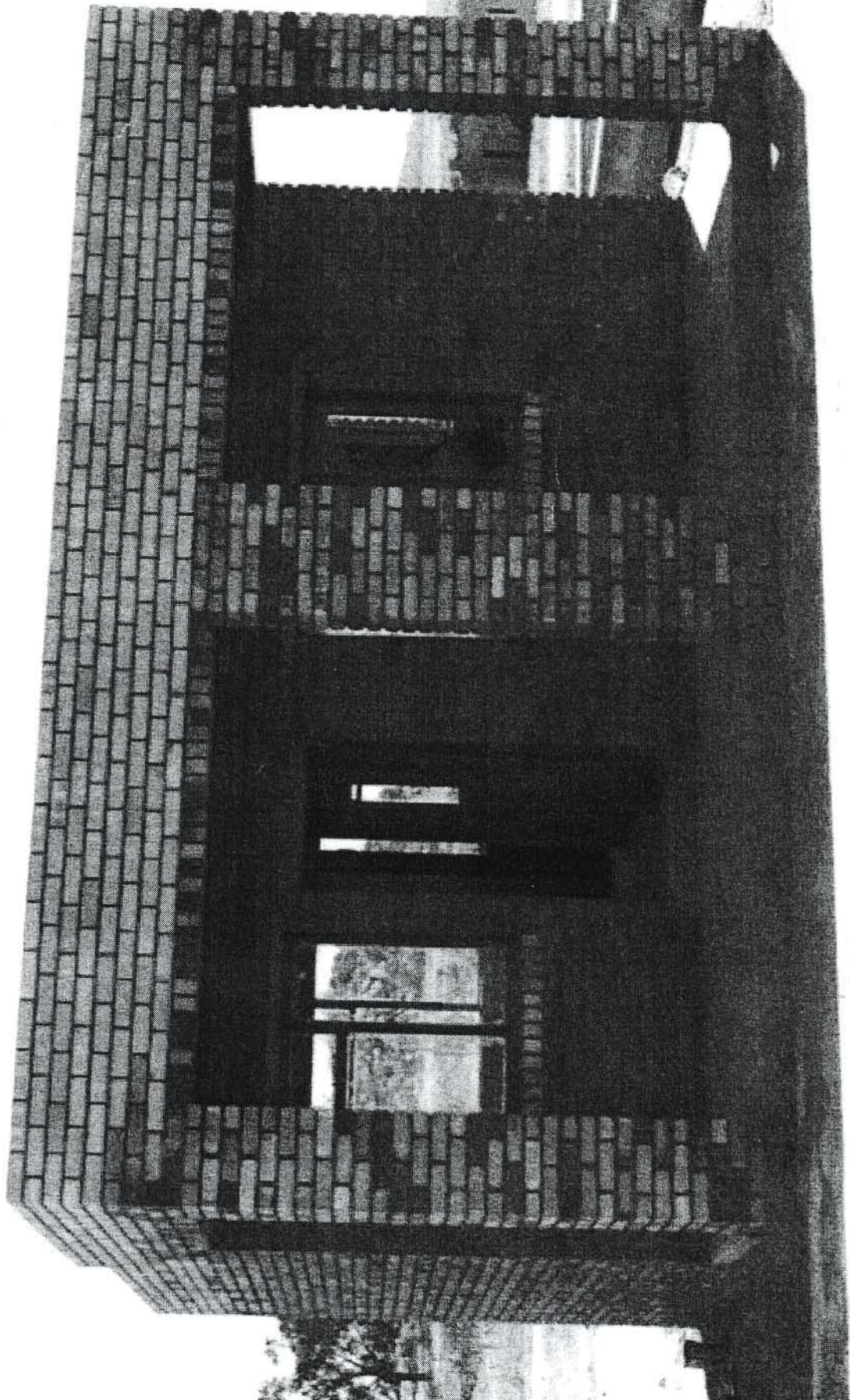
SPORTS FACILITIES







BRICKYARD



BRICKYARD OFFICE