Western Cape: Department of Local Government

Community Development Workers Workshop 28 & 29 October 2004
Cape Town Civic Centre

Summary of workshop proceedings
The main purpose of the workshop was to facilitate the introduction of Community Development Workers (CDWs) in the Western Cape. The first day was directed at introducing the concept to senior municipal politicians and officials while eliciting the key concerns and issues around the concept of CDWs. On the first day of the workshop inputs from various people involved with CDWs were made with the aim of setting the scene for further discussions by workshop participants. On the second day of the workshop inputs from speakers on case studies of CDW programmes in Gauteng and Cuba were made. In addition, workshop participants participated in commissions to deal with the issues and concerns raised and continued to discuss the practicalities around the implementation of CDWs in the Western Cape.

Prepared by MCA Planners
Cape Town

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1   Opening and welcome

The workshop was chaired by Ms Shanaaz Majiet, Head of Department: Local Government who called upon delegates for active participation in this important opportunity to assess how we are going to implement the CDW programme in the Western Cape.

2   Keynote address

The Premier of the Western Cape, Mr Ebrahim Rasool, opened the workshop by providing the background to the introduction of the concept of CDWs by President Mbeki three years ago. President Mbeki referred to CDWs as the eyes and ears of government's efforts to fight poverty and create work. In his opening Mr Rasool referred to the need for social cohesion in the Western Cape if we are to pursue the developmental goals we have set for ourselves, to make the province a home for all its people and to overcome the divisions of the past. There are thus economic and redistributive dimensions to creating a home for all in the Western Cape. The crucial question and challenge is what are the mechanisms for achieving the developmental goals that have been set; in other words how do we implement the development agenda to fight poverty and unemployment in this province?

When addressing this challenge we should keep in mind three elements of the Developmental State: 1) Cooperative governance – it establishes the interdependence between government policies and strategies; it creates synergy of direction; it means that resources are pooled in such a way to achieve maximum impact and to avoid duplication. 2) Integrated governance – it introduces the notion of multi-agency; it establishes the relationship between departments within government. 3) Responsive governance – it implies being in touch with the needs of the people and it involves the building of capacity of communities and people to help government build communities; it is about mobilising the skills of people and communities; it also joins into dialogue with social partners to take joint responsibility for the development agenda.

What we are busy with is that we are re-engineering government to address the needs of the people. We are driving in the direction of a developmental state with all the characteristics listed above. Mr Rasool warned that community problems do not present themselves in such a way that one can say it is only local government's problem – they present themselves as integrated problems. Poverty expresses itself in different and complex ways in communities. Therefore, we are forced to work together as different departments and to consolidate programmes and projects. We have to mobilise people in a particular area to build their capacity and skills to work together with government. Project Consolidate also gives us an indication of where we must combine our efforts. The CDW programme becomes a very important player in creating social cohesion in communities and to mend divisions in communities. For instance, CDWs have to ensure that a community has sufficient coherence for the development to start. CDWs are not to be the "key to paradise" or gatekeepers or the "handlanger" of the premier – they will be there precisely to ensure that there is a structure for social dialogue and the mobilisation of the capacity of the community to drive the development process; they are there for government and community to interface; they are there to share information and to assist organised and non-organised groupings to mobilise capacity.

The question then is who is to become a CDW? From the above we can gather that a CDW has to be committed. This person will stand above the politics of a particular community and will be responsible and accountable to the centre he/she serves. It will be a kind of person who is innovative, dialogues with all spheres of the community and who is a "bright spark" within the community.

The premier concluded his speech by saying there is a big responsibility for us as a group to discuss this topic and to implement the CDW programme in the Western Cape. He assured participants that the provincial government will take its responsibility in this regard seriously.

3   Purpose of the workshop

Mr Marius Fransman, the Minister of Local Government and Housing, Western Cape, provided the background to and context within which President Mbeki announced the introduction of multi-skilled CDWs in making sure that government responds timely and precisely to those issues that people need. In February 2003 President Mbeki stated that "we are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people". With the introduction of the CDW programme we are challenging the old style of bureaucracy, creating necessary tensions between existing structures and newly introduced CDWs and aiming to ensure that people do not feel alienated on matters of governance. The learnership approach to the CDW programme would hone in CDWs the kind of generalist skill or capacity that would allow them to unlock the broad range of government services to the people. In essence we are seeking and building a means of bringing government services effectively to the people and deepening our democracy. CDWs will be people above political party agendas, people of unquestionable repute, trusted and readily recognised because of their efforts and achievements over the years. President Mbeki referred to CDWs as "a public echelon of multi-skilled community development workers who will maintain direct contact with the people where these masses live".

Minister Fransman put forward some of the challenges facing the implementation of the CDW programme in the Western Cape: we need a common understanding of the roles and responsibilities of CDWs, we need to ensure that there is synergy between national, provincial and local programmes to implement CDWs, we need to narrow the gap between the developed and the underdeveloped community, we need to ensure that the CDW programme becomes a sustainable and pragmatic programme, not merely a theoretical programme.

The Minister called on delegates to creatively find ways to do more, to realign themselves with the intentions of the CDW programme, to render excellent and timely service to the people and to actively participate in creating a people-centred society.

4   Learnership programmes for CDWs

Mr Ricky Ngwenya of the Local Government, Water and Related Services SETA, explained that the CDW programme follows the learnership model in order to ensure the transfer of skills, knowledge and practical exposure that are required to attain a fully-fledged and qualified CDW and to inculcate a culture of professionalism and commitment to learners. Eventually a total of 2804 learners are to be recruited nationally, with 300 based in the Western Cape. Learners, employers and service providers will have to adhere to certain obligations and perform certain tasks. Moderators will monitor the quality of assessments, the competency of assessors and the competence of the learners. Mentors and coaches within organisation will also play an important role in the learnership process, e.g. by guiding the learner to achieve the learning outcomes. Funding for the CDW learnership process is available from LG&WSETA (R4 million) and the National Skills Fund (NSF) budget (R70 million).

5   Overview of progress and challenges in the Western Cape

Mr Kam Chetty, Western Cape CDW Task Team member, provided an overview of the progress and challenges facing the implementation of the CDW programme in the Western Cape.

Key elements of the Western Cape strategy, within which the CDW programme is located, are to support the provincial strategy to address poverty and unemployment, to enhance economic development while providing human security for the marginalised and vulnerable sections of the community, to strengthen community participation in the governance and the provincial economy, to increase intergovernmental coordination, to reduce the diseconomies in service delivery and to support capital formation with specific reference to physical, social and human capital.

Mr Chetty continued by providing key characteristics, competencies and attributes of CDWs and the specific role they have to play in their local communities.

The institutional framework for the implementation of the CDW programme is structured as follows (*please refer to the presentation for a schematic presentation of the institutional model and each structure's responsibilities over the short and long term*):

- On national level the programme is led by the Department of Public Service and Administration and the Department of Provincial and Local Government. Their responsibility is to define the national policy framework and programmes, which include conditions of service, programmes, standards, training, monitoring and evaluation, and to facilitate communication between the different spheres of government.
- On provincial level the implementation of the CDW programme is led by the Premier. Responsibilities include adapting national guidelines to provincial conditions, especially in terms of training, coordinating the programme amongst different provincial departments and spheres, receiving and directing information to the relevant national and provincial departments and local government, building capacity amongst personnel to understand the value added by CDWs, and responding effectively to the issues raised by CDWs in a sustainable manner, monitoring performance and taking responsibility for publicity on the CDW programme and determining administration and procedures. The Department of Local Government will take responsibility for executive and operational functions, vertical alignment and coordination and will chair the CDW PAF (or similar institution).
- Local governments have a responsibility to provide accommodation (where required) and institutional support to CDWs, provide information on the local government services to CDWs, support the provincial monitoring and evaluation of the activities of CDWs, provide mentorship to CDWs during learnership, create an enabling environment for CDWs, mobilise stakeholders at municipal and ward level to understand and support the role of CDWs and to reposition local government to support, engage with and respond to the issues raised by CDWs.

Other role-players in the implementation of the CDW programme include the Department of Labour, National Treasury, the South African Management and Development Institute, the Government Communication and Information System, SALGA and LGWSETA.

Currently a draft provincial framework has been developed and is being communicated to local government leaders and officials, councillors, ward committees, community organisations and community leaders. Extensive research is also being done on international practices and there is extensive discussion on cabinet level. By beginning January/February 2005 200 learners will commence training and successful learners will be absorbed into the public service (a service provider will be appointed to develop the training curriculum). The Department is also in the process of setting up the necessary institutional mechanisms to implement the programme and preparing the institutional management of the programme. A timeframe for implementation was presented.

Mr Chetty closed by putting forward key questions that delegates should keep in mind during the workshop proceedings:

- How can we as social and institutional partners support the CDW programme?
- How can we overcome the fears and concerns that we have with the Western Cape CDW programme?
- What are the key issues that must be considered in the training of CDWs?
- What would we consider as success factors in monitoring and evaluating the CDW programme?
- How can the CDW programme work and collaborate with the work of other social institutions and social partners?

6   The role of the Department of Public Service and Administration

Dr Richard Levin, Director-General of the Department of Public Service and Administration, stressed the need for all spheres of government to work in close collaboration to effectively implement the CDW programme. A learnership approach has been adopted to ensure the transfer of knowledge and skills together with practical exposure that are required in order to create a fully-fledged and qualified CDW. The Local Government and Water SETA is playing the leading role in managing and implementing the learnerships. The CDW Handbook and CDW National Policy Framework provide guidelines with regard to the attributes, identification, selection and appointment of CDWs and help in ensuring uniformity in the implementation of the programme in all nine provinces. With regard to the deployment strategy, each province will implement a ward-based and/or municipal-based approach with specific emphasis on poverty stricken nodes to cater for the unique challenges faced by each province.

Other initiatives include broad-based research and evaluation of the implementation process being conducted by SAMDI, utilising existing community structures to communicate government's focus on service delivery to the broadest possible base of community members, providing CDWs with laptops to access the Batho Pele Gateway portal and developing a monitoring and evaluation system to assess the impact and contribution that is being made by CDWs in our communities.

Dr Levin emphasised that the intention is not for CDWs to replace existing community workers, but that they should facilitate access to the services provided by these workers. The ideal is to present government in a "single window".

Some of the challenges facing the implementation of the CDW programme are:
- Political buy-in across the board: it is a high priority programme directed by the President; the stakes are high in terms of successful implementation of the programme.
- Institutional arrangements and accountability: for this we need strong cooperation between the Office of the Premier and departments of local government, we need clarity on who does what, coordinating the implementation process to ensure integration and harmonisation amongst all role-players, we require synergies.
- Funding issues: do we need additional funding or use existing funds?
- Intensification of advocacy: we need to make sure that everyone understands the potential of this programme.
- Content of the training: what kind of training do we need; will CDWs be equipped with the necessary skills to direct community members to the correct channels?
- Commitment by all relevant stakeholders at a number of levels.

7   Leadership and Partnership: The keys to sustainable community development

Dr Renier Koegelenberg of the Community Leadership Academy, EFSA, presented an overview of poverty and high unemployment levels in South Africa and emphasised the need for a more developmental and practical approach to addressing these issues. In his experience the success of community development programmes is based on human capital (strong leadership skills), social capital (the network of relations and partnerships to focus joint action and a shared vision) and financial capital (funding).

Key challenges facing the CDW programme include:
- Potential tensions between CDWs and other community leaders and existing initiatives.
- CDWs act as facilitators of social cohesion; they are not the gate-keepers; CDWs must be above party-political alliances.
- The training and skills development of CDWs; strategic backup and support needed for the implementation of the CDW process.
- Budget allocations – to facilitate partnerships.

8   The CDW National Task Team

Ms Xoliswa Sibeko reported on the CDW National Task Team. Issues raised by members of the CDW National Task Team include:

- Institutional framework, structure, coordination, monitoring and evaluation: A clear and simple institutional framework for the strategic leadership and operations of the CDW project must be developed and instituted. Scorecards for the key delivery processes and performance areas must be developed and put in place to drive the process.
- Role of the CDW, career path, training and tasks: The unique contribution value of the CDW must be identified and broken into key performance areas, tasks and performance measures. A performance scorecard and career development plan must be investigated.
- Budget, learnerships, workplace training, field work, national budget: The locations of accountability for the budgets of the various stages of the CDW supply chain must be identified and a CDW Budget Policy and Structure for phasing in and sustaining CDWs must be produced.
- Local stakeholders management – conflict resolution: The reporting points, levels, channels and context for the CDW must be identified and communicated to all role-players at provincial and local level.

In terms of the scorecard framework there was consensus on the need for a set of scorecards to speed the implementation and to enhance monitoring and evaluation at provincial and national level. Coordinators produce provincial scorecards and the Department of Provincial and Local Government consolidate into and produce national scorecards. The set of scorecards include a CDW Programme Institutional Development Scorecard, a Pre-learnership Readiness Scorecard, a Learnership Implementation Scorecard, a Learner Profile Scorecard, a CDW Deployment Scorecard and a CDW Performance/Delivery Scorecard. The communication scorecard includes a provincial CDW Project Scorecard and a national CDW Communication Scorecard. Please refer to the presentation for a more detailed explanation of the measures and key indicators of each scorecard.

9   Expectations and key issues raised by workshop participants

Matthew Cullinan of MCA Planners presented workshop participants' expectations of the two-day workshop. A general expectation raised by participants was for clear direction and a uniform understanding of the CDW programme in the Western Cape. More specific expectations focused on the need for clarity on financial and funding issues; on roles, scope and responsibilities of CDWs, on how CDWs can assist in achieving a developmental state, on institutional structures and relationship with existing structures (in terms of roll-out and reporting, creating synergy between local, provincial and national programmes and feedback mechanisms and raising concerns), on how the programme will be communicated to communities, on appointment criteria, nature of CDWs' contracts and their remuneration, on timeframes for and approach to implementation, on follow-up programmes to review progress and assist trouble-shooting, on the demographic and geographic focus of CDWs and on monitoring systems for the CDW roll-out programme. In addition, the need for information on best practice and case studies was also raised.

Workshop participants identified the following key issues as important issues to discuss at this workshop:

- Institutional issues: Who will CDWs report to? How will efficient reporting lines be created? What communication structures will be used? How to get support from all role-players? Relationship between CDW and other employees, local initiatives, ward committees and other existing structures? What sort of administrative capacity will be required? Potential for conflict or power struggle between CDWs and existing structures (e.g. ward committees)? Funding of infrastructure e.g. phones, cars, offices, etc?
- The role of CDWs: Role in job creation, infrastructure and service delivery – what is the CDW's mandate? How do we ensure that they add value to community development? What role do

they play in integration and coordination with other government programmes (including local government)?

- Recruitment, training and remuneration: What financial impacts on municipalities? Who will become a CDW – what are the criteria for selection? What sort of capacity building and training is required? What is going to happen to existing CDWs (e.g. balancing salaries, differences in recruitment strategies)? What will the nature of their appointments be (contract/permanent)?
- Duration and funding of CDW programme: How long will programme run for and funding last? Who will fund implementation?
- Synergies: How will synergy be created with existing national, provincial and local government initiatives and programmes (e.g. transport project facilitators)?
- CDW deployment: Where will CDWs be deployed - focus area for CDW deployment? Role of multi-purpose community centres in deployment strategy?
- Communication and information: How to pitch the CDW programme appropriately to broader community? How to create community awareness of the CDW programme?
- Monitoring and evaluation of CDWs and the programme: How to ensure non-affiliation, impartiality and apolitical nature of CDW? Who is responsible for discipline of CDW? What criteria will be used for evaluation of CDW performance?

Questions and discussion on key issues

Financial and funding issues:
- Will financial support follow the same three-year funding cycle implemented by many municipalities?
- Ms Shanaaz Majiet responded that we need to be creative in terms of funding and partnerships.

Apolitical nature of CDWs:
- What exactly does it mean to be a non-political CDW? Are we looking for a person who is not part of any political structure or someone who is part of a specific structure but who won't abuse his/her political stance. Should they resign from their structure and focus on this job as CDW or what must they do?
- We need to unpack the concept of being non-political. At the moment some community workers are already employed specifically as a result of their political work on the ground. Some councillors appoint people on their political grounds. Politics plays an important role in local appointments.
- Another point of view is that CDWs must be apolitical; the Premier said this morning it is non-negotiable. Development must be apolitical. It is about the community that you are serving. Politicians can make their points in other spheres/structures; keep politics out of development on the ground.
- The Premier said this morning our democracy is a special democracy with certain values we need to uphold. CDW programme is a programme of government and not of the majority political party. Beneficiaries should be everyone in community, irrespective of which political party they support. There is a danger that people use this as personal political ambition; we need to guard against this. It is apolitical to say we must direct resources to the poor, but we must guard against the process becoming party political.
- CDWs is about cooperative governance between spheres of government. Constitution says that anyone can join a political party of his/her choice, but the reality is that CDWs must do their work as CDWs in the first place, irrespective of which political party they support on a personal basis.
- Do we have consensus around all political parties/is there a political will to implement this programme? Government itself is constituted of political parties – it will always be a bone of contention. Municipalities are from time to time contested; people have different needs at different points in time and linked to political parties' priorities.
- We can raise many questions and problems; our president made it clear that we need CDWs, we cannot contest that. The idea has been sold already and from our side we must support and

participate; we must forget about party politics; our aim is to help and support the poor. We must be open to develop the idea of CDWs further.
- Human resources vs political affiliations: CDWs will have to adhere to code of conduct of any government official.
- There is a debate around what we mean by government and what is governance. Everyone is political; it is a myth to be apolitical. But it will be difficult to separate a person's role/politics within that person's area of work.

Institutional structures and location of CDWs:
- There are many structures put in place at national and provincial level, but not at local level. Municipalities need to take responsibility and take the issue seriously. CDWs must be the "babies" of the municipality. They must be part and parcel of the IDP; they must be accommodated in the IDP.
- There must be clarity on who does what.
- We need to locate CDW programme within broader tasks and context facing us in local government, e.g. creation of NGO forum, poverty alleviation projects, equitable share projects, etc. In this way we can be supportive to reach the goals. Where do we locate it – independent office, on doorstep of mayor, part of municipality?
- Multi-purpose Community Centres must be included where they do exist. There are 30 multi-purpose community centres in the Western Cape. Please involve the Western Cape Multi-purpose Centre forum.
- Think out of the box – use existing structures, e.g. Multi-purpose centres, clinics, schools, etc. It's already happening with the national pilots.

Social dialogue:
- The Premier made an important input around issue of social dialogue. That is where the CDW should play a crucial role. How do we begin to bring the social partners and levels of government together and into place to do it? We can't have a prescriptive process; local government must play a facilitation role.
- How will social dialogue take place and what will be the rules to guide such dialogue?
- We must also bring in community level – how are we going to sensitise communities to CDWs?

Fears:
- How can we address the fears to implement this process successfully? How do we address the fears of different levels/role-players in implementing this programme?

Role of CDWs:
- There must be a clear understanding of their role otherwise they are going to run around and not know what they are suppose to be doing.
- CDWs do a multi-layer of things, they are the eyes and ears of government. That is why they should be paid well.

Timeframes:
- Timeframes are too short; timeframes must be realistic.

Training:
- Training of CDWs must also include practical experience.

Selection of CDWs:
- When we select CDWs the process must be rigorous and transparent. When selecting people social partners must be included. We haven't heard government explaining the concept of partnership – we need clarity on that.

10 Closing remarks by Ms Shanaaz Majiet

What are the critical success factors for making this programme work?
- We need a collective wisdom to rise above our immediate political careers. We are not naïve in ignoring the role of politics, but we need to rise above that and look at what is the purpose of the CDW programme. It is about bringing government closer to the community. We must make the shift and not look for political ambition but look at the broader issues. There will be tensions, but we are convinced that this is the right way to go, we must look at leadership and will to make it work.
- What are the practical things we need to do to prepare for implementation e.g. funding, creative proposals?
- We need to have a pro-active attitude. There is no blue-print; this is a creative process.
- The national agenda has been set; the question is how we are going to make it work in a uniform manner.
- We don't want CDWs for the sake of having them. What are the differences and outcomes we expect to see? What is the programme of action and how will we link it to existing plans and structures? We want a measured impact. CDWs are not going to be the magic bullet, but we need to make CDWs make a difference in communities.
- There is a sense of urgency to find solutions and not get stuck on problems.

Day 2: 29 October 2004

11 Case study: Cuba

Dr Carlos Franco from Havanna, Cuba, provided an overview of the challenges that faced the Cuban revolutionary government when they took over. These challenges centred around high illiteracy, low education level, high unemployment, a high mortality rate, poor health and education systems and little natural resources. The new government's first task was to create employment for the unemployed. A number of laws were passed that introduced among others agrarian reform, free education and free health care services. With little resources but high political will we obtained many good results. Today Cuba has a very strong education system, a very strong development of health systems and science systems (including state of the art medical equipment). All the services are free of charge to the people of Cuba. How was this achieved, given that Cuba is a poor country and being blocked by USA government for more than 40 years? First of all there was political will to tackle and resolve the problems. Second was the people's participation in solving problems. There are strong social institutions and organisations in Cuba, e.g. the Cuban Women's Federation play an important role in development, health and technological projects, student organisations and children's associations at schools. Today 9 million people out of a population of 11 million are involved in social organisations.

Questions and discussion

What support do you receive within the United Nations to overthrow the blockades from USA?
- Dr Franco responded that 179 UN countries voted against the USA blockade against Cuba, but the USA does not pay any attention to the resolution taken by these countries. We will continue developing our country, irrespective of this blockage against us.

Thank you for what the Cuban government has done for us during the apartheid struggle and the 10 years of democracy. You were successful in terms of education and technology (and how women progressed) – can we send ordinary people to Cuba to receive training there – how can we do this?
- The development of women in Cuba was a "revolution within the revolution". It was important to develop women's participation in the revolution. This policy was well conceived because Cuban women are mothers, grandmothers, sisters, wives and many things altogether and we used to say that the ones keeping things going are women and they supported the education of their

children. In South Africa you can do the same, even given the differences between the two countries. In Cuba we supported the idea of everyone being equal. The work that CDWs will do in South Africa is very important.

How did the community development programme work to get 9 million people involved in social organisations?
- There is voluntary participation by the masses – ordinary citizens are organised in various associations and organisations.

Please expand on the Cuban literacy campaign.
- When we started the literacy campaign in the 1960s we called everybody who knew how to read and write and they would go and teach one illiterate person. In 1961 100 000 students established an organisation to participate in the literacy campaign.

Minister Fransman responded that there is a national exchange programme between South Africa and Cuba, including health programmes (e.g. 300 health care students from South Africa are studying in Cuba for free) and housing programmes (e.g. 30 Cuban engineers came to stay here for a month and advised us on housing).

12 Case study: Gauteng

Mr Emmanuel Mkogomo from the Gauteng Department of Local Government provided an overview of the Gauteng CDW programme that was implemented as a pilot project in May 2003. Gauteng is following a model based on a combination of national guidelines and provincial-specific realities. Some of the key deliverables Gauteng has achieved thus far include:
- An environmental scan.
- The provincial launch of the CDW programme in November 2003 and early this year campaigns to popularise the programme. There are 132 learners this year. By March 2005 learners should be ready to become CDWs.
- All six municipalities were covered instead of focusing on one specific areas; as it is best to have deployment across the province.
- A feasibility study in terms of the institutional framework still needs to be adopted.
- The Gauteng model follows national guidelines – the Premier's Office coordinates the project, but the responsibility to roll out the project is based in the provincial Department of Local Government.
- In terms of the selection and recruitment of CDWs, discussions were held with all municipalities before the recruitment was launched; municipalities were asked to assist to identify potential candidates (ward councillors played an important role in this regard and the Speakers' offices verified the lists of candidates). Candidates received orientation training for one month and enrolled for a learnership of one year. After the year, a selection will be made of who will become CDWs. Learnerships are conducted in a practical way; they are doing concrete community work.
- The job description developed by national government were used.
- Remuneration is determined by the Minister of Public Service and Administration (stipend of R888 per month; no salary).
- Reporting lines: There are convenors in each ward and each CDW cadet has a convenor – they meet on weekly basis to determine the programme for the week. There are also provincial coordinators for each municipality and they report to the main provincial coordinator and a monthly report goes to Premier. A subcommittee of the executive council advises the council – members include the MEC's for Finance, Health, Social Development, Local Government, etc.
- In terms of monitoring and evaluation no proper systems in place yet other than the above mentioned reporting lines. Unannounced visits are paid to sites where CDWs are deployed.
- Support is received from municipalities in terms of equipment (fax, phone, etc) and infrastructure. The Provincial Government budgeted for cases where municipalities cannot afford such assistance. A wide variety of other institutions exist, e.g. multi-purpose community centres, NGOs, CBOs, stakeholder forums at regional level, etc.

- In terms of the roles and relationships involved in the CDW programme, it is clear that CDWs are not taking anyone else's job; they are there to complement the activities of many other stakeholders, e.g. they assist ward committees in gathering information, mobilising communities and providing administrative support.

A Gauteng-based CDW then shared her experience of the CDW programme with workshop delegates. One of the selection criteria was to check whether volunteers were active in community work on the ground. Her councillor called her to inform her about the cadets wanted for community development work. They wanted multi-skilled people. At first she was under the impressions that they were looking for people with degrees and formal qualifications, but soon she realised they wanted ordinary people who were active on the ground. According to her CDWs are closing the gap between government and communities, by among others assisting the Department of Home Affairs with ID registration and the Department of Social Services with grant applications. Community development work is challenging and the stipends are not always paid on time, but CDWs are making a difference in their communities.

Questions and discussion

Did your proposal make provision for farm communities and rural areas?
- Gauteng is only 2% rural; to a certain extent it does make provision for rural population. We should focus more on the rural areas, but given the sparseness of the rural population it is difficult. The feasibility study is addressing this. We are looking at getting people to work in adjacent wards where the population is very sparse. We work with other departments e.g. Home Affairs, to accompany them when they do mobile visits.

Please clarify your recruitment approach?
- The current approach includes advertising through municipal offices, community centres, libraries, etc. We are also clustering wards in specific geographic areas.

How did you handle political tensions?
- There is political tension, but what we did was to ensure to involve key political players, e.g. mayors, speakers, ward councillors, stakeholder forums, etc. Our process is an open one and we targeted unemployed volunteers.

To what extent is the youth part of the CDW programme?
- One of the criteria used is that people must have Std 9 and community experience. The youngest person in the programme is 20 years old. We are also using the Youth Fund to train youth in community development work so that they can assist fully fledged CDWs. The average age of CDW learners is 34 years.

You assessed what existed in your province after you launched the programme – how did you integrate existing structures and existing community workers into your system?
- You will face problems if the Head of Department is not actively involved in the process. If you have this person on board then you get support and participation from other directors and other departments. In terms of the municipalities we made sure that at the highest level we had people on board (crucial is support from the mayor). In some areas there were community officers but they were mainly doing administrative support for ward councillors. They provided us with assistance.

It seems that you are faced with many challenges, e.g. stereotypical officials who are not cooperating. What has been done to address this? How has that affected CDWs?
- The challenge is to unblock blockages – people must have information and access to all government departments. We are there to deal with the stereotypes. Our coordinators intervene when there is a major problem.

What is your experience with funding arrangements – did being a pilot project mean that you received grants from Province? How do you envisage to finance the programme in the future? Do you use existing budgets or how does it work?

- We follow the normal procurement route, but the programme is taken as a special project. We submit business plans and we have a budget until 2008. Nationally we are discussing the issue of funding and there is talk of including the programme in normal budgets. Training is paid for by the Province and we also use SETAs where we can.

13   Commissions

13.1 Commission 1: Who is a CDW?

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Key questions to be answered:
What personal qualities must a CDW have?
What skills and abilities should a CDW have?
What sort of experiences should the CDW have had?
Outcomes:
Draft an advert that will attract the right sort of person.
How and where should the advert be placed?

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CDWs should have the following attributes: act as a reference point for all the departments in the province; be from the community where they will be working; be willing to work during evenings and weekends, have excellent conflict resolution skills; work independently as well as in a team, be self-motivated, have a broad knowledge of government structures and services, to build relationships with all people at all levels, have a passion for his/her community, be an advisor, communicator, facilitator, advice giver, implementation monitor, problem-spotter, have experience and prior learning in community development work, have a voluntary spirit, be flexible, be willing to assist others, be humble, be people-centred, have leadership skills, have networking skills, be transparent, be democratic.

Draft advertisement:
ARE YOU A COMMITTED COMMUNITY DEVELOPMENT WORKER?
DO YOU WANT TO BE TRAINED AS A COMMUNITY DEVELOPMENT WORKER?
Apply for the CDW learnership programme
Applications are invited from suitable candidates who love, care and serve their communities with passion and commitment and who are prepared to undergo training. The following attributes are important: be from community, accountable to different spheres, ability to resolve conflict, independent but also a team player, self-motivated, able to communicate on all levels, a people's person, empathy, flexible, voluntary spirit.

Placement of advertisement:
- The group proposed that the CDW programme be communicated in a particular community first before the advertisement is placed.
- Municipalities can play an active role in the dissemination of information on the CDW programme.
- The advertisement itself should set the boundaries from where candidates will be drawn, it should be gender-sensitive, it should be aware of age discrimination and it should include information on the learnerships and stipend.
- Information on the CDW programme and the recruitment of CDWs can be disseminated through ward committees, municipal accounts offices, libraries, clinics, community centres, police stations, welfare services, health services, networks with religious sectors, IDP review sessions, existing CDWs operating in communities, community newspapers and radio stations, ward committee officers and community meetings, schools, etc.

13.2 Commission 2: Institutional issues

> **Key questions to be answered:**
> What are the roll-out requirements?
> What institutional structure is required for management at municipal sphere?
> **Outcomes:**
> Outline the roll-out milestones and timeframes.
> Outline the roles of province and municipalities over the next six months in relation to the milestones and timeframes.

Roll-out requirements:
- We agree with the approach followed by Gauteng.
- Ensure alignment of efforts currently operating.
- Needs policy workshop on all districts, focusing on officials.
- Needs to align existing CDWs within municipalities – do we train them as well?
- Necessary administrative work be done to have a proper financial arrangement in place, work according to financial years.
- Needs to be a task team/create a forum to ensure proper coordination with all stakeholders.
- Put in place monitoring and evaluation systems.

Institutional requirements:
- A service level agreement at provincial level. Province will have a prescribed agreement they enter in to with municipalities. The level of agreement will deal with training of administrators, CDWs and councillors.
- How do we coordinate and disseminate information – we need an open approach where everyone will have access to talk to one another; have a website, etc. Province has a very important facilitation role in this regard.

13.3 Commission 3: Role of CDWs

> **Key questions to be answered:**
> How does the CDW relate to multi-purpose community centres, ward committees, community organisations, government structures and the municipality and existing CDWs?
> Define the tasks of the CDW.
> **Outcomes:**
> Outline three key tasks and objectives of the CDW.
> Outline the reporting and accountability mechanisms.

Relationships:
- There has to be a definite link between the CDW and the role-players mentioned above.
- Ward committees have their own roles and responsibilities, will there be an overlap with the role and responsibilities of the CDW? Should CDWs and ward committees work very closely together or should CDWs become part of the ward committees? We need clarity on this relationship.
- CDWs have to assist with the implementation of government programmes. CDWs have to be more than a link between government and the people, they should also be able to make interventions and be involved in projects in the community.
- CDWs have to facilitate access to government services and must posses the qualities to vigorously pursue services in the best interest of their community. Important to have forums for the purpose of accountability.
- Municipalities have to ensure that CDWs do their work effectively.
- CDWs must convene stakeholders in and outside of government to promote social dialogue.
- CDW must take stock of the areas of need in their communities.

- Existing CDWs: it is important to get clarity in this regard (it is suggested that uniformity in respect of training, etc. be achieved). Current CDWs must become part of this programme and should be taken into consideration when it comes to municipal-based funding. The issue of equalisation of remuneration should be looked at very carefully.

Key tasks and objectives of the CDW:
- CDW has to take responsibility for social dialogue between the relevant stakeholders.
- CDW must be an important link between the community and government programmes.
- CDW must develop a profile of the community to ascertain the needs of the community more specifically.
- Role-player, implementation, monitoring and evaluation.
- CDW must take responsibility for capacity building of the community, in cooperation with local, provincial and national government.

Reporting and accountability mechanisms:
- CDW will not be the administrators of the ward committee system within municipalities; they will rather support the ward committee.
- Strict protocol must be developed for the CDW.
- The role of the Speaker must not be undermined.

13.4 Commission 4: Resourcing

Key questions to be answered:
What other training/capacitation will be required (above SETA standards)?
What funding requirements are needed to sustain the programme (annual)?
What are the resource implications for municipalities (e.g. office, car, phone, etc)?
Outcomes:
Outline the typical resource and funding requirements per CDW.

Training:
- Provincial/local government departments must participate strongly in the training of CDWs to inform them on services and resources.
- CDWs must understand the broad concept of project management.
- Training about local dynamics, e.g. farming communities (by local government).
- Cultural diversity.
- All role-players must be sensitised on the role and responsibilities of CDWs.

Resource implications for municipalities:
- Shared workspace for CDWs
- Access to communication technology (e.g. computers, phone, fax, copier).
- Transport coordinated approach.
- Transport cost for vast areas.

Sustainable funding requirements:
- How far will Province be funding the programme? It is difficult for municipalities to financially commit.
- Difference in salary scales between the spheres of government.
- Municipalities budget for operational costs of accommodating CDWs vs shared costs with Province.

14   Closing remarks

The MEC for Local Government and Housing, Mr Marius Fransman, closed the workshop by providing an overview of the challenges facing the implementation of the CDW programme in the Western Cape. Every municipality will receive a copy of the report and it will also be available on the department's website. The challenges are in implementation, but we are a learning society and we will grow through our learning as we go along. Interesting questions were raised in commissions. But we did agree that we will continue and find answers as we go along. We will do this in an active manner.

On the issue of finances: as a state we will be providing the funding for learnerships, funding the service provider to make sure that people are skilled, we will put in place a development unit to guide this process and we have re-aligned our budget to meet these goals. We are looking at getting additional funding as well; we are serious about the funding issue, especially in the future. The intake of a CDW as a public servant is a serious financial issue. We need to see how sustainable the remuneration of CDWs at certain levels is. What support does Province bring? We will re-align funding, salaries will come from provincial government (R50-R70 million). In certain municipalities there are CDWs in place, we will rely on them as well. We are asking municipalities to share responsibility in terms of spirit, approach, commitment, not only money.

I have also raised scepticism and refer to it as necessary tensions – we are going to "rock the boat" in terms of service delivery. We are doing well in terms of service delivery but we are not doing enough. Human resource issues are also important and we need to reflect on this. We are concerned about the commitment or mind set of municipalities to be involved in this programme; we have to get mayors involved and committed. The question of social capital and social cohesion is a crucial question. This programme is a programme of the mind, the way in which we behave in our communities. If some municipalities have found that this process is not important, then we are faced with a big problem.

The Department will put in place the following:
The appointment of development unit and programme manager.
We will ask municipalities at the next council meeting (NOV) to put this issue on the agenda and the full and an executive document (fact sheet) must be submitted at that meeting.
The Department will draw up a draft service level agreement so that it can be a guiding document for municipalities.
The Department will talk to the number of intakes in learnership and in roll-out. We are also trying to recruit a small number of candidates for a pilot project in 2005/2006. We are also looking at increasing the numbers for learnerships – first year at least 300 learnerships. SETA says they do have the money to accommodate this. We also want to get the youth involved in positive way. Training of people and sectors affected by CDW work must be taken into account.

The CDW programme will also look at Project Consolidate. We need a communications plan on best practices for municipalities. We want to identify best practice in terms of the work municipalities are doing to communicate to others.

We've made an agreement to try to work in a *local community* when we do this type of work as this workshop. Thank you for your participation.

Ms Shanaaz Majiet, Head of Department: Local Government, thanked workshop delegates for their participation, participants for presentations, DBSA for sponsoring the workshop, the City of Cape Town for the venue, the team from the Department of Local Government, facilitators and scribes and MCA Planners.