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PROGRAMME IMPLEMENTATION BY THE NATIONAL DEVELOPMENT AGENCY IN THE MOPANI DISTRICT MUNICIPALITY

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A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfillment of the requirements for the degree of Master of Management (In the field of Public and Development Management).

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Abstract

Since the inception of the National Development Agency in 2000, many development programmes and projects have been implemented in the country. However, there have been various implementation challenges that the implementors experienced to effectively execute their work. The purpose of this descriptive and exploratory study was to investigate the challenges that underpin programmes implementation by the National Development Agency as well as understanding the reasons that informs the programme implementation process within the organisation. One of the main findings of the research was that community participation, human resource capacity and effective programme management are key elements for sustainable programme implementation. It was also established there was limited coordination within the provincial office and the national office of the NDA in regard to enhancing staff capacity.

Declaration

I declare that this report is my own, unaided work. It is submitted in partial fulfillment of the degree of Master of Management (in the field of Public and Development Management) in the University of Witwatersrand, Johannesburg, It has not been submitted before for any degree or examination in any other University.

_____

Ouma Gillian Nkuna
07 October 2008

Dedication

I dedicate this report to my mother Tintswalo Vallery Mahange who is the pillar of my strength. Thanks to my husband David, my children Sagwata, Kutsaka and Ntimela for their maximum support and understanding.

Acknowledgements

I am grateful to my supervisor, Dr Manamela Matshabaphala for his guidance throughout the research process; my friend and colleague Mr. R. J. Baloyi for his assistance with finalisation of the report and the National Development Agency, the Mopani District Municipality and CBOs for making themselves available for data collection. Without their assistance, this research would not have been possible.

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CHAPTER 1: INTRODUCTION

1.1.Introduction

This research study aims to identify the programmes implementation challenges in relation to community participation for the National Development Agency (NDA) with specific reference to Mopani District Municipality (MDM). It is crucial for the agency to address these challenges for effective delivery of its mandate.

This chapter provides the background of the NDA, the area where the research was conducted, the problem statement and the purpose of the research. It also outlines the research questions that guided the study. Furthermore, the chapter provides a conceptual framework that informs the study and the appropriate methodologies that were used in addressing the identified problems. The chapter also provides the outline of the research report.

1.2.Background

The South African economy has been historically dependent on the resource sector which was many mining. The apartheid system led the economic sector to be biased in terms of resource distribution. This has created a pattern of development where the economy of the country had experienced constraints in terms of growth. This had an impact on the economic transformation and development.

The majority of the South African citizens were marginalized, whereby the design of the economy was such that people would not acquire the basic needs for survival. Many people were left out in decision-making regarding the economic development of the country. This was evident by looking at the rate of poverty and unemployment in the country.

After the dawn of democracy, South Africans especially the Non-Government Organisations (NGO) were faced with challenges in terms of how they were going to work with the new government in addressing socio-economic growth. Previously, these institutions had established good relationships with impoverished communities through using the funds they received from international donors. They had the ability to facilitate social commitment and providing skills that enhanced development.

After the elections in 1994, there was a fragmentation of the (NGO) where the fight to eradicate poverty was not realized. The democratic government was faced with a mammoth task of ensuring equal distribution of the country's wealth. It was clearly indicated that this would not happen overnight. Hence it was crucial for the government to have strategies in place to address this challenge.

In addressing the challenges that led to high rate of poverty and unemployment, the government had to develop new patterns of development that involved the diversified industrial base. These strategies have to focus on "enhancing the capacity of the poor to participate in the development process on more equitable terms and also to access opportunities for human development (Sobhan, 2002, p. 2)'.

The government had to develop programmes that would address these challenges. Since 1996, the government created social and economic policies where the government central focus was to finance poverty reduction programmes within its budgetary framework. The welfarist approach was used to public expenditure in relation to poverty eradication programmes, which gave the state the role in delivering and financing the needs of the citizens.

1.3.The National Development Agency

1.3.1. Establishment of the National Development Agency

Based on the identified challenges as outlined in the background, it was decided that an agency that would respond to the immediate needs of the NGO sector that was involved in development and setting up a long term institution to co-ordinate the funding of NGOs and promote sustainable partnership between government and these organization be established. This led to the establishment of statutory organization called the Transitional National Development Trust (TNDT) which is the predecessor of the National Development Agency (Saldanha, 2003).

The NDA was established through the NDA Act 108 of 1998. Its primary object is to contribute towards the eradication of poverty and its causes by granting funds to civil society organizations. The agency is a section 3A statutory organization which was established by the NDA Act of 1998 as amended, which states that: "The organization is primarily mandated by the Act to grant funding, undertake research relating to poverty eradication, building the capacity of non-government organizations, civil society organizations and community based organizations with the express purpose of eradicating poverty in South Africa" (NDA, 2006-2011).

1.3.2. Programmes Implementation by the NDA

When the NDA took over from the TNDT in 2000, it inherited a huge backlog of projects that have applied for assistance in terms of poverty eradication programmes. Between 2000 and 2002, the organisation was faced with many challenges that include programme management and human resource capacity to ensure proper implementation of these programmes. Furthermore, funding was done based on the information received from the projects. There was no valid information that allowed the organisation to determine whether these projects were really addressing the poverty issues.

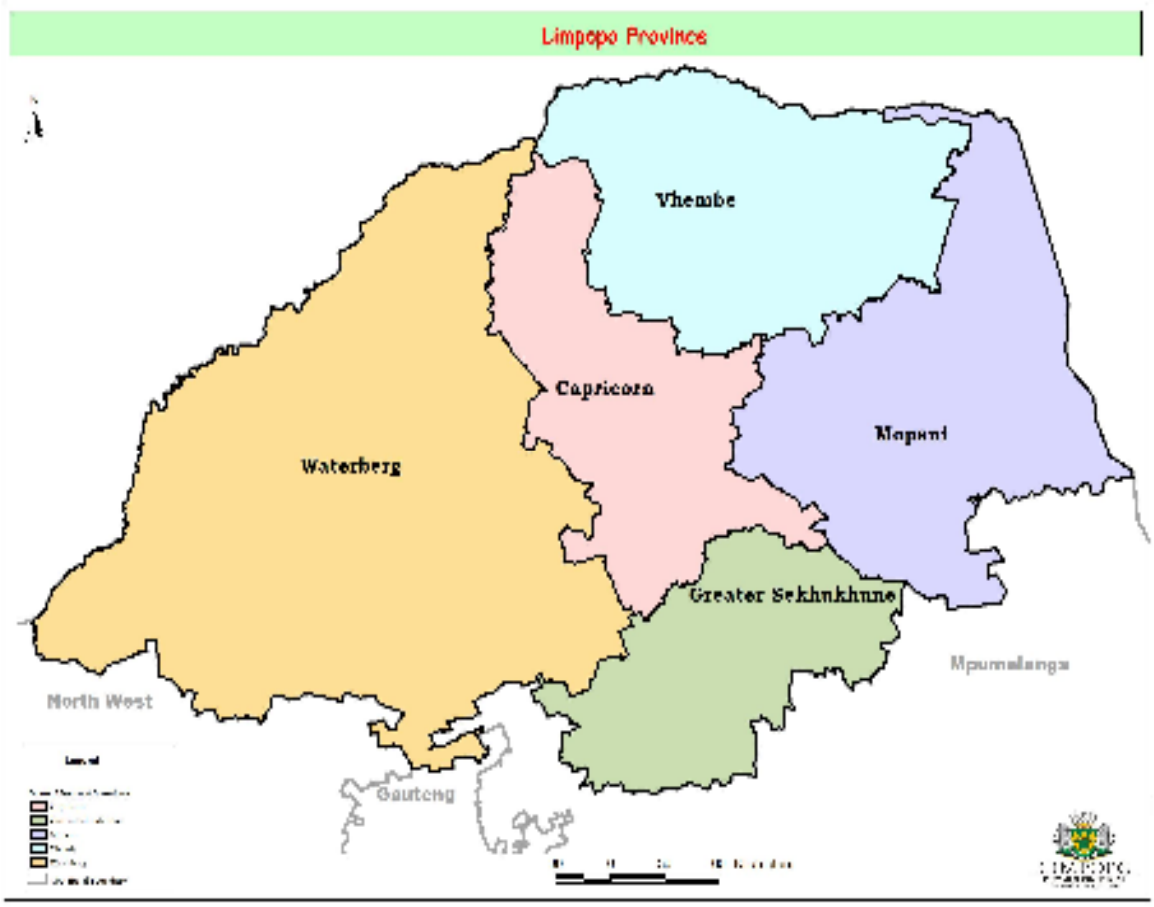
In terms of how the organisation operationalised its mandate, the programmes management unit is responsible for implementing programmes that deals with grant funding and building the capacity of non-government organizations, civil society organizations and community based organizations with the express purpose of eradicating poverty in South Africa. The unit is represented within the nine provinces. Many programmes have been funded and implemented in the provinces in various municipalities. However, based on the challenges indicated above, organisations were provided with resources that were of short term so that the organisation was able to monitor them.

1.3.3. Programmes implementation in Limpopo Province

The NDA is implementing poverty eradication programmes all over the country. However, the majority of provinces are struggling to meet the demands from the communities despite the availability of resources that are committed on a yearly basis to assist these communities. Different provinces experience unique challenges in terms of how to access these funds, community participation in envisaged programmes and human capacity to effectively manage these programmes.

Limpopo Province is regarded as the third poorest province in the country. The province is located in the northern part of South Africa where it shares borders with the Gauteng Province in the South, Mozambique in the east through the Kruger National Park, Zimbabwe in the North and Botswana in the west. The proximity of the province to Gauteng, the Kruger National Park, Mozambique, Zimbabwe and Botswana puts the province in a strategic position as a gateway to Africa and its resources to unleash economic potential of this great continent. (Limpopo Provincial Growth Development Strategy (LPGDS), 2004, p.1).

The province consists of five district municipalities that are: Capricorn, Mopani, Vhembe, Sekhukhune and Waterberg (See attached Limpopo Map Fig 1).



Source: Limpopo Province Map (Office of the Premier GIS, 2005)

The estimated population of the province is 5 273 630. The majority of communities are rural and impoverished and most of them do not have access to information regarding poverty eradication programmes. The demographic and economic profile of the province suggests that urgent programmes of action against poverty are required. These include the redirecting of the current poverty alleviation and eradication interventions to target income-generation and job creation as primary objectives, within the context of linkages with other provincial development programmes (LPGDS, 2004, p1).

The province has adopted five development objectives that correspond to those of the Millennium Development Goals which include:

- The need to improve the quality of life of the population in Limpopo
- Growing the economy of the province, sustainable job creation, innovation and competitiveness

- Improve the institutional efficiency and effectiveness of Government
- Address priorities that cut across the three objectives above such as Black Economic Empowerment, HIV/AIDS-TB, poverty reduction, issues of Land and Environment, etcetera. and
- Attain regional integration (LPGDS, 2004, p. 19)

These objectives are linked to the vision of the NDA of developing a society free from poverty.

A large portion of the NDA funding has been channeled towards the province to fund community based organizations. A total number of eight hundred programmes and projects have been funded and implemented in the province since the establishment of the organisation. These are in the areas of social development, economic development, health and welfare and education. There is however, a challenge in implementing these programmes as the majority of them are not sustainable. In this regard Mopani District Municipality is selected for this study to reflect the implementation challenges of poverty eradication programmes for the NDA.

1.3.4. Composition of Mopani District Municipality

Mopani District Municipality is one of the districts in Limpopo Province. It was established in 2001 through the Municipality Structure Act of 1998. It consists of the majority of districts that fell under the former Gazankulu homeland. These include Giyani, Tzaneen, Letaba and Mhala. The district is located at the north-eastern quadrant of the province. The district is surrounded by the following neighbourhoods; Capricorn district Municipality and Vhembe District Municipality to the west, Mpumalanga Province through Enhlazeni District Municipality to the South, Greater Sekhukhune District Municipality to the South-West, Vhembe District to the North, boarded by Mozambique to the East and Zimbabwe to the North. The district consists of five locally municipalities viz: Greater Giyani Local Municipality, Greater Tzaneen Local

Municipality, Greater Letaba Local Municipality, Ba-Phalaborwa Local Municipality and Maruleng Local Municipality (See attached map fig 2 below).



Source: Mopani District Map (Municipal Demarcation Board, 2005)

The district population is estimated at 1 083 681 (Refer to the table below):

Table 1: Population as per local municipality

Local Municipality	Population	Percentage
Greater Giyani	237 436	21.91
Greater Tzaneen	375 588	34.65
Greater Letaba	220 126	20.31
Ba-Phalaborwa	131 081	12.09
Maruleng	119 550	11.03
Total	1 083 681	100

Source: Wikipedia Encyclopedia 2007

As outlined above the total population of the district is 1 083 681 where 54, 89% are female and 45, 11% are male. The area is characterized by mostly rural communities and is spatially located far from the main economic centres of the province and the rest country. The low levels of education and skills place the area in a disadvantageous position and also make it difficult to retain those who are skilled and qualified. The majority of people engage in development initiatives to improve their socio-economic status (Msengana-Ndlela, 2005).

1.3.5. Programmes implemented in the district

The programmes that have been implemented in the district include; capacity building programmes where civil society organizations have been identified to facilitate these programmes. There are also organizations that have been funded to facilitate programmes that are addressing poverty. These organisations are working within the five local municipalities of the district. Approximately two hundred programmes have been implemented in the district across the sectors of economic development, food security, social development, health and education. Sixty percent of these programmes fall within the education sector which comprises of capacity building and early child development. The remaining forty percent falls within the economic development, health and social development. The majority of these projects are not sustainable.

The NDA is also engaging the Mopani District Municipality in dialogue where issues pertinent to poverty eradication have been discussed. This engagement is geared towards finding common grounds in addressing this issue. It was also envisaged that strategies to deal with the challenges facing the district in regard to poverty eradication will be developed.

There is also a working relationship in terms of engaging the NDA in designing the development initiatives that falls within their Integrated Development Plan and Local

Economic Development programmes. All these programmes are primarily influenced by the Limpopo Growth and Development Strategy.

1.4.Problem Statement

Programme implementation is a fundamental stage in programmes management for the NDA. Many programmes are usually conceptualized by communities and the NDA is usually requested by these communities to financially assist in implementing these programmes. In most instances, rural communities do not have the resources and capacity to implement development initiatives in order to improve their lives. The NDA is also stretched in terms of human capacity to implement these programmes. In this regard, these initiatives are either not implemented or not sustainable.

Despite NDA having implemented many programmes in the communities, there are still visible challenges in the success of these initiatives. These programmes are not sustainable after the NDA has pulled out after the funding period has elapsed. In term of programmes failures, this can be attributed to various factors within the NDA that include: inadequate structural development, proper project planning, inadequate human resource capacity, inadequate financial resources and community participation in the implementation process. It is therefore, the intention of this research to investigate the programmes implementation challenges for NDA in relation to community participation.

1.5. Purpose Statement

The purpose of this research is to investigate the challenges that underpin programmes implementation by the NDA. It also anticipates understanding the reasons that informs the programmes implementation process within the organisation in relation community participation in the Mopani District Municipality. The importance of addressing these challenges to improve implementation by the NDA will also be highlighted. It is hoped that the investigation of these challenges will result in getting the recommendations that will improve the successful implementation of these programmes. The research will

therefore bring to light the following factors in relation to programmes implementation by the NDA in the Mopani District Municipality:

- The human resource capacity required to facilitate the implementation of programmes in Mopani District Municipality
- Community involvement mechanisms for civil society organizations in programmes implementation

1.6. Research Questions

In particular, the study will attempt to find answers to the following questions:

1. What are the main challenges and reasons that contributes to the NDA human resource capacity in relation to programmes and project implementation?
2. Is there community involvement in the implementation of programmes and projects in the district?
3. What strategies are available to address programmes implementation challenges that have been identified in the district by the NDA?

1.7. Significance of the study

While the National Development Agency is working together with Mopani District Municipality in ensuring effective engaging in development initiatives, proper implementation and integration of these programmes within the IDP framework, there are still significant challenges that affect the implementing of these programmes. Many programmes are not sustainable and there are no mechanisms to improve the way these initiatives are implemented. This has created a situation of NDA been seen as not effectively delivering its mandate. It also creates tensions between the district, the NDA and the communities. Meanwhile, there seems to be no public engagement between the three structures on challenges of programme implementation.

The significance of this study is to investigate the challenges that face the NDA in terms of effectively implementing programmes in the Mopani District Municipality. This will contribute to the discourse in the area of human resource capacity and community engagement in matters of ensuring sustainability of development initiatives. Making recommendations that address these challenges will assist in providing solutions to improve the implementation process of these programmes and how human resource capacity could be resolved for effective implementation.

1.8. Limitations and Delimitations

Mopani District Municipality consists of five local municipalities. One community based organization was interviewed per municipality, and the evidence derived might not be representative of the whole district. The information provided was that of a particular area. However, this was addressed through engaging the district municipality and the NDA staff in the province in providing documents outlining the performance of the whole district.

Despite the fact that the interviews were as objective as possible, the selection of the respondents was determined by their availability.

The unavailability of municipal officials for the date set for the interviews also hampered the process. Time constrains and tight schedule especially for the staff in the Planning and Development Directorate made it difficult to have his optimal participation during the interview. This also happened with the NDA staff. Interviewing the provincial manager was not easy as he was always not available. The interviews ended up not being structured. Again, information by the NDA official may have been biased in order to paint a positive picture about the organization implementation processes. Accessing documents from the office that outlined the work done and the impact the organisation has made in the communities were reviewed to verify the authencity of the data provided.

1.9. Research Report Outline

The research report will be structured as follows:

Chapter 1: Introduction

This chapter outlines the background, problem statement, the purpose of the study and the research questions. It also outlines the limitations and delimitations of the research.

Chapter 2: Literature review

This chapter provides the theoretical basis relevant for the research. Reviewing of relevant literature in the research topic in relation to the legislative framework of the National Development Agency, Development Approaches to poverty eradication, programme management process, implementation process, human resource capacity and community participation will be presented.

Chapter 3: Research Methodology

The chapter presents the research approach used to conduct the research. It also motivates for the embracing of a descriptive and explanatory qualitative research design based on the data collection methods employed.

Chapter 4: Data Presentation

The chapter outlines the data collected during the interviews.

Chapter 5: Data Analysis

The information collected during interviews and literature review is integrated and analysed to provide the findings which answer the research problem and questions.

Chapter 6: Conclusion and recommendations

The final chapter outlines the observations and conclusions are made from the analysis. It also highlights the recommendations that are proposed.

CHAPTER TWO: LITERATURE REVIEW

2.1.Introduction

The NDA as a statutory body is expected to fulfill its mandate as outlined in the Act. There is however, a visible challenging situation in regarding to implementing parts of the mandate that is; carrying out activities that are aimed at meeting the development needs of the poor communities. There are different approaches that are being used to facilitate the implementation process of poverty eradication programmes within the African context. These approaches are recognized continentally and globally. These include the sustainable livelihood approach (SLA), the participatory empowerment approach to gender and development in Africa, the regional indicative strategic development plan (RISDP), World Bank's Comprehensive Development Framework (CDF), New Partnership for Africa Development (NEPAD) and so forth. In reviewing the theoretical basis of the study, this research is guided by the Sustainable Livelihood Approach. Furthermore, the research is informed by reviewing the legislative framework of the NDA, the development approaches, programme management process within the NDA, implementation process, human resource capacity within the NDA and community participation in programmes implementation. The analysis of these concepts is further informed by the views and experience of various scholars that provide knowledge on how to deal with these challenges.

2.2 The legislative framework for the NDA

The National Development Agency (NDA) was established by the South African government under Act 108 of 1998 of parliament. The legislative mandate of the organisation states that its primary object is to contribute towards the eradication of poverty and its causes by granting funds to civil society organization for the purpose of:

- Carrying out projects or programmes aimed at meeting development needs of poor communities and
- Strengthening the institutional capacity of other civil society organization involved in direct service provision to poor communities.

The secondary objects of the NDA are:

(a) to promote:
    (i) consultation, dialogue and sharing of development experience between civil society organizations and relevant organs of state; and
    (ii) debate on development policies, and
(b) To undertake research and publication aimed at providing the basis for development policy (Government Gazette, 1998).

The NDA Act goal was aimed at promoting an appropriate and sustainable partnership between the Government and the civil society organization to eradicate poverty and its causes; to determine the objects and functions of the Agency; to determine the manner in which it is to be managed and governed; to regulate its staff matters and financial affairs; and to provide for connected matters (Government Gazette, 1998).

Is therefore the responsibility of the NDA staff to ensure that the following Act objectives are effectively implemented through the programme that the communities engage in:

Firstly, Funding to provide support for project or programmes that have direct impact on improving the asset base of poor communities.

Secondly, Fund raising. This involves identifying, supporting and encouraging any organization making significant fund raising efforts on behalf of the poor.

Thirdly, Provide expertise through identifying and supporting civil organization and businesses that work to eradicate poverty. It is the intention to help support, and build civil society capacity to be even more efficient.

Fourthly, Research by utilising resources to establish credible database of partners (institutions and organizations) with whom the organisation can promote relationship, dialogue and partnership.

And finally, Promoting communication and influence policy development: it is the goal to ensure communication aimed at influencing development policy change and ensuring actions which will work towards eradicating poverty and sharing of information and knowledge.

In understanding how the development framework that the NDA follows, various development approaches have been identified.

2.3 Development Approaches

2.3.1 Sustainable Livelihoods Approach

Sustainable livelihood Approach (SLA) is a way of thinking about the objectives, scope and priorities for development, in order to enhance progress in poverty elimination. It is a holistic approach that tries to capture, and provide a means of understanding, the vita causes and dimensions of poverty without collapsing the focus onto just a few factors. The SL approach aims to help people achieve lasting livelihood improvements measured using poverty indicators that they, themselves define (Department for International Development (DFID), 1999, p. 1). The approach takes into cognizance the ability and strength of people. There are two fundamental components that define sustainable livelihood approach. These are the framework that helps one to understand the cause and implications of poverty and a set of principles that provide guidance on how these causes and implications of poverty could be addressed.

The sustainable livelihood framework provides a critical analysis of understanding the livelihoods. It allows people to think within the context of which people live in order to plan development initiatives. It also "helps to organize various factors that constrain or enhance livelihood opportunities and to show how they relate to each other' (DFID, 1999, p. 2). The framework encourages people to take a holistic and systematic view of the factors that causes poverty.

The second component of SLA is a set of principles that guide the plan of action. This is also people centred, responsive to people's need, a multi-level approach to development. These principles work together with the framework to enhance sustainable livelihood.

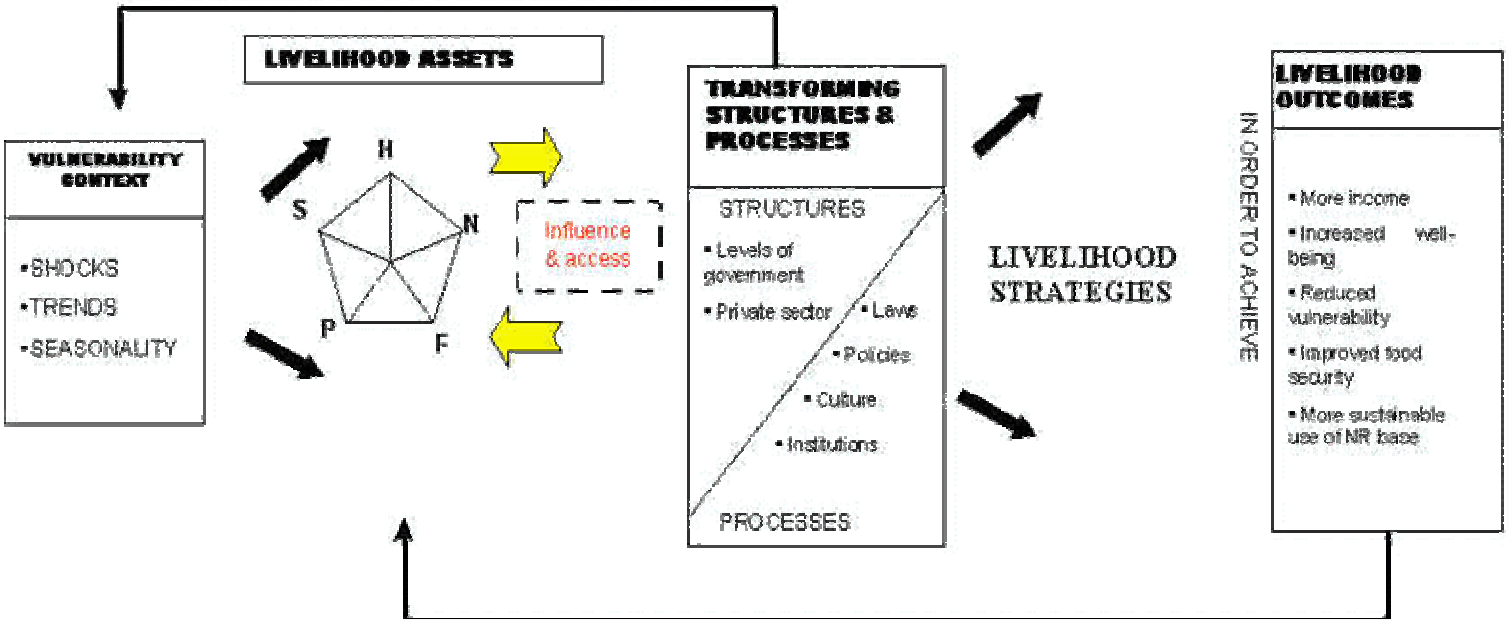


Figure 3: Sustainable Livelihood Approach (DFID, 1999)

KEY:

H= Human Capital, N= Natural Capital, F = Financial Capital, P = Physical Capital, S = Social Capital

The above diagram outlines how the sustainable livelihood approach works.

The SL approach is versatile. At community level is advocates for full participation taking into account the lessons those other participatory methods and approaches have done. The SL approach is usually used to identify, design and assess new initiatives that the poor people face. The framework and the set of principles are tools that are used to stimulate the thought and analysis of the people who are facilitating the development process. It should be used through taking into cognizance the situation of the livelihoods.

However, it can be argued that in order to effectively use this approach, well skilled human resource is required to engage with communities in order to understand their need and also assisting them to realize the resources they have.

Despite this, the approach provides a basis of understanding the communities within the Mopani District Municipality better. This includes looking at whether the programmes that are being implemented address the need of these communities. It also assists in verifying the involvement of these communities in decision making regarding their expectation from the NDA.

2.3.2 Participatory Empowerment Approach to gender and Development in Africa

The initial focus to women in the late seventies has dramatically shifted to a greater concern with gender relations and socio-economic inequalities. This has continued to be a matter of considerable debate. The gender and development approach reflects a growing concern with the limitations of the women centered approach. The approach calls for consideration of the way culture assumptions and practices affect social, economic and political opportunities for women and men (Parpart, 2000, p. 3). People who are working in development field have started questioning the continuous top down approach by the western development practitioners on women and development. They are probing for a more participatory approach that will incorporate poor people in analyzing, designing and implementing development initiatives. This evaluation has led to a development of a participatory empowerment approach that has been accepted by the development community including those concerned with women and gender (Parpart, 2000, p. 2).

The approach puts development practitioners into probing for baseline data and measuring the project advances against the available measurements. The process runs concurrently with other participatory development practices, as it requires highly skilled experts on indicators and the ability to handle figures. While the language of participation and empowerment spreads, some of the practices of development on the ground undermine the possibility for participatory empowerment. Poor people are left outside the discussions, measurements and evaluations are once again the purview of the development ‘expert’ rather than local people, and women, with their lack of skills are left outside the loop (Parpart, 2000, p. 2).

However, it is important to note that there are various understanding and expectation about participation. Mainstream development agencies see participation as a means for increasing efficiency and productivity within established structures, while alternative institutions are more apt to emphasize social transformation. But participation and empowerment have become a watchword in such development institutions as disparate as the World Bank, government development agencies, Oxfam, and many small Non-governmental Organisations (NGOs). Moreover, all of these institutions find the methodologies and techniques of Robert Chamber's Rural Participatory Appraisal appropriate and useful (Parpart, 2000, p. 2). This methodology provides a lens into the world of participatory empowerment approached used by both mainstream and alternative development practitioners, and an entry point for critically assessing this approach from a gender perspective (Parpart, 2000, p. 5). It is designed to bring the least privileged members of society into the development process. Inclusiveness is therefore a central pillar of this approach.

The approach is more biased on participation and does not look at development in a holistic way. Although within the African context, the majority of people who participate in development initiatives are seen to be inactive in decision making, there are areas of development that they actively engage, like contributing labour, capital and other resources that are crucial for development.

2.3.3 The Regional Indicative Strategic Development Plan (RISDP)

The regional indicative strategic development plan is underpinned by the SADC vision which charts the direction for the development of the region. Regional co-operation and integration in Southern Africa owes its origin to historical, economic, political, social and cultural factors that have created strong bonds of solidarity and unity among the peoples of Southern Africa. Historically, The Southern African Development Co-ordination Conference (SADCC) was launched to pursue policies aimed at economic liberation on the basis of a sustainable integrated development of their economies. However, this was transformed to Southern African Development Community (SADC). The purpose was to

strengthen the region and promote economic co-operation and integration to help address many of the factors that makes it difficult to sustain economic growth and socio-economic development, such as continued dependence on the exports of a few primary commodities.

The objective of SADC was to increase the efficiency and effectiveness of policies and programmes and to implement a more coherent and better coordinated strategy to eradicate poverty in the region.

The RISDP provides the region with a sound and comprehensive development plan on social and economic policies. It also provides clear guidelines on SADC's approved social and economical priorities and policies that will enhance their effectiveness and efficiency in delivering the objectives as set by SADC.

2.3.4 World Bank's comprehensive development framework

The Comprehensive Development Framework (CDF) encompasses a set of principles to guide development and poverty reduction, including the provision of external assistance. Poverty Reduction Strategies (PRS) underpinned by the CDF are the way forward to enhance country ownership and the achievement of the Millennium Development Goals

The CDF is a means of achieving greater effectiveness in reducing poverty. It is based on the following principles: partnership with government, civil society, assistance agencies, and the private sector in defining development needs and implementing programmes .A long term vision of needs and solutions, built on national consultations, which can engender sustained national support. A transparent focus on development results to ensure better practical success in reducing poverty.

Eliminating poverty, reducing inequity, and improving opportunity for people in low- and middle-income countries are the World Bank Group's central objectives. The CDF is an approach by which countries can achieve these objectives. It emphasizes the

interdependence of all elements of development which encompasses social, structural, human, governance, environmental, economic, and financial (World Bank, 2000).

The CDF advocates: a holistic long-term vision; the country in the lead, both "owning" and directing the development agenda, with the Bank and other partners each defining their support in their respective business plans; stronger partnerships among governments, donors, civil society, the private sector, and other development stakeholders in implementing the country strategy; and a transparent focus on development outcomes to ensure better practical success in reducing poverty (World Bank, 2000).

2.3.5 New Partnership for Africa's Development

New Partnership for Africa's Development (NEPAD) is a vision and strategic framework for Africa's renewal. It is a programme of the African Union designed to meet its objectives through addressing the challenges facing the continent. Its primary objectives are poverty eradication, placing African countries on the path of sustainable development, halting the marginalisation of Africa in the globalization process and enhancing integration into the global economy and accelerating the empowerment of women (NEPAD, 2007, p. 1). This is a commitment by African leaders to recognize that establishing partnership among them and with the global world is a key element of the shared and common vision to eradicate poverty, while participating in the global economy and politics.

The programme looks at issues such as the escalating poverty levels, underdevelopment and the continued marginalisation of Africa that needed a new radical intervention, spearheaded by African leaders, to develop a new Vision that would guarantee Africa's Renewal (NEPAD, 2007, p. 1). The programme is a holistic, comprehensive and integrated sustainable development initiative for the revival of Africa, guided by the aforementioned objectives.

The programme activities include:

- Operationalising the African Peer Review Mechanism

- Facilitating and supporting implementation of the short-term regional infrastructure programmes covering Transport Energy, Information Communication Technology, Water and Sanitation.
- Facilitating implementation of the food security and agricultural development program in all sub-regions.
- Facilitating the preparation of a coordinated African position on Market Access and debt relief.
- Monitoring and intervening as appropriate to ensure that the Millennium Development Goals in the areas of health and education are met.

Although all these approaches central argument is around engaging communities in development initiatives, the sustainable livelihood approach provides a better outline of why this has to be done. This includes looking at the asset base of the communities and utilising them maximally.

The sustainable livelihood approach provided the theoretical basis to the study as it links to the South African government approach to poverty eradication through the Accelerated and Shared Growth Initiative for South Africa (ASGISA) programme. It also links the NDA vision which is to develop a society free of poverty.

2.3.6 Accelerated Shared Growth Initiative for South Africa (ASGISA)

ASGISA provides a comprehensive plan that addresses the challenges that our country is currently facing. This is a programme that has to take forward the process of halving poverty and unemployment by halve by the year 2014. This programme also provides a framework for economic intervention in pursuit of broadly defined targets such as 6% growth (Umrabulo, 2006, p. 19).

ASGISA also intends to address the distribution of the country's wealth by taking into consideration the needs of the previously disadvantaged communities. It is the responsibility of the government to "provide or extend the provisions of specific goods

and services (Black, Calitz, Steenkamp and associates, 2006). Section 26 (2) of the constitution is explicit by saying "the state should take reasonable legislative and measures within its available resources to achieve the progressive realisation of this right".

The programme is also meant to take the country forward in building the developmental capacities of the communities that were previously neglected. In doing this there will be better coordination of economic policies between the sectors of government. These sectors have to prioritise economic programmes based on the needs of the citizens. They should also be able to mobilize the society to participate in the economic development of the country. ASGISA seeks to unblock the challenges by bringing together the stakeholders and making sure that they unleash the new economic activity. This also includes accessing of funds by Small Medium Micro Enterprises and bridging the gap that exist in the market.

2.4 Programme Management Process

The Sustainable Livelihood approach as indicated above provides the theoretical basis to the study as it links to the South African government approach to poverty eradication through the Accelerated and Shared Growth Initiative for South Africa (ASGISA) programme. It is therefore, becomes empirical to look at ways of employing this approach in relation to how the NDA implement its programmes. Programmes are becoming increasingly important as a management tool for integrating complex activities into a comprehensive unit of focused effort and delivery. Many organisations have adopted projects and programme management as a vehicle for delivering new or changed business capability. The objectives of these programmes is mainly to co-ordinate the delivery from a specific set of projects such that the programme can achieve more that just the outcomes from its projects, but can deliver measurable benefits that can be realized within the timeframes of the programme (Hutchings, 2008, p. 1). Harnessing these projects and programmes into a coherent improvement process is a constant challenge.

Programme Management as an approach provides mechanisms to deal with this challenge. This is an approach that manages change and delivers benefits from a set of related projects. Hutchings define programme management as an "overall management of a programme and is not the individual management of the constituent projects in the programme. The focus is on the programme objectives achievement rather than individual project progress (2008, p. 1). This process is guided by three critical elements that are time, cost and quality. This ensures a high level of efficiency in implementing the set objectives in general. This is supported by Van der Waldt and Knipe (2001) where they indicates that project management is a "process that entails planning, organizing, co-coordinating, 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. It can also be regarded as a planning and control mechanism for using resources to achieve specific objectives (2001, p. 58).

The programme management processes entails various process that have to be considered to effectively implement it. These are initiation, planning, execution, monitoring and controlling and project close out. Within the framework of the NDA operations the project initiation process plays an important role. This does not imply that the other processes are not crucial. However, the initiation process provides the organisation to select programmes that will address the problems that the communities have, look at the overall programme goals, identify what the programme intend to achieve and selecting the people who will be part of the programme. Various tools like the negative matrix and the stakeholder analysis can be used to develop an understanding of the communities that need assistance. It also helps the organisations to understand who (stakeholders) is involved in assisting theses communities and what they are bringing to the programme. This can be achieved through understanding the nine knowledge areas as outline in the Project Management Body of Knowledge. This includes: Project integration management, project scope management, project scope management, project cost management, project quality management, project human resource management, project

communication management, project risk management and project procurement management. This if not carefully considered could have detrimental effect on the overall programme implementation.

To achieve the maximum benefits from the programme management approach, organisations must be prepared to establish new policies, procedures and systems that promote the use of this approach. For organisations to use this approach they should be in a position to create a central unit to provide project management resources and tools, develop a methodology and procedures. For the NDA, a unit has been established for development management in the provinces, however, there is a challenge in terms of resources that are required to ensure that the units operate to their maximum. Again, financial resources and other functional tools are still managed from the national office which limits the flexibility of the units to meet the needs of the communities.

Van der Waldt (2001, p. 301) ascertains that when an organisation decides to employ programme management as an approach they should integrate a balance improvement of both process and organisation, and adapt to the organisational culture or climate of each directorate. To ensure involvement of people in the organisation, all staff member should be introduced to the fundamentals relating to programme management.

Furthermore, majority of organisations fail to acknowledge that in order to implement a new system to support programme management, it is crucial to have efficient and effective methods and procedures in place. The management environment must support the various stages of the project life cycle, from inception through feasibility planning and estimating to eventual monitoring and control ensuring formal completion. All of these stages require effective practice and procedures in conjunction with good management. (Van der Waldt, 2001, p. 302).

Van der Waldt (2001) further argues that in order to implement programme management process effectively, requires management to drive the process. The executives of the organisation have to fully support the process, measure performance and reward

successful change. This can be done looking at the factors that influence the effectiveness of programme management. These include the culture, organisation and technology.

2.5 Implementation Process

An implementation process is fundamental in the overall project management cycle. This process mostly determines the success or failure of programmes. Implementation is seen as process of carrying out, execution or practice of a plan, a method or any design for doing something. As such implementation is the action that must follow any preliminary thinking in order for something to actually happen. It encompasses all the process involved in designing new strategies that are related to the environment in order to make necessary changes for the better.

Implementation therefore, is a process that takes place after laws have been made or a process that follows a policy mandate through engaging in activities that will yield results. Anderson (1994) has identified causes of failures or success of policy implementation. These include:

1. Identifying people who the policy intends to effect and determining the intended effect of the policy.
2. The context (situation or groups) that the policy may affect (third party effects).
3. The policy consequences on future as well as current conditions, and for some policies most of their benefits or some of their costs may occur in the future.
4. The cost of the policies.
5. The indirect benefit of public policies for the community.

These causes of failures happen at two levels as outlined by van Baalen in Cloete and Wissink (2000). The first level is the failure to implement projects effectively in terms of objectives and the second level is when failure occurs after implementation when the facilities created fail to achieve the intended effects.

Brynard (2000, p. 287) indicates that implementation cannot be seen as an activity to be carried out according to a carefully predetermined plan, rather, it is a process that, at the very best, can only be managed, and lesson must be learnt as one proceeds through the different implementation stages

Successful programmes implementation requires that administrative procedures be clearly outlined to those who will be implementing the programmes especially who do not have experience in implementation. It has been identified by the Minister of Social Development that in order for NDA to effectively deal with the socio-economic challenges of the country, there is a need to capacitate the organization in terms of leadership, human resource capacity and commitment.

Furthermore, monitoring and evaluation are essential components of programme implementation. The Independent Evaluation Group (2006) defines monitoring as "a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indication of the extent of progress and achievement of objectives and progress in the use of allocated resources".

In monitoring the effective implementation of programmes the NDA uses a logical framework approach (LFA) as a management tool. The LFA as an analytical, presentational and management tool helps implementors to identify and assess the options available, preparing the activity design in a systematic and logical way, appraising activity design, implementing approved activities and monitoring, reviewing and evaluating activity progress and performance (AusAid, 2005, p. 1). It is best useful if it is designed before the implementation of activities as it provides a guide. Some users of the approach refer to it as a management by objectives tool. Its main focus is looking at the set objectives, and designing an implementation process that is linked to the achievement of such objectives.

Because monitoring is limited to the relationship between the implementation of the activities and the results there is also a need to evaluate the process. Evaluation is defined

as a "process of determining the worth significance of development activities, policy or program, to determine relevance of objectives, the efficacy of design and implementation, the efficiency or resource use, the sustainability of results" (AusAid, 2005, p. 1). An evaluation should (enable) the incorporation of lessons learned into the decision making process of both partner and donor (Independent Evaluation Group, 2006).

2.6 Community participation

The government in establishing the NDA has been influenced by the poverty situation of the country and how it affects the economic, social (for example, the level of economic development, human development and income inequalities) and political status (the bureaucracy, openness and transparency) of the new government. Using the institutional model of policy analysis which focuses on government institutions, the NDA as a structure of government, certain patterns of behaviour tend to persist over groups or individuals. In this instance, policy and structure are largely determined by social or economic forces (Dye.1995, p. 21). Berman (1980) in Cloete and Wissink (2000) indicates that a context free theory of implementation is unlikely to produce powerful explanations or accurate predictions.

Participation in programme implementation plays a crucial role. Participation is perceived as an input from the public and from the government and the two come to a consensus (Smith and Fakir, 2003). Implementors need to work out strategic plans in collaboration with people who have direct interest in the programmes outcomes and those who plays a role in the implementation process. The establishment of the NDA was a result of social dialogue between government, business, international donors and the civil society to ensure a formal facilitative forum to create a development paradigm which was people driven. However, there is a need to cascade this dialogue to the people who will be affected by the programme. This would include your community based organizations at grassroots level.

Participation as a process through which stakeholders decode, influence and share control over development initiatives and resources should be done to capacitate communities

with skills that will enable them to take a lead in programmes that have a direct impact on their lives (World Bank, 1994). Therefore, participation should be seen as a process of empowering communities to make decisions regarding their fate. The involvement of communities in implementing process is one mechanism of participation.

Furthermore, participation advocates the involvement of people in decision making to allow them to contribute to development initiatives, share equitable benefits and decision making in terms of set goals and formulating policies and planning, implementing economic and social development initiatives (Midley, Hall, Hardimen and Narine, 1986).

For participation to be effective, people have to be informed about what is going to happen. They should be involved in the planning process in order to get the best results. This could be achieved through mobilizing the communities and explaining the rationale of participating in development initiatives. Active participation of rural people can only be brought about through local community and membership-based self-help organizations whose primary aim is the pursuit of their members' social or economic objectives.

Community participation therefore involves the engagement of people through consultation, information sharing and forming partnerships that will ensure effective implementation of development initiatives. This will promote accountability by increasing community involvement in decision making and control. It also promotes government accountability by increasing community awareness of governments' action and control. Literature across the domains cites the importance of stakeholder involvement through the process of programme implementation. Community owned and managed projects are better constructed, cost effective, and successful than government subsidized projects. Petersilia (1990) summaries this by saying that "unless a community recognizes or accepts the premise that a change in corrections is needed, is affordable and does not conflict with its sentiments regarding just punishment, an innovation project has little hope of surviving much less succeeding. It is therefore important that the government plays a role in enabling and supporting community participation.

Nonetheless, in order to enhance community participation, it is the role of the government institutions and the implementing agency to first understand the concept of participation and what it entails. It has been appreciated that community participation plays a crucial role in programme implementation than the planning process. If communities participate fully in development programmes, these can be effectively implemented. However, the status quo, dictates that they are not involved in decision making processes for these programmes despite that implementors usually say that they do take part. They indicate that community participation can be in any forms which include labour contribution, time, and resources. This is supported by Osti (2004) as quoted in Tlakula (2008, p. 37) that community participation in the forms of labour contribution, capital share, and input to planning and decision making exercises has been a stage which has wisely evolved during the last decade.

It is therefore the role of government institutions to establish mechanisms through which the local communities can express their preferences and perceived problem of programme implementation. In return, information should be provided to the communities to keep them informed of the programmes that will be implemented or are implemented and the challenges that they have in implementing them. In using these mechanisms these institutions can leverage on community participation and improvement of programme implementation. Community participation in Integrated Development Plan forums and dialogue sessions then become necessary.

It is from this premise that there should be collaboration between the NDA and the MDM in terms of strengthening participation of communities to ensure effective programme implementation. This is further supported within the NDA strategic document where municipalities are seen as one of the key stakeholders that play a crucial role in implementing NDA programmes.

Again, the Municipal Systems Act No. 32 of 2000 necessitates municipalities to develop a culture of community participation that embraces and sustains community partnership and participatory governance. The culture of municipal governance promotes openness,

transparency, and accountability on the part of the council, and provides the communities to exercise their right to public participation. The Act as outlined in the document from the Department of Provincial and Local Government (DPLG) also provides a manner in which the municipalities can exercise their power and perform functions that cater for community participation (R.S.A., 2000). Community participation is seen as a way of strengthening the relationship between the government institutions and the communities. This calls for personnel within these institutions to communicate and educate communities in development initiatives that are beneficial to them. However, this is still lacking within the NDA and the MDM.

There is a need to adopt new ways of doing things in order to facilitate participation in programme implementation. This will not happen if the staff within the NDA is not skilled and do not understand the concept of participation in order to strategically and operationally involve the communities in programme implementation (Plummer, 2000, p. 85).

In implementing development programmes it is important to harness support from stakeholders that benefit from that initiative. It is important to join forces with interest groups, opinion leaders and other key actors that support the implementation of the programme. Various forms of partnership has been seen as useful and suitable means for improving service delivery and development as they bring parties together to share the ideas and benefits associated with development. It is important for structures such as NDA to encourage public participation and consultation as a means of reducing oppressive behaviour and enhance effective co-ordination by involving the people on the ground. These partnerships should involve municipalities and communities so as to enhance effective delivery of services to rural communities. It is important that role players such as community based organisations are included in the process. The formation of social networks can reinforce these partnerships through nominating committees that are willing to enhance their capacity through participation.

2.6.1 Community participation and Human Resource Capacity

People play a crucial role in making organizations successful or fail. An organization should be in a position to attract and retain right people for the right jobs, with the right skills and training in order to succeed. Reichheld (1996) notes that people contribute to firms in terms of efficiency, costumer selection, customer retention, customer referral and employee referral. One of the strategic objectives of the NDA is people and management development. The objective seeks to address the human capital readiness, information capital readiness and organizational capital readiness (NDA 5 year strategic plan, 2006-2011). The objective advocates for a need to have right people, right skills, and right jobs. It requires addressing the issue of having enabling technologies, developing leaders who create and will drive the future, live the performance and value driven culture. The field that the NDA is operating in is constantly changing.

Although lack of capacity is usually used as justification for failure of human resources to deliver services, it is creating challenges within the NDA. There is a need to move beyond the blame for individual personnel to the overall organisational performance. The improvement of service delivery calls for change in the performance culture of the organisation. This can be done through capacity building programmes design for staff development. The capacity building programmes should be set within the context of providing new skills that are relevant to the services required by the society. This is supported by Fowler where it is stated that training and staff development need to be set within the context of need for new skills, which arise from external-internal driven changes and service plans(1995, p. 67).

Capacity is seen as the structural, functional and cultural ability to implement policy in government, that is, the ability to deliver those public services aimed at raising the quality of life of citizens. This refers to the availability of and access to concrete or tangible resources (human, financial, material, technological, logistical etc). It also refers to intangible requirements of leadership, motivation, commitment, willingness, courage, endurance and other intangible attributes needed to transform rhetoric into action. The

political, administrative, economic, technological, cultural and social environment within which action is taken must be sympathetic or conducive to successful implementation (Cloete and Wissink, 2000, p.181-183).

Capacity building refers to 'an enablement and empowerment through training, or more broadly, as one of the tools to achieve human resource development' (Sundra, 1997, p. 1). It entails implementing programmes that are designed to improve personnel or organisational ability to perform specific functions and carryout responsibilities. Capacitating human resource is crucial for improving organisational performance. Therefore, education and training continue to be the most important factor for personnel growth. This can be achieved through sharing knowledge and experience in terms of their work.

On contrary, it becomes useless if organisations provide these trainings to personnel and do not provide them with the opportunities to exercise what they have learnt. These training should not only be seen as a way of adhering to the legislative labour framework, but also as a way of providing staff with an opportunity of personal development and growth.

In order to achieve this there is a need for people to be committed. This refers to the commitment of the people who are entrusted to carry out the implementation in order to achieve the goals of the act. Those who are responsible for carrying out the implementation process should be able to relate to the deliverables of the act, guided by the content and the capacity to achieve it. The implementers should be in a position to share the same vision of what the act intend to achieve. The commitment of the board and the management committees as established by the Minister in executing the mandate of the organisation is crucial.

The skills and knowledge that people posses should be effectively utilized in programmes implementation. Skills and knowledge is usually associated with education and training. In some parameters it is also measured by the leadership qualities that people have in

order to shape the direction of organizations. While some members of the organization may posses this skills, they may lack others. For example: People responsible for project implementation may have the information on how to assess programmes or projects, but do not have the knowledge and skills to address the problems or might have the knowledge and skills to address the problem but not have the ability to provide direction on the implementation of these initiatives.

Leadership is also a big challenge to programme implementation. Leadership is key in ensuring effective programmes implementation. It is therefore important to have a champion who will overlook at the implementation processes that the organization is facilitating. By a champion it refers to a person who motivates the team, guide day to day activities, servicing as a support base for staff and fostering effective communication. This person should be able to influence decisions and effect change, have a rapport with implementing staff in order to motivate them to carry out the programme activities (Flores, 2004). Poor leadership means that the organization will have a champion to run the programme.

2.6.1.1 Linking community participation to human resource capacity

The role of community structures in enhancing the human resource capacity of people servicing them plays a crucial role. It calls for these structures to have the capacity to guide communities in understanding their roles in the implementation of development initiatives. These structures continue to act as monitors of how public goods are utilized and to whose benefit are they. They also protect the interests of those who are disadvantaged within the society. It is therefore their responsibility to continue to expand access to social and economic services that create jobs and eradicate poverty among the poorest of the poor. This can be achieved through fostering a voice of participation amongst the people they serve. Their capacity to offer citizens a say in decisions and to enhance pluralism may be as important as their ability to influence policy and demand accountability (Robinson and Friedman, 2005: p iii).

Human resource capacity in this context therefore implies that all the parties involved in development initiatives need certain degree of capacity to effectively facilitate the implementation process of development initiatives. This involves offering support for each stakeholders engaged in development through active participating in such initiatives. Because civil society provides a voice for the poor in relation to development they also have capacities that can influence the direction in which these programmes can follow.

2.6.1.2 Community projects- roles of participants

The contribution of communities is not limited to their capacity to influence public policy. The role of civil society organisations in building capacity for community participation will depend on the capacity, skills and agenda of both the NDA and the communities in a given context. Generally, the approach and skills needed for promoting community participation are more prevalent amongst civil society organisations (Plummer, 2000, p. 75). They only need to be recognized and enhanced so they can be effectively utilized.

Plummer (2000) view the role of civil society in community participation processes in terms of enhancing the institutional capacity of stakeholders to promote community participation. Certainly, civil society can make such contributions. Civil society can serve as platforms for community participation precisely because they themselves represent certain interests within the community and their contribution in programmes decision making translates into community participation. Again, most civil society organizations are involved in civic or citizen educational activities of some sorts. Through these educational activities, civil society can contribute in alerting citizens about the importance of participating in development processes.

2.6.2 Community Participation and Sustainability

Sustainability within the context of programme implementation refers to the ability of a programme to remain viable in the long term and be able to meet its objectives. Some of

the indicators of programme sustainability include the presence of a long term vision and specific goals, lasting commitments from partners and programme participants. It also includes the ability to attract funding through self incoming generation of donors in the long term or to cover all cost while allowing for expansion and capacity building for key staff.

The issue of sustainability is important when developing poverty eradication programme. Funding and planning organisations need to be aware of challenges that face the implementation and sustainability of these programmes. Development programmes need to be firmly rooted to the communities that will benefit. Having them participating in the inception of these programmes will ensure the buy-in and ownership. This in return will ensure that these programmes are successfully implemented and sustainability is guaranteed. However, experience in relation to rural development initiatives indicates that community projects are compromised by social issues that are not addressed during the planning and implementation process. This include engaging communities in identifying their development needs that are pertinent to them, involving them in decision making, addressing the skills gaps that exist within the implementing agencies and the communities, lack of co-operation in the community and using existing local knowledge in the development initiatives (Sandham and Van der Waldt, 2004, p.1). This pose challenges to the sustainability of these programmes and could adversely impact the success of these initiatives.

Sandman and Van der Waldt (2004) emphasize that sustainability is best attained by well planned and properly implemented initiatives that address the social, physical and economical facets of the environment in an integrated and participatory approach. This is supported by Khosa (2000) that the more a community makes inputs into and participate in projects, the more sustainable the development. This extends the lifespan of both the project and the benefits received by the community. Khosa contest that the lack of effective community participation affects the sustainability of programmes negatively.

2.7 Conclusion

The literature reviewed provides the basis of understanding the identified reasons that could contribute to effective programmes implementation by the NDA in the Mopani District Municipality. Understanding the legislative framework that governs the NDA, provides the context in which the organisation operates. It also outlines how it activities should be linked to the programmes of the district so that there be synergy in the process of implementation.

The chapter also highlights the development approach that provided the framework of the research and how it links to the South African context where the NDA programmes are implemented. Because the NDA operates within the national and global context, its operations is guided by the development approaches that are fundamental in ensuring that proper approach in implementing development initiatives are taken into consideration. According to the above discussion, there is a need to have an integrated approach towards implementing programmes.

The chapter also highlights the challenges of human resource capacity that are faced by the organisation in relation to engaging communities and the sustainability of programmes to be implemented. In addressing these issue within the organization and having proper strategies in place will allow the process of implementation to be effective and maximally benefit the intended recipients.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the research approach that was used. It also describes the nature of the research, data collection methods, data analysis as well as the validity and reliability of the information. The research design that was selected provides the approach that will be followed in finding the validity of the issue under study. The research study is both descriptive and explanatory in nature and provides a clear contextual picture of the situation of the programmes implementation challenges by NDA in Mopani District Municipality and therefore falls within the qualitative research paradigm.

3.2 Nature of the research

There are key challenges facing the NDA in effectively implementing poverty eradication programmes in Mopani District Municipality. The issue for discussion in this research focuses on the challenges of effective programme implementation in relation to NDA human resource capacity and community participation. This enlightens the type of data collection approaches that were used. For the purpose of this research an inductive approach was used where the actions that were followed did not interfere with the flow of information. According to Henning, Van Rensberg and Smit (2003, p.70) in doing an inquiry, the principles and knowledge acquired is coursework on qualitative research becomes real and therefore get problematised by the real world.

This research uses the qualitative method approach for gathering and analyzing data. According to Denzin and Lincoln (2003, p. 3) in Ritchie and Lewis (2005) a qualitative research is defined as

"a situated activity that locates the observer in the world. It consists of a set of interpretative, material practice that makes the world visible. This practice turns the world into a series of representations including field notes, interviews, conversations, photographs, recordings and memos to the self. At this level, qualitative research involves an interpretative, naturalistic approach to the world. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomenon in terms of meaning people bring to them".

Employing this approach allowed the researcher to be involved in the process through learning from the data that have been collected. Gravett (2001, p. 19) highlights that learning "is a social process that leads to shared meaning or co-construct of knowledge". This implies that since the participants on the research are people who are themselves engaged in programme implementation processes within the Mopani District Municipality, the researcher had to bear in mind that most of them are goals oriented and using this approach enabled the researcher to search for new knowledge on how to deal with the implementation challenges the participants face.

In addition, the qualitative research approach is more on meaning making , that is how people make sense of their lives, what they experience, and how they interpret these experience and how they structure their social world (Peters, Jans & Associates, 1991, p. 51). From the interviews that have been conducted, the researcher will make meaning from what the participants will relay, and this will be mediated through the researcher's own perceptions.

In this research, the interest was to understand how the participants make meaning of the situation or phenomenon where the researcher is seen as an instrument (Merriam, 2002, p. 6). It therefore became crucial to gather accurate data about the experience being studied given the nature of the research.

3.3 Data collection

The process of data collection to be used will be qualitative where primary data and secondary data will be collected. This process will be informed by the following variables:

- The study and its objectives
- The issue or topic under investigation and
- The time available to do the research.

3.3.1 Primary Data

Primary data collection was conducted with the NDA staff, one community based organization per local municipality and officials from the district municipality through interviews. For this study, interviews and focus groups were used. This allowed the researcher to have one on one discussion with the participants. It also enabled the researcher to be part of the process in the knowledge construction. Hitchcock and Hughes (1989, p. 79) stresses that "central to the interviews is the issue of asking questions and this is achieved in qualitative research through conservational encounters". This enabled the researcher to get in-depth exploration and thorough description of the phenomenon under investigation. In this type of approach, there are multiple realities where it is not an object that can be discovered and measured but rather the construction of the human mind. The facts presented formed the basis of perception rather than the person's belief. The context and the meaning of that context to the people in it are of utmost importance.

The participants were selected through a purposive sampling approach because of the vastness of the district and the way the organisations are located. The participants were also selected based on their involvement in programme implementation for community development in the district. The selection was also guided by the researcher's experience in the programme implementation process and the research timeframe.

3.3.1.1 Discursively Oriented Interview

Interviews are the most regularly used methods for data collection within qualitative research. For this research, the type of interview used was the discursively oriented interview. This comprises of face-to- face data collection. This type of interview allows the researcher to elicit data from the participants. It enables one to get in-depth information as well as the participants' internal meaning and their way of thinking. It also enables the researcher to achieve and maintain co-operation and increase the quality of data. Again, it enables for a high degree of flexibility in the interviewing process.

Henning, et al. (2004, p. 47) says that the interview as speech or communication genre in itself yields information of a specific type.

Furthermore, using the discursively oriented interview, the researcher becomes the co-constructor of the meaning whether they intend to be or not (Henning, et al, 2004, p. 57). By using the words of encouragement, it ascertains the participants that you are listening to what they are saying. Again by acknowledging their inputs as a researcher, it shows that the researcher is interested in the line of thought and wants to pursue it. In-depth interviews, semi-structured interviews and focus groups were used to solicit information from the selected participants.

3.3.1.1.1 In-depth interviews

In-depth interviews were conducted with one provincial manager and one development manager for the NDA. These are the people who are the core implementors of the NDA mandate in the district. Their role in the research was to provide the researcher with information pertinent to their work. This assisted the researcher to solicit information about their effort to promote and engage community based organisations to participate in community development initiatives.

This type of interview takes place with one participant at a time to provide more involving experience. This allowed the researcher to explore the participant's point of view, feelings and perspective on the research. It was done to allow the questions to flow naturally based on the information provided by the participant. Open ended questions were used as they allowed the researcher to probe for more answers and attend to any confusion that may have occurred. The questions were based on the following themes: human resource capacity required for the NDA in relation to community participation, community participation mechanisms and strategies to address the identified challenges.

The process did not only involved asking questions, but also the systematic recording and documenting responses coupled with intense probing and deeper meaning and understanding of the participant.

3.3.1.1.2 Semi- structured interviews

Semi-structured interviews forms part of the in-depth interviews. Semi-structured interview were conducted with two officials from the district municipality who are engaged in planning and development. The interviews required information on the role that they play in providing an enabling environment for the NDA to implement their programmes and the CBOs to participate in NDA programmes implementation.

Semi-structured interviews were also conducted with four communities based organizations from the local municipalities. These are the organisations that were previously funded and those that are still funded by the NDA in the district.

This type of interview is conducted with a fairly open framework which allows and encourages two way communications. In this process people can interrupt one another or help one another. It also confirms what is already known but also providing a learning opportunity for the participants.

For both the in-depth and semi-structured interviews, the researcher introduced herself and the participants were brief on the reason of the interviews. The participants were asked if using the digital voice recorder will be fine with them and they did not object. Notes were also taking during the interviews to supplement the recorder and for back up purposes. They were also assured of the confidentiality and the anonymity of the research, however, they indicated that they do not have a problem as long as their names are not mentioned. Questions of clarity were asked to follow up on information and probing techniques were used where necessary. These include challenging, linking information and direct questioning.

3.3.1.1.3 Focus Group Interviews

Focus groups are group interviews where reliance of information is on interaction between the participants of the group (Mertens, 2005, Morgan and Kruger, 1993). Two focus groups were conducted to supplement the semi-structured interviews. This allows the capturing the essence of community interaction and participation which the interviews could not capture. In this process data is generated by the interaction between group participants. Finch and Lewis in Lewis and Ritchie (2005, p. 171) indicates that 'participants present their own views and experience, but they also hear from other people". This is supported by Krueger and Cassey in Henning et al (2004, p. 116) when they highlight that a focus group presents a more natural environment than that of the individual interview because participants are influencing and influenced by others. The interviews solicited information on how the CBOs perceive their participation in programme implemented by the NDA and how they would want to be involved in decision-making. Because the interviews were conducted as a dialogue, it provided the researcher a platform to explore different aspects of the subject so that a more complete and valid picture emerges, which did not provides the participant an opportunity to guess what the researcher anticipates to hear.

In conducting these interviews, different projects were selected for the focus group. Each focus group was scheduled a different date and time. Although some members could not make it a desired number of four was reached. The groups were asked questions that were open ended on their role of community participation in programme implementation.

During the interviews data was captured in the form of taking notes and voice recording. The use of a digital voice recorder was helpful in capturing everything that was said as the researcher was able to make reference to the information missed on the notes. Emerging issues from the groups regarding their involvement in decision making regarding programmes relevant to their needs were captured. Clarity on issues under discussions was sought through using probing techniques which include encouraging, acknowledging and procuring details.

3.3.2 Secondary Data

Secondary data is based on the primary data collected. The data was mainly collected through literature review from the NDA documents, IDP documents, government policy documents, the internet searches and the university libraries. Merriam as quoted in Tlakula (2008) emphasizes that secondary data is information on a phenomenon experienced by those who have not directly experienced that phenomenon. From the NDA documents, the databases of all funded organisations in the Mopani District were reviewed. This included documents or records of successful and failed organisations that were involved in the implementation of NDA programmes. During the study, research reports regarding the sustainability of organisations funded by the NDA were also reviewed.

Regarding the internet and libraries, books and educational journals were reviewed to solicit information on implementation processes and community participation approaches that have been used. This enabled the researcher to compare and contrast the trends that exists. They also assisted the researcher to develop understanding and insight relevant to the research problem.

3.4 Data Presentation

For a qualitative research, data is presented in a form of texts, phrases, symbols or written words to represent what people say and do in real life situations. The main themes from the interviews are displayed to interpret and present the finding in relation to the programme implementation challenge as faced by the NDA in MDM. Summaries of the data is provided to allow for conclusions and recommendation. This is supported by Miles and Huberman (1994) where they describe data display as ‘an organized, compressed assembly of information which permits conclusion drawing and action’.

3.5 Data analysis

The data analysis process requires one to capture the understanding of the data in writing. It involves “reducing of raw information, sifting significance from trivia, identifying

fundamental patterns and constructing a framework for communicating the essence of what the data reveals (De Vos, Strydom, Fouche and Delport, 2005, p. 333)'. A content analysis and discourse analysis has been used to inform the research in accounting for the information gathered.

Berelson (1952) & Robson (2002) in Henning, et al., (2004) define content analysis as a process in which both the content and the context of documents are analysed; themes are identified, with the researcher focusing on the way the theme is treated or presented and the frequency of its occurrence. This process allows the researcher to categorize the collected data according to where similar information provided by the participants and interrogate the data looking at similar patterns and themes. The themes are then divided based on the objectives of the study. The researcher then looks for common understanding of the participants in terms of their responses.

Content analysis allows the researcher to summaries the content of large volumes of data. It also facilitates comparison across the text and the actors in the study. It further enables the researcher to track the changes overtime (longitudinal analysis).

The discourse analysis is used to supplement the content analysis. While the content analysis can summaries what is being communicated by the text, discourse analysis help understand what it means. It also helps to develop a holistic interpretation of the text and identification of patterns of discourse and power relations.

This process is concerned with the way knowledge is produced within a particular discourse through the use of distinctive language or through the adoption of implicit theories in order to make sense of social action. Discourse analysis may also focus on what is going on in an interaction in terms of performance, linguistic styles, rhetorical devices and ways in which talk and text set out to convince and compete with alternative accounts (Henning, et al., 2004, p. 117). Participants at some point might give contradicting information on the same question and when probed for more, they could support their response by using real life experience.

3.6. Reliability and Validity of the research

This study was conducted using the real life situation hence the conformability of the research has to be outlined. Reliability as a technique for research measurement has to be used to ensure replicability of the findings. Since the research was conducted with people who are engaged in programmes implementation, the data that was collected was of relevance to the study. This was the data that had direct impact to their overall objectives of engaging in the process. Furthermore, because the research is conducted to find ways of improving or addressing the challenges that the NDA experience in implementing the programmes, the report can be use to highlight how these challenges can be addressed.

Lewis and Ritchie (2005, p. 270) indicates that reliability is concerned with the replicability of research findings and whether or not they could be repeated if another study, using the same or similar methods was undertaken. It was important for the researcher to ensure the consistency of the collected data and the results in order to have valid findings. This allowed the researcher to make judgments on the biasness of the collected data and analysis procedures.

The validity of the research also needs to be determined. According to Lewis and Ritchie (2005, p. 271) validity refer to the correctness or precision of a research reading. It is often explained as a concept with two distinct dimensions which include internal validity and external validity. This might be a challenge if the researcher's theoretical definitions are not in line with the underlying or guiding principles of such phenomenon. The research topic is selected from a real life situation so as to allow the researcher to relate to the answers and feel that they are credible. This is supported by Bohmestedt (as cited in Neuman, 1997, p. 141) where he argues that validity is a matter of degree and cannot be directly determined. The research findings were validated using the records and the documents that have been used during the research. This was compared with the existing data from the literature that was used for the study and make recommendations.

Measuring validity of how well the conceptual and operational definitions of the research fit with each other therefore becomes crucial.

3.7 Conclusion

This chapter presented the research design and how it conveys the area under discussion. As indicated that the study is descriptive and narrative in nature and falls within the qualitative research paradigm. The research methods employed are well suited to this approach. The results of the research as analysed from the data, form the structure for the conclusion and the recommendations.

CHAPTER FOUR: DATA PRESENTATION

4.1 Introduction

This chapter presents the data collected during the interviews regarding programme implementation by the National Development Agency within Mopani District Municipality. Concise descriptions and summaries of the responses from the interviewees are shown below. The results will be presented based on the following themes:

1. Human Resource Capacity
2. Community involvement
3. Programme Implementation Process

These themes are linked to the research questions that outline the centre of the research which are as follows:

1. What are the main challenges and reasons that contributes to the NDA human resource capacity in relation to programmes and project implementation?
2. Is there community involvement in the implementation of programmes and projects in the district?
3. What strategies are available to address programmes implementation challenges that have been identified in the district by the NDA?

4.2 Responses from the Interviews

4.2.1 Participants from the NDA

In-depths interviews were conducted with two NDA personnel. Guiding questions for the interviews were developed. The participants requested that the researcher should not mention their name hence they will be called participant 1 and 2.

4.2.1.1 Human Resource Capacity

- **What challenges are facing the organisation in regard to human resource capacity for programme implementation?**

Participant 1 highlighted that the major challenge that they are facing in regard to human resource capacity is not having enough people to do the work. It was highlighted that only one development manager is responsible for a district that consists of between four to five local municipalities. The participants indicated this is a challenge because the work that they have to do is demanding and they are not able to reach all the people who need their assistance. It was however, indicated that the staff do have the skills to carry out their works as expected. Participant 2 indicated that despite this, there is a need to keep the staff abreast with new development approaches in order for them to be relevant to the current situation.

- **Are there capacity building programmes in place to enhance staff skills and knowledge?**

Participant 1 indicated that there are programmes in place which are designed to ensure that the skills and the knowledge that staff members have improved to ensure effective programme implementation. On contrary, participant 2 said these programmes are not implemented as there is no one who is taking the lead. It was further indicated that staff members end up taking their own initiatives of registering for courses that are relevant to their work. When asked what is the organisation doing with the situation, participant 1 said: We have been submitting our development plans to the Human Resource Directorate for sometime, however, there has not been enough support from the national office and this becomes difficult for us as provincial staff to make follow ups. This was confirmed by participant 2 where it was indicated that the national office always requested for development plans however, they are never implemented.

- **Do you have enough personnel to implement your programmes?**

Participant 1 affirmed, "No. The provincial office is facing a challenge in that regard. We only have one development manager per district. This is problematic especially in district that have municipalities that have been declared as nodal areas by the government. These

include Mopani and Sekhukhune District." Participant 2 attested to this by saying "it is difficult to reach all the communities that need assistance being alone. Furthermore, the work that one is expected to perform in the whole district requires a lot of engagement with the communities and this is not possible while doing it alone."

- **What mechanisms are in place to improve the human resource capacity in your office?**

There were contrasting responses amongst the participants in regard to human resource capacity. Participant 1 indicated that "Yes. There are mechanisms in place to improve human resource capacity which is mainly training of staff. It was mentioned that "staff members frequently receive in-house training to align them with new developments that are taking place in addressing poverty eradication. Furthermore, staff members have gained a lot of experience on their work. They also have adequate knowledge in project management." Participant 2 conversely, stated that "We have acquired vast knowledge relevant to our work. However, the organisation does not recognize our potential. The trainings that are offered are sometimes not adequate to assist us in dealing with the challenges that we experience when working with communities. There is a need for the office manager to make the director aware of our capabilities and to start acknowledging the skills that we have as this will help to improve how we conduct our work."

4.2.1.2 Community Participation

- **How do you liaise with communities in programme implementation?**

Both the participants highlighted that they do as much as they can to engage communities in the implementation of their programmes. Participant 1 affirmed that "we are constantly having community meetings and briefing sessions to inform the communities about the programmes we intend to implement. However, communities no longer participate in these meetings because we are unable to assist everyone. This is due to the limited resources we have as an organisation.

- **What mechanisms do you have in place to encourage communities to participate in your programmes?**

Both the participants have indicated that they have established mechanisms whereby they invite communities to participate in dialogue sessions where together with the district municipalities they discuss the needs of the communities. We have also established a good rapport with the communities that we work with."

Participant 1 affirms this by saying that, "development managers are expected to engage communities through the process of programme formulation to participate in this process. Communities are expected to determine what they expect the organisation to assist them with." Nonetheless participant 2 indicated that this is sometimes difficult as the timeframe given to development managers to facilitate this process is very limited. This led them not to conduct proper consultation with communities regarding their needs.

4.2.1.3 Programme Implementation Process

- **What challenges do you experience in involving communities in programme implementation?**

Both the participants indicated that there are various challenges that the office experience. Participant 1 said, "Because we are working with community members from different backgrounds. The challenges that we face is the reluctant of communities to take lead in programmes implementation, lack of understanding of the NDA programmes, commitment of community based organisations in poverty eradication programmes and community participation in the whole process of project management." This was supported by participant 2 by saying, "for the fact that we are in different understanding of development, communities expect us to provide them with everything when it comes to programmes implementation. This poses a challenge because we end up doing the implementation for the communities. This leads to communities not taking ownership of these programmes. It also contributes to most of the programmes not being sustainable.

- **How do you liaise with communities in programme implementation?**

Participant 1 highlighted that: "we have two processes that we use to assist the communities. The first one is request for proposals where we invite communities to submit proposals for development initiatives they intend to implement within their communities. They are expected to submit proposals that are in line with our funding criteria. The second process is called programme formulation whereby development managers are expected to liaise with communities to identify development initiatives that are relevant to the communities." Participant 2 however, indicated that, "communities are involved from the onset on formulating the programmes where they are given an opportunity to develop programmes that are relevant to their needs. Although the process is designed to encourage communities to identify programmes that are relevant to their needs, these programmes should be in line with the NDA identified areas of focuses.

- **What impact do you think community participation can have in programme implementation?**

Participant 2 indicated that: "Community participation plays an important role to ensure that our programmes become successful. It is therefore important that we involve communities in implementing our programmes because these programmes are intended to assist them to address development challenges that they face. Should these communities be not involved, the overall objective of the NDA will not be realized. Furthermore, community participation ensures that communities take ownership of these programmes and become responsible for what happen in the society". Participant 1 also indicated that engaging communities also assist the NDA to understand the challenges that the communities have and design their intervention based on this information. This will also ensure that these programmes become sustainable.

- **Do you have mechanisms in place to improve and encourage communities to participate in your programmes?**

Participant 2 stated that they are trying to engage the municipalities in the district through dialogue sessions. These sessions are aimed at discussion with relevant stakeholders in the communities about the development challenges and how they can be jointly resolved. It was further indicated that as development managers they sometimes engage

communities in the planning process of the programmes. However, this is not effectively done due to insufficient human resource and the magnitude of the areas they have to cover.

4.3 Community Participation for Community Based Organisations (CBOs)

4.3.1 In depth interviews for community based organisations

Eight people from three community based organisations were interviewed.

- **How are CBOs involved in NDA programmes implementation?**

There were conflicting opinions expressed in relation to the involvement of CBOs in NDA programmes implementation. Five of the participants argued that there is minimal involvement of communities in NDA programmes. These include being involved where the NDA is looking for organisations to assist and when they have to sign contracts. They indicated that; "NDA decides what they want to do in the communities and not looking what the communities want. However this was disputed by the other three participants. They claimed that the NDA do involve them in their programmes. They supported their statements by indicating that "NDA officials always engage us in their programmes through explaining to us what they intend to do in the community.

- **What platforms do you think exists for CBOs participation at NDA?**

Five participants indicated that there are no platforms known to them that exist within the NDA that encourage their participation. They pointed out that NDA is more of a close book to communities as they do not know exactly what the role of NDA in the communities is.

- **How do you think the NDA programmes can be effectively implemented in the communities?**

Two participants indicated that there is a need for the NDA to implement training programmes for CBOs that will enable them to understand the work that the NDA is doing for communities. This was supported by four participants who indicated that is

crucial for NDA to capacitate communities with skills that will enable them to participate in their programmes.

Two participants argued that NDA should open their doors to communities' inputs into their programmes so that they know exactly what communities expect from them.

- **Do you think communities play an important role in NDA programmes implementation?**

All the participants strongly affirmed that communities do play an important role in implementing NDA programmes. They indicated that funders should always establish good working relationship with communities to ensure that their receive support. This will also ensure that communities take responsibility to monitor these programmes so that they become sustainable.

- **What strategies do you think can enhance your participation in programme implementation?**

Similar responses were given by all the participants that they should be involved from the inception of these programmes. They also indicated that they should be capacitated in regard to participation and what role they have to play in NDA programmes. They further highlighted that the NDA should recognize their roles in communities. Establishing working committees and discussion forums can also enhance community participation as this will give them a platform to express their views.

4.3.2 Focus groups interviews

Participants

Focus groups interviews were conducted with two community based organisations. These organisations are based at Maruleng Local Municipality and Ba-Phalaborwa Local Municipality respectively. At Maruleng Local Municipality six people participated in the interview whereas at Ba-Phalaborwa four people took part in the interview.

4.3.2.1 Community participation

- **What are the developments challenges facing your community?**

The two community based organisations indicated that they are faced with various challenges ranging form entrepreneur skills, literacy skills, health issues and poverty in general. The participants showed signs of stress when they highlighted these issues. It was indicated that they do not receive adequate support from the local structure when they engage in activities that try to address these issues. They further indicate that because of their literacy level it was difficult for them to access information of who can assist them externally.

Furthermore, the participants indicated that most of their development initiative are not sustainable because they do not have the know how of properly implementing these programmes. Again, organisations that come to assist some projects are not working in collaboration with us.

- **What is your take of community participation in development programmes as implemented by the NDA?**

The participants' highlighted critical issues in relation to community participation. They indicated that "every community in their villages is engages in development programmes. However, the NDA comes to our communities with their own programmes and want to implement them without asking our inputs. Community participation in this regard is seen only as a process where we are told what we will be assisted with."

- **Are you actively participating in these programmes in your area? If so, in what way?**

The participants in one voice said, "No. How can we actively participate in something that we were not involved in the planning process? It is very difficult because we don't know what informed the NDA to development such programmes." They have however, also indicated that they would like to actively participate in these programmes in order to assist their communities. This could also assist in helping the NDA to understand what will work in their communities.

- **Does the NDA consult you when they implement programmes in your area? If yes, what mechanism do they use to facilitate community participation?**

The participants articulated that the current mechanism that the NDA use to consult them are briefing sessions where they workshop them on the tools that are used to apply funds. Further than that, they occasionally have meetings with the development manager when they do monitoring of projects they have funded.

- **What role do you play to effectively assist the NDA to implement its programmes?**

The participants indicated that their role is that of insisting the NDA to involve communities through engaging in discussion in regard to their communities' development. This is done through requesting the NDA to participate in their meetings and development forums. Some of the participants strongly suggested that they want to establish reporting mechanism that will inform the NDA of the activities that are taking place in their communities to ensure that there is no duplication. There is also a need to assist the NDA in identifying projects that are really addressing community needs.

4.4 Semi-structure interviews for district municipality officials

Two district municipal officials who are involved in planning and development were interviewed. These are participants 3 and 4.

- **What role do you play in assisting the NDA to implement its programmes in you district?**

Participant 3 indicated that "as a district our role is to co-ordinate all the development initiatives that are earmarked for our communities. These initiatives should link to our Integrated Development Plans (IDPs) to ensure continuity. We have established a good working relationship with the NDA through the development Manager responsible for the district. We have also established a working committee that is involved in co-coordinating development initiatives for the district. However, we still have a challenge from the local municipalities in term of them fully participating in this partnership'.

- **Do you think community based organisations are fully participating in NDA programmes implementation?**

Both the participants highlighted that they still face a challenge in regard to community participate in NDA programmes. They strongly indicated that the majority of communities in their area are too dependant on other people to do things for them. This can be attributed to the skills and knowledge levels of the majority of our people. There is nevertheless minimal participation by communities especially in municipalities that are actively engage in development. This calls for a need to develop systems that will encourage communities to participate in programmes that are for their benefit.

- **How often do you liaise with NDA in the district?**

The participants indicated that there is constant interaction between the two parties. Participant 3 outlined that "as indicated earlier, we have established a working forum that meets on regular basis to discuss issues that are pertinent to development in the area. There is also an agreement that the district has to be informed on the development intentions that the NDA would like to engage in'.

Summary

The responses from the NDA staff reflect that there are human resources capacity challenges for effective implementation of development programmes. These include insufficient number of staff to implement the programmes, improving the skills of the staff members, recognizing the skills that the staff have and ineffective human resource development programmes. It was alleged that the head office is not paying much attention to resolve these challenges hence there is no properly implementation of programmes.

Again, it was indicated that although there are good working relationship between the provincial office and the communities, there is still a lot of dependency by the communities on the NDA to do everything for them.

On contrary, the community structures vented their frustrations indicating that they are not involved in the decision making regarding development programmes that are to be implemented in their communities. They indicated that they need to participate in the programmes from inception unlike what is currently happening.

The district municipal officials' responses reflect that there is a good working relationship between them and the NDA. It was highlighted that there is a need to capacitate communities in regard to active participation in programmes that are geared to improve their lives.

CHAPTER FIVE: DATA ANALYSIS

5.1 INTRODUCTION

This chapter presents the analysis of data collected during the interviews. It also presents the analysis of the information explored from the literature reviewed. The process of data analysis brings order, structure and meaning to the data collected. A qualitative data analysis approach is used to arrive to findings that will provide answers to the research questions.

5.2 Human Resource Capacity

The interviewed participants believe that they have the capacity to implement their programmes. The employees' ability to perform their duties is related to their skills and knowledge they have. It was also highlighted that despite having the knowledge and skills, to do the work they would like to be kept abreast with new development approaches that will assist them to improve their programme delivery. However, it was emphasized that the challenge in terms of human resource capacity is that the office is understaffed in relation to the work that they are expected to perform. The researcher has noted that the core of the matter is the need to align staff members with new and relevant information on how they can best implement their programmes in the district. Sundra (1997) argues that capacitating the human resources enables and empowers them to achieve human development (p. 1). Because the NDA has the Human Resource Development unit, this should be effectively utilised to enable the organisation to improve on implementing their programmes in the Mopani District Municipality. It is therefore crucial for the NDA to create an enabling environment in the province with appropriate mechanisms that will advance on effective programme implementation which include strengthening the human resource through capacitation.

In spite of this, participant 2 emphasised the issue of not enough personnel to implement the programmes. The researcher contends that even though the employees have the knowledge and skills to implement the programmes, it will remain difficult for the office

to do this if they do not engage more people to implement their programmes. It is therefore important to address this problem.

5.2.1 Human Resource Development

During the interview with participant 1 it was elaborated that there is capacity building programmes within the organisation that are meant to capacitate staff members so they can perform their duties more effectively. It was highlighted that staff members are expected to submit developmental plans so that they could go for training. The researcher has noted that all the NDA staff has the same opinion that although there are programmes to develop the staff, they are not effectively managed. There was a protest on how this programme is ran as people indicated that they do submit developmental plan on a yearly basis but they hardly attend trainings. One participant highlighted that:

> *"Even though the staff has the skills and experience in their field of work, there is a need to constantly upgrade them. There is a need to effectively implement the training initiatives to ensure that there is improvement in programme implementation".*

This is supported by Craythorne's (1997, p. 326) where he indicates that training initiatives are important because "specific occasions arise when jobs change and new skills must be learned, perhaps because of changes due to advanced automation". From this premise, the researcher argues that this citation proves to be a challenge for the NDA even though they have training plans in place but they are not effectively implemented.

While it was acknowledged that the organisation has training plans in place to improve human resources capacity, the participants also highlighted that the skills that they acquire through this trainings are not recognized. It was indicated that the organisation usually uses the expertise of consultants to do its work even if the staff do have those skills. The researcher believes that human resource development should not be seen as way of adhering to the labour legislative framework, but also as a way of capacitating and improving staff performance. The fact that training mechanisms exist in the organisation, it requires that it be effectively implemented so that the required expertise can be built within the organisation.

5.2.2 Community Participation

The participants reported that community participation to them was about communities and other stakeholders working together in programmes to achieve specific goals. These programmes were seen to be contributing to making a difference in communities and improving the quality of their lives. The NDA provincial personnel indicated that good relations have been established with communities that encourage community participation. Community participation in this context involves the engagement of people through consultation, information sharing and forming partnerships that will ensure effective implementation of development initiatives. Community owned programmes are better coordinated and successful than those implemented without engaging communities. Petersilia (1990) summaries this by indicating that "unless a community recognize or accepts the premise that change in correctness is needed, is affordable and does not conflict with its sentiments regarding just punishment, an innovation project has little hope of surviving much less succeeding". The NDA has a responsibility to provide direction for communities to influence how their programmes should be implemented. The participants indicated that there are mechanisms in place that encourage community participation.

However, the researcher derived from the interviews that community involvement is not maximally done. On one hand, this is attributed to the limited number of staff within the NDA. The participants also affirmed that they are not reaching out to all the communities within the district due to staff shortage. On the other hand, it was observed that there are leadership challenges within the organisation to facilitate community participation. There seem to be no one who is championing this process to ensure that communities become keen to participate in the implementation process.

One participant affirmed that communities are no longer actively participating in their programmes. Although it was cited that this could be because of the insufficient resources from the NDA, the researcher connotes that this can be the result of the NDA not having the capacity to enhance community participation. This poses a challenge for the

organisation as it limit itself in understanding the context in which the people they intend to assist live in. The sustainable livelihood framework presents an analysis that helps to organize various factors that constrains or enhance livelihood opportunities and to show how they relate to each other (DFID. 1999, p. 2). Employing this framework provides a basis of understanding the challenges that the communities face and how best these challenges can be address. This includes a more realistic understanding of poor people's livelihood and the factors that shape them, building a policy and institutional environment that supports poor people livelihoods and support for development that builds on the strengths of poor people and provides them with opportunities to improve their livelihoods (Livelihoods connect, 2008, p. 1).

This approach promotes involving the communities in identifying the best mechanisms that can be effective for that community. The World Bank (1994) advocates that communities need to be empowered to make decisions regarding their fate. This can be achieved through capacitating the communities with skills that will enable them to take a lead in programmes that have a direct impact on their lives. This will also enable them to influence and share control over development initiatives and resources that will be channeled to them.

The ASGISA approach also supports community participation as the programmes is meant to build the capacities of communities that were previously marginalized. It seeks to mobilize the society to participate in the economic development of the country. It is therefore the responsibility of government institutions to facilitate this process through unblocking the challenges of neglect through bringing together the stakeholders and ensuring that they unleash the potential that communities have.

The focus groups that were interviewed were of the view that there is minimal interaction between them and the NDA. It was strongly indicated that the NDA make decisions for them in terms of what programmes they should engage in. It was also indicated that the training that they are engaged in are also determined by the NDA and sometimes are not relevant to them. The researcher realized that there were different opinions in this regard,

as some of the community based organisations were of the opinion that they are working well with the NDA. Arguably, the NDA must start to design their programmes in such a way that communities are involved from the onset whereby they make decision on what is best for them. Midley et al (1986) connotes that participation involves engaging people in decision making to allow them to contribute to development initiatives, share equitable benefits in terms of setting goal and formulating policies and planning implementing development initiatives. The researcher is of the view that communities plays an important role in the implementation of these initiatives hence it becomes of utmost important to make decisions on these programmes with all stakeholders involved.

The municipal officials declared that there is still a challenge regarding participation by communities in development initiatives. They highlighted that there is too much dependency from communities in terms of initiating programmes that addresses their needs. The officials also emphasized the lack of skills and knowledge of communities about development.

Responding to government call for community involvement, municipalities are expected to provide direction in which communities influence decision making in development initiatives in their areas. The Integrated Development Plans and Local Economic Development strategies call for every community to participate in the policy formulation that has an impact on their lives. The municipal officials responded that the have good working relations with the NDA and the community they service. One participant indicated that they have constant meeting with the NDA representative in the district to discuss about programmes that are to be implemented.

5.2.3 Programme Implementation

The NDA staff highlighted that the process of implementing their programmes is still a challenge for the organisation. It is alleged that communities do not want to take responsibility on development initiatives. It was further indicated that the literacy level of the majority of community members contributes to lack of participation in the

programmes. However, it is important to note that people take part in activities that they have an understanding of what is expected of them.

The promotion of people's participation in programmes implementation can be enhanced if general public awareness exists of the programmes, and that key decision-makers within government and other development agencies take into cognizance the importance of participation. The researcher realized that the majority of programmes that are implemented by the NDA are not firstly discussed with communities. The programmes are informed by what the NDA think should be the focus of funding. This is seen as a major contributory factor to the failure of most programmes.

The participants also emphasized the different understanding of development from communities. They said communities believe that development practitioners are the ones who have the knowledge and understanding of what the communities need. This results in practitioners doing everything for communities. However, the researcher believes that there is a gap where communities are not provided with opportunities to outline how they understand what they need to do to develop them. Communities are sometimes viewed as ignorant, backward and primitive. They are not given a chance to think for themselves and their children more of what they want and need (Chambers, 1983, p. 147).

Chambers further support this by highlighting that because in most instances development practitioners are not part of the communities they assist, they do not consider the knowledge and expertise these communities have, but perceive development for these communities from their own perspective. This as such lessens the communities' enthusiasm to take part in implementing development initiatives.

On contrary, the participants indicated that community participation is of importance to programme implementation. They said it is important to engage communities in the process to ensure that their programmes are successful. The researcher agrees with the participants, however, it is important to highlight that the engagement should not be done at the later stage of the programme, for example at project handover, but should be done from the beginning of the implementation. Brynard (2000, p. 287) point out that the

implementation process should not be seen as an activity that need to be carried out according to the predetermined plan, but it is a process that need to be managed so that lessons can be drawn from each implementation stage.

Conclusion

This chapter discussed and analysed the findings from the data collected for this research. Discussions and contentions were drawn from the literature to inform the implementation challenges faced by the National Development Agency in the Mopani District Municipality in implementing its programmes. The researcher construed from the discussions with the participants that although they have the capacity to implement the programmes they still need assistance to improve their work. The findings also shows that although there are staff development programmes within the organisation, there is a need for a better training mechanism that will address the development needs for the staff members. This should be guided by the changing trends within the development sector. The researcher argued that providing training to staff members will enable them to effectively execute the implementation of programmes without failure.

The findings also established that the communities are willing to participate in the programmes that the NDA is implementing within the district. Community involvement in such programmes is crucial as it encourages the NDA to involve citizens to take part in decision making, policy formulation and for them to take ownership of these programmes.

It is reported that there are good working relationship between the communities, the district municipality and the NDA. Findings shows that the NDA has establish a discussion forum where communities are encouraged to discuss issues that they feel are pertinent to their development. However, this is not well co-ordinated and calls for the NDA to develop a strategy that can promote collective action between the communities and the NDA in order to improve programme implementation.

CHAPTER SIX: CONCLUSION AND RECOMMENDATION

6.1 INTRODUCTION

The National Development Agency is an organisation that has been mandated by the South African government to facilitate programmes that will ensure that poverty and its caused are eradicated. Despite the efforts that are being put in improving the peoples' lives, there are still existing gaps and challenges that the organisation faces. This is harder especially for provincial staff as they are the implementors of programmes and are closely interacting with communities on the ground.

The purpose of this study was to investigate the challenges that underpin programmes implementation by the NDA in relation community participation. The research questions that guided the study were conceptualized as follows:

- What are the main challenges and reasons that contributes to the NDA human resource capacity in relation to programmes and project implementation?
- Is there community involvement in the implementation of programmes and projects in the district?
- What strategies are available to address programmes implementation challenges that have been identified in the district by the NDA?

The research methodology was detailed and motivated to provide the reader with an understanding of the results. This was supported by the clear data presentation. It is also illustrated that the legislative framework, the development approaches and the literature plays a crucial role in shaping the discussion of programme implementation. The whole report highlighted that community participation, human resource capacity and effective programme management are key elements for sustainable programme implementation.

This chapter provides the conclusion of the issues discussed and the data collected. The purpose of this report is to provide recommendations based on the findings that could be

employed by the NDA to improve the programme implementation process in the Mopani District Municipality. The recommendations provide possible solutions as to how to improve human resource capacity to ensure effective programme implementation.

6.2 CONCLUSION

The research findings indicate that the NDA staff has the capacity to implement its programmes. However, it is acknowledge that there is a need to capacitate them so that they can be aligned to the new development trends that exists within the development sector. The existing human development plan should be enhance and effectively implemented to ensure that it provides relevant capacity skills need of the staff members.

The researcher elicited that there is limited coordinating within the provincial office and the national office in enhancing the staff capacity. Although recommendations are made by the provincial office for staff development, there is a delay in implementation.

The research has established that the major challenge that faces the communities in terms of programme implementation is not being involved in decision making. It is important that people are involved in programme implementation from the inception stages so that they can contribute effectively and take ownership on programmes that affects them.

Community participation is characterized by having stakeholders who influence and share controls over development initiatives. These stakeholders also participate in decision making and the allocation of resources meant to assist them. The findings outlines that this is not effectively done as the NDA has full control over the types of programme they want to implement in communities.

Midley *et al*. (1986) contest that community participation has to be direct involvement of ordinary people and should create an opportunity for communities to actively contribute and influence development initiatives. The research findings are that community participation is a tool that unlock the potential of people and capacitate them to make their own decisions. Some of the participants indicated that communities are sometimes not ignorant and do not want to participate in development initiatives. However, should

they be given a platform to participate and inform the decision makers of what they expect and need for their development, they can be able contribute and share their views.

Midley *et al.* (1986) further argues that participation gives meaning to human existence and fosters social integration. People lose their sense of dignity if they are not involved or are not contributing towards their own development.

Furthermore, the findings indicates that there is a good working relationship between the NDA and the MDM. This highlights that there is a form of engagement between government, the communities and funding agencies. However, this has to be reinforced through developing a mechanism that will ensure that all parties involved fully participate in improving programmes implementation.

A general conclusion can be elicited that the National Development Agency has a gap in human resource capacity that can facilitate community participation in programme implementation. There is a need to capacitate staff members in this are to ensure effective and sustainable programme implementation. The organisation has not vigorously promoted community participation in their programmes hence the majority of them are not sustainable.

6.3 RECOMMENDATIONS

Based on the research findings and the conclusion the following recommendations are suggested:

6.3.1 Develop a human resource development strategy

People play an important role in ensuring that set objectives of the organization are achieved. A human resource strategy is understand as a set of important decisions an organization makes about the management of human resources that define an adaptation to both internal and external environments in the pursuit of its objectives . It is the linking aspect of human resources with the organization's strategic goals and objectives in order to improve organization's performance and establish a culture of innovation and

flexibility. The findings highlight that more human resource capacity is required to effectively implement the programmes. However, given that the current human resource capacity within the NDA, there is no enough personnel to do this. Therefore this research recommends that a recruitment and retention strategy be developed in order to have a stable workforce and retain the institutional memory.

6.3.2 Establish a capacity development mechanism

The findings show that the current human resource development programme for staff is not effectively implemented, it is recommended that a capacity development program should be designed. The program should focus on doing a skills audit, forecast on human resource needs and identify gaps that exist for development and prioritise the skills that will promote effective programme implementation. Offering this training will provide the staff members with skills and competencies that are required to effectively and efficiently facilitate community participation in programme implementation. The training can also assist the organisation to unlock the potential of its staff members thus boosting their morale and the zeal to work for the organisation. The training that staff receives, should be acknowledged as it will contribute to the overall organisational growth and sustainability.

Furthermore, there is a need to have a champion who will take ownership on ensuring that the human resource development programme is effectively implemented.

6.3.3. Promoting the culture of community participation

The findings outlines that there is a need for continuous engagement of communities in programme implementation. The NDA need to take note that community participation is core to successful implementation of programmes. The research recommends that structures or forums that include community structures, government and municipal representatives be established to facilitate community participation in programme planning, decision making and conflict management. By maximising community participation and involvement will make it easier for the provincial office to achieve solutions that will address the programmes implementation challenges in the district.

Furthermore, it is recommended that a communication strategy be develop to create better information distribution and sharing. Communities should be engaged through out the process of programme implementation. This will ensure that they take ownership of the programmes and that the programmes become sustainable.

It if further recommended that there should be collaboration between the MDM and the NDA in facilitating community participation within the district. The district is responsible for coordinating development initiatives whereas NDA is engaged in assisting communities to implement these initiatives. Establishing a working committee that will ensure that communities fully participate in these initiatives is recommended. The role that the municipality can play in integrating programmes and stop working in silos can lead into an interactive process that involves the negotiation of how programmes can be effectively and efficiently implemented. This will minimize the problem of communities blaming the district of not playing their part in implementing these programmes.

It was found that communities need to be capacitated to effectively participate in programmes implementation. It is recommended that the NDA design capacity building programmes for community based organisations that will enable them to understand the NDA programmes.

Should these recommendations be considered, some of the challenges facing the NDA in implementing its programmes within Mopani District can be minimally addressed if not dealt with.

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Questions

For NDA staff

A. Human resource capacity

1. What challenges are facing the organisation in regard to human resource capacity for programmes implementation?
2. Are there capacity building programmes in place to enhance staff skills and knowledge?
3. Do you have enough personnel to implement your programmes?
4. What mechanisms are in place to improve the human resource capacity in your office?

B. Community Participation

1. How do you liaise with communities in programmes implementation?
2. What mechanisms do you have in place to encourage communities to participate in your programmes?

C. Programme Implementation Process

1. What challenges do you experience in involving communities in programme implementation?
2. How do you liaise with communities in programmes implementation?
3. What impact do you think community participation can have in programme implementation?
4. Do you have mechanisms in place to improve and encourage communities to participate in your programme?

D. Questions for Community Based Organisations (CBOs)

1. How are CBOs involved in NDA programmes implementation?
2. What platforms do you think exists for CBOs participation at NDA?
3. How do you think the NDA programmes can be effectively implemented in the communities?
4. Do you think communities play an important role in NDA programmes implementation?
5. What strategies do you think can enhance you participation in programme implementation?

E. Questions for focus groups

1. What are the developments challenges facing your communities?
2. What is your take on community participation in development programmes as implemented by the NDA?
3. Are you actively participating in these programmes in your area? If so, in what way?
4. Does the NDA staff consult you when they implement programmes in your area? If yes, what mechanisms do they use to facilitate community participation?
5. What role do you play to effectively assist the NDA to implant its programmes?

D. Questions for Municipality Officials

1. What role do you play in assisting the NDA to implements its programmes in your district?
2. Do you think community based organizations are fully participating in NDA programmes implementation?
3. How often do you liaise with NDA in the district?