COMMUNITY DEVELOPMENT WORKERS PROGRAMME: PROGRESS REPORT

“Working together to advance the South African developmental state”

2003 - 2010

the dpsa
Department: Public Service Administration
Republic of South Africa
FOREWORD

Government is committed to creating a better life for all and it is determined to use its available resources to improve the living conditions and quality of life of all citizens. The 2009-2014 Medium Term Strategic Framework identifies the improvement of health services, education, economic development, the creation of decent jobs, rural development, crime prevention and fighting corruption as key priorities that government will pursue to realise the goal of a better life for all. Government has also created mechanisms such as the Community Development Workers (CDW) programme to ensure that citizens are empowered in order to play an active role in service delivery and in contributing to the achievement of government's key priorities. The main purpose of the CDW Programme is to foster partnerships between government and other stakeholders; and to strengthen integration and coordination between services provided by government and access to these services by communities.

The Department of Public Service and Administration (DPSA) works jointly with the Department of Cooperative Governance (DCOG) to drive the programme. The DPSA supports in the capacity development of CDWs while DCOG provides the overall programme management support as well as the facilitation of funding for the programme.

This 2003-2010 report reflects the history, purpose, objectives, institutional and funding arrangements, as well as the achievements and challenges of the CDW programme over the past seven years; whilst also highlighting the re-alignment of the programme in 2010 to focus on government's key priorities aimed at creating a better life for all South Africans.

Within the context of the South African developmental state, CDWs are actively pursuing the objectives of assisting with improving service delivery and enhancing citizen access to public services, facilitating improved intergovernmental coordination both between the three spheres of government and government line departments, and facilitating community development and stronger interaction and partnerships between government and communities.

A message of appreciation is extended to all stakeholders within government, civil society and the private sector, whose support and commitment has ensured the continued success of the programme in a challenging environment, in particular colleagues in the provincial departments of Cooperative Governance, donor partners, above all, the German International Cooperation (GIZ), and all those South Africans who give credence to the slogan “Together We Can Do More”.

Mr. Themba Maseko
Director General: Department of Public Service and Administration
December 2010
INTRODUCTION

The Department of Public Service and Administration (DPSA) and provincial co-ordinators of the Community Development Workers (CDW) programme, presents to you the CDW programme Progress Report which captures the purpose and objectives of the CDW programme; its legal foundation; institutional and funding arrangements; implementation achievements and challenges; and key focus areas for the future.

Public sector service delivery in South Africa is faced with immense challenges which include concerns about the quality and quantity of public services and citizen access to services¹. Within this challenging environment, Community Development Workers (CDWs) are actively pursuing the objectives of assisting with improving service delivery and enhancing citizen access to public services; facilitating improved intergovernmental coordination both between the three spheres of government and government line departments; and facilitating community development and stronger interaction and partnerships between government and communities.

Notwithstanding the many challenges that have hampered the smooth implementation of the programme nationally, there are many outstanding examples and evidence of the value-addition of this programme towards bringing government services closer to the people and in the building of an effective and caring developmental state in line with the principles of Batho Pele. The programme also contributes significantly towards strengthening public participation in South Africa in that CDWs, through their work in municipal wards, are engaging with key local stakeholders such as municipal councillors and officials, ward committees, Community Policing Forums, school governing bodies, civil society structures and other public service officials towards service delivery improvement.

Overall, this Progress Report reflects the contribution of the CDW programme towards government’s endeavours to improve public service delivery to all South Africans within the context of the South African developmental state.

¹ National Local Government in South Africa: Overview Report 2009, Department of Cooperative Governance and Traditional Affairs.
SECTION ONE:
OVERVIEW

Introduction and background to the Community Development Workers programme
In January 2003, Cabinet Lekgotla resolved to establish the Community Development Workers (CDW) programme. The focus of the CDW programme would be to enable communities to make better use of government services and benefits, to foster community development as well as to improve the quality of life of citizens (Cabinet Memo, 11 June 2003).

Based on the Lekgotla resolutions, the February 2003 State of the Nation address announced that:
"Government will create a public service echelon of multi-skilled community development workers who will maintain direct contact with people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of outcomes of public expenditure intended to raise the standards of living of our people"

Hence, the CDW programme was officially launched in November 2003. The first group of CDWs was trained in 2004, and the actual work of CDWs started in 2005. In 2009, Cabinet Lekgotla resolved that the CDW programme should be intensified so that it can contribute towards the government’s objective of accelerating service delivery.

Purpose and objectives of the CDW programme
The national CDW programme Policy Summit Declaration which was adopted in November 2009, affirmed the main purpose of CDW programme as: "To ensure that Community Development Workers (CDWs) work with government and other stakeholders in order to help bridge the gap between government and the community; and strengthen integration and coordination between services provided by government and access to these services by communities"

The CDW programme Policy Summit Declaration further recognised the objectives of the CDW programme as to:

(i) assist with improving service delivery and accessibility to public services;
(ii) assist with intergovernmental coordination both between the three spheres of government and government line departments;
(iii) facilitate community development and stronger interaction and partnerships between government and communities; and
(iv) support participatory democracy

In his 2009 State of the Nation Address, President Jacob Zuma said: "Through working with the people and supported by our public servants, we will build a developmental state, improve public services and strengthen democratic institutions". As public servants, Community Development Workers are therefore a critical building block in the actualisation of the developmental state. The Minister for Public Service and Administration, Minister Masenyni Richard Baloyi, re-confirmed during his 2009 budget vote that Community Development Workers have lived up to what is expected of them as foot soldiers in the fight against poverty and the delivery of public services to the people. In his address to CDWs at the 2009 CDW programme Policy Summit, former Deputy Minister for Public Service and Administration, Deputy Minister Radhakrishna (Roy) L. Padayachie, affirmed that: "The Community Development Workers programme has positively changed the living conditions of many vulnerable South Africans and it will continue to do so in future". In his 2011 State of the Nation Address, President Jacob Zuma again highlighted the importance of community development in the context of building a South African developmental state.
Legal foundation for the CDW programme

Generally, the CDW programme derives its legal basis from the following legislation and policy documents: the Constitution of the Republic of South Africa (10B of 1996), in particular the Bill of Rights; the Public Service Act (1994, amended 2006); the Intergovernmental Relations Framework Act (2005); the White Paper for Social Welfare (1997); the White Paper on the Transformation of Service Delivery (Batho Pele) (1997).

Since the official launch of the CDW programme in November 2005, a number of key guiding frameworks such as the *Handbook for CDWs* and the *CDW Master Plan* have been published. These guiding frameworks set the parameters for the implementation of the CDW programme. Despite the availability of these guiding frameworks, the need for a comprehensive CDW policy framework has emerged because of inconsistencies in the interpretation of the key guiding frameworks, and the fact that these guiding frameworks are not necessarily legally binding on national, provincial and local stakeholders of the programme. Hence, the Department of Public Service and Administration (DPSA) and the Department of Cooperative Governance (DCOG) - as the two national departments responsible for the programme - embarked on a process of developing a draft policy framework for the programme in 2009 consisting of the following key processes:

1. Conducting a comprehensive literature review which entailed a review of all CDW programme-related research studies conducted and guiding frameworks developed since the announcement of the programme in 2009;

2. Implementing extensive public consultation processes in the form of nine provincial CDW policy development summits held from August to November 2009;

3. Obtaining the inputs of “expert” working groups on the issues of a funding model for the CDW programme, CDW skills development and career-pathing, as well as a governance and management model for the CDW programme; and

4. Hosting a national CDW programme policy summit of which the outcome was the adoption of a Summit Declaration consisting of policy recommendations for the CDW programme. The Summit Declaration mandated the DPSA and its strategic partners to take the CDW programme policy framework through the final approval processes.
In early 2010, the CDW programme was realigned to further strengthen its focus on sustainable poverty reduction. As part of the strategic realignment of the programme, the DPSA also embarked on a process of developing regulations for Community Development and Participation in the public service which is aimed at strengthening the legal basis of the CDW programme.

The aims of the regulations are to:
(i) Improve service delivery and accessibility;
(ii) Strengthen intergovernmental coordination between government departments and the three spheres;
(iii) Facilitate community development and stronger interaction between government and communities;
(iv) Support participatory democracy.

Overall, the regulations will ensure the harmonization of community work programmes in the Public Service.

Who are Community Development Workers?
CDWs are employed in the CDW programme to ensure that the afore-mentioned purpose and objectives of the programme are achieved. All CDWs are public servants who:-

(i) are subject to the provisions of the Public Service Act of 1994, the Regulations promulgated thereunder, and any other special conditions determined by the Ministry for Public Service and Administration;
(ii) work across the three spheres of government in order to support the existing service delivery programmes of government;
(iii) have completed a 12-month CDW Learnership.

All nine provinces have CDWs working in most municipal wards across South Africa. Table 1 shows the number of CDWs per province.

Table 1: CDW’s per province as at December 2010

<table>
<thead>
<tr>
<th>Province</th>
<th>Number of CDWs</th>
<th>Number of Wards</th>
<th>Wards without CDWs</th>
</tr>
</thead>
<tbody>
<tr>
<td>North West</td>
<td>283</td>
<td>338</td>
<td>199</td>
</tr>
<tr>
<td>Gauteng</td>
<td>456</td>
<td>423</td>
<td>25</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>313</td>
<td>174</td>
<td>0</td>
</tr>
<tr>
<td>KwaZulu-Natal</td>
<td>368</td>
<td>771</td>
<td>395</td>
</tr>
<tr>
<td>Free State</td>
<td>296</td>
<td>300</td>
<td>8</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>410</td>
<td>409</td>
<td>6</td>
</tr>
<tr>
<td>Western Cape</td>
<td>203</td>
<td>348</td>
<td>235</td>
</tr>
<tr>
<td>Limpopo</td>
<td>468</td>
<td>510</td>
<td>45</td>
</tr>
<tr>
<td>Eastern Cape</td>
<td>598</td>
<td>636</td>
<td>37</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>3 395</strong></td>
<td><strong>3 909</strong></td>
<td><strong>950</strong></td>
</tr>
</tbody>
</table>

CDWs operate in municipal wards, but are not employees of municipalities. They are public servants, employed in accordance with the Public Service Act.

CDWP was implemented in 2005 through a learnership programme. A learnership approach was adopted to ensure that the CDWs are well capacitated to deliver on their mandate. The Local Government Sector Education and Training Authority (LGSETA) coordinates the CDW learnership programme. The training extends over a period of twelve (12) months divided into six months of theory and six months of practical work.
Who employs CDWs and Who do they report to?

The Cabinet Memorandum 32 (11 June 2003) specifies that:
"Community development workers must be institutionally based at local government level. The community development worker programme should be implemented by provincial administrations, from the Office of the Premier or the provincial department of local government. The Department of Provincial and Local Government (now DCoG) will assume responsibility for providing overall programme management including the facilitation of funding. DPSA will provide support in training and the development of a toolkit for community development workers."

Thus, CDWs in all nine provinces are currently employed by the provincial government and their work space is at municipal level. CDWs report to a CDW supervisor. This supervisor is responsible for a group of CDWs arranged according to a ward grouping system at municipal level. In most provinces the supervisor is a municipal official whereas in others the supervisor is a provincial official (CDW at salary level 9). These supervisors report to a CDW provincial coordinator employed by the provincial department responsible for local government or cooperative governance affairs. These arrangements are however not standardised across all nine provinces. In Gauteng, for example, supervisors report to Regional Managers who report to the Director of the Programme. In Free State the CDWs report directly to the Public Participation Officer in the Office of the Speaker.

The work of a CDW

The job purpose for CDWs is to liaise, co-ordinate, mobilise, inform and assist communities with access to services provided by government and to assist communities to identify and communicate their needs to government within the national, provincial and local government sphere in order to bring government closer to the people. This job purpose has to be executed in the context of the 2010 realignment of the CDW programme which identifies four focus areas aimed at enhancing the service delivery and poverty reduction impact of the CDW programme. These four areas are: promoting food security; supporting early childhood development; participating in HIV/AIDS campaigns; and contributing towards the promotion of social protection.

In general, CDWs are enablers rather than implementers of service delivery. As such, CDWs are required to perform the following functions as per their job descriptions:

(i) regularly communicate government and other information to communities in an accessible way;
(ii) provide feedback to government regarding community experiences of service delivery and governance;
(iii) provide early warnings to government of any obvious reduction in service standards or performance that could lead to the collapse or significant impairment of the overall service function;
(iv) report any corruption or irregularity that is encountered within any sphere of government, government department, community organisation or private company;
(v) facilitate government assistance to community projects where required and appropriate;
(vi) facilitate community interaction with public works programmes;
(vii) assist communities to engage with and provide input into integrated development plans, municipal budget processes and other programmes of government;
(viii) assist in the coordination of inter-departmental programmes and programmes that involve more than one sphere of government;
(ix) maintain communication with community based organisations and initiatives of civil society;
(x) promote the principles of Batho Pele and community participation;
(xi) improve community linkages to relevant public entities, non-governmental organisations and private donors;
(xii) assist communities to identify their needs and ways of dealing with the needs;
(xiii) support local entrepreneurship;
(xiv) assist and care for vulnerable individuals and groups in communities;
(xv) facilitate the promotion of self-help in communities within a sustainable livelihoods framework;
(xvi) be a government change agent; prepare reports, share information and influence the development of relevant policies geared at building a better life for citizens;
(xvii) assist communities to identify leadership for coordination of programmes identified at community level;
(xviii) raise public awareness on issues relevant to the community and their livelihoods;
(xix) facilitate community development and stronger partnership between government and communities;
(xx) evaluate and monitor progress in programmes developed to assist communities;
(xxi) assist communities to secure resources needed to address their needs;
(xxii) advocate for the empowerment of the poor, vulnerable and marginalized.
(xxiii) facilitate public participation in government programmes.

**Monitoring the work of CDWs**

CDWs, as per the requirements of the CDW Master Plan⁴, must submit weekly reports on activities undertaken during the course of the week in relation to the following four tasks:

(i) Local Economic Development (indicator: one outreach programme per CDW per month to inform communities or individuals on local economic opportunities);
(ii) Poverty Alleviation and Micro Financing (indicator: ten families per month per CDW to be linked to government resources e.g. grants and poverty alleviation programmes);
(iii) Public Participation (indicator: mobilizing communities to participate in government programme);
(iv) Youth Upliftment (indicator: five youths per month identified and assisted who want to continue their education but lack resources).

⁴ The Master Plan is a generic framework which guides CDWs in their work and it defines the terrain that CDWs occupy within government and with whom they should collaborate on a daily basis. At this stage, all provinces except Gauteng have finalised their Master Plans.
These weekly reports are submitted to a CDW supervisor who monitors the work output of CDWs. This supervisor is responsible for a group of CDWs arranged according to a ward grouping system at municipal level. The supervisor submits a consolidated report to the Provincial Coordinator (or first to the district coordinator if that arrangement exists). This internal monitoring system ensures that the performance of CDWs can be accounted for.

The relationship between CDWs and other key local stakeholders

The Cabinet Memorandum 32 (11 June 2003) states that: “The community development worker at ward-level must establish links with the ward committee or other local structures and community forums, and where relevant to the office of the mayor, although she or he is not accountable to those structures.”

The table below outlines the role clarification between CDWs, ward councillors and ward committees:

<table>
<thead>
<tr>
<th>Ward and PR Councillors Role: Politically elected representatives who live in and service the wards</th>
<th>Ward Committees Role: Up to 10 community or sectional representatives elected at a ward general meeting to represent sectional interests. The committee is the centre of local development</th>
<th>Community Development Workers Role: Appointed public servants governed by the Public Service Act of 1994</th>
</tr>
</thead>
</table>
| **The ward councillor:**  
- Chairs the ward committee meetings  
- Convenes the constituency meeting to elect ward committee members  
- Calls committee meetings  
- Ensures a schedule of meetings is prepared, including ward committee and constituency meetings  
- Works with the ward committee to draw up an annual plan of activities  
- Handles queries and complaints  
- Resolves disputes and refers unresolved disputes to the municipality  
- Should be fully involved in all community activities.  

**The proportional representative councillors:**  
- Should attend ward committee meetings, constituency meetings and special meetings  
- Can assist with resolving disputes and making referrals  
- Can help with the implementation of projects  
- Supports the ward councillor, but does not replace the ward councillor | **A ward committee:**  
- Takes issues of local concern to the councillor, who in turn takes these to council  
- Has a direct say in the planning, decision making and project implementation that has an impact on their ward  
- Increases the participation of local residents in municipal decision making  
- Is not politically aligned  
- Should be involved in matters such as the integrated development planning process, municipal performance management, the annual budget, council projects and other key activities  
- Can identify and initiate projects to improve the lives of people in the ward  
- Can support the councillor in dispute resolution  
- Can monitor the performance of the municipality and take issues of concern to the local ward  
- Can help with community awareness campaigns on issues such as waste, water and sewage, payment of fees and charges  
- Forwards names of prospective CDW candidates from their respective wards for leadership. | **The CDW is expected to:**  
- Regularly communicate government and other information to communities in an accessible way  
- Pass concerns and issues on to service providers  
- Coordinate teams of volunteers in community projects such as those employed on public works programmes  
- Help communities develop and submit proposals for inclusion in integrated development plans to municipalities, other spheres of government or donors  
- Coordinate inter-departmental programmes and encourage integration  
- Maintain communication with CBOs and workers  
- Promote the principles of Busho Pele and community participation  
- Inform communities about problems in the delivery of basic services  
- Help implement projects  
- Liaise with and advocate on behalf of communities. |
The June 2003 Cabinet Memorandum states that departmental/sectoral community development workers are restricted to their departmental areas and are based at national, regional or provincial offices, serving a number of communities. Because they are unable to provide dedicated support to a community, and their focus is on one sectoral or departmental issue, these programmes do not replace the need for multi-skilled community development workers who focus on a smaller geographic area and a wider range of issues. CDWs therefore must work closely with these sectoral community workers employed by government. CDWs must also work in collaboration with civil society organisations and structures such as school governing bodies, community policing forums and Thusong Service Centres.

SECTION TWO: INSTITUTIONAL AND FUNDING ARRANGEMENTS

In 2003, Cabinet allocated the responsibility for the national coordination of the CDW programme to the Ministers for Public Service and Administration and Provincial and Local Government (now Department of Cooperative Governance or DCOG). The DPSA was specifically requested to provide support in the training of CDWs. The DCOG was specifically given the responsibility for providing overall programme management as well as the facilitation of funding\(^5\) (see Cabinet Memorandum 52: August 2004). Table 2 outlines the specific roles and responsibilities that were allocated to the DPSA and DCOG.

Currently, the DPSA works in collaboration with the DCOG in the implementation of the programme. In both national departments, structures to manage the programme have been established. In the DCOG, the CDW programme is located in the governance and public participation unit. In the DPSA, the programme is located in the Service Delivery and Organisational Transformation (SDOT) branch\(^6\).

Table 2: Roles and responsibilities of the two national coordinating departments

<table>
<thead>
<tr>
<th>DPSA</th>
<th>DCOG</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Commissioning research and evaluation of the Community Development Workers programme.</td>
<td>• Liaison with the national and local spheres of government.</td>
</tr>
<tr>
<td>• Promoting inter-sectoral collaboration.</td>
<td>• Liaison with National Treasury and other departments regarding funding for the Programme</td>
</tr>
<tr>
<td>• Formulating guidelines, creating an enabling legislative framework and developing strategies for CDWs.</td>
<td>• Employing requisite numbers of the CDWs, through provincial departments</td>
</tr>
<tr>
<td>• Preparing model job descriptions, application procedures and performance standards.</td>
<td>• Liaison with other provincial government departments.</td>
</tr>
<tr>
<td>• Developing unit standards, curricula and certification processes in terms of the South African Qualification Authority (SAQA) in collaboration with the appropriate Sector Education Training Authorities (SETAs) and SAMDI/PALAMA.</td>
<td>• Promoting inter-sectoral collaboration at district and local level.</td>
</tr>
<tr>
<td>• Setting up a rigorous reporting and monitoring system</td>
<td>• Establishing training capacity in concert with educational service providers.</td>
</tr>
<tr>
<td>• Strengthening the periphery through capacity building in cooperation with other sectors.</td>
<td>• Commissioning training for CDWs – through LGSETA.</td>
</tr>
<tr>
<td>• Developing generic printed materials to support information and training.</td>
<td>• Building capacity among personnel at all levels where CDWs are deployed.</td>
</tr>
<tr>
<td>• Facilitating communication between the different spheres of government and other role players.</td>
<td>• Providing publicity for the programme.</td>
</tr>
<tr>
<td>• Organizing sponsors for national conferences on development and other activities</td>
<td>• Liaison with media.</td>
</tr>
<tr>
<td>• Determine conditions of service for CDW’s</td>
<td>• Allocation of funding to municipalities and monitoring disbursements for the successful implementation of the programme.</td>
</tr>
<tr>
<td>• Develop regulations and policies for CDW programme</td>
<td>• Performance monitoring.</td>
</tr>
</tbody>
</table>

\(^5\) Currently, provinces provide the funding for operations and CDW salaries out of their respective provincial focus.

\(^6\) The programme operated from the Ministry during 2003 to 2008.
In relation to the above, the following allocated tasks have been completed:

(i) The DPSA has commissioned independent research on the CDW programme as well as a comprehensive programme evaluation in 2008;

(ii) In terms of liaising with National Treasury and other departments regarding funding for the CDW programme, the DPSA has worked with provinces to develop a CDW Master Plan which proposes the idea of shared resourcing of the programme. Also, the DPSA has partnered with the German International Agency (GIZ) on the funding and facilitation of the CDW programme;

(iii) In terms of promoting inter-sectoral collaboration within the CDW programme, the CDW Master Plan promotes collaboration between different sectors at all levels. All provinces, with the exception of Gauteng, were assisted with developing provincial Master Plans, guiding provinces in the implementation of the programme and outlining provincial priorities. Gauteng adopted the provincial approach as approved by their EXCO and the Legislature. Their guiding tools of implementing the programme are based on the provincial priorities as outlined in their Strategic and Operational Plans. Also, the DPSA is chairing the CDW National Task Team, which is a consultative structure consisting of provincial CDW coordinators, national representatives from the Government Communications and Information Services (GCIS); South African Local Government Association (SALGA); the Local Government Sector Education Training Authority (LGSETA); the Public Administration Leadership and Management Academy (PALAMA); and DCOG. The purpose of this structure is to provide strategic direction to the CDW programme as informed by shared learning about programme implementation.

(iv) With regards to formulating guidelines and creating an enabling legislative environment for the CDW programme, the DPSA in partnership with the DCOG has developed a draft CDW programme policy document. In this regard, the DPSA is also finalizing regulations for Community Development and Participation which will regulate the functions of all community development and participation practitioners in the Public Service;

(v) DCOG commissioned a national survey on the implementation of the CDW programme which in its findings also highlighted the need for a CDW policy.

(vi) The DPSA has developed a benchmarked job description and performance agreement standard for CDWs that are being implemented in all provinces.

As part of the 2010 realignment of the CDW programme, the DPSA and DCOG continue to collaborate with regards to the implementation of the CDW programme. However, the scope of work of these two departments has been broadened in that the Chief Directorate Community Development and Participation supports the CDW programme in so far as CDWs support the mandate of the DPSA to ensure citizen access to public services with specific emphasis on the role of CDWs in the War on Poverty Programme and Citizen Engagement for improved service delivery. The DCOG supports the CDW programme with regards to the work of CDWs in terms of promoting participatory local democracy and access to basic services.

Provincial Institutional Arrangements

Eastern Cape: The Eastern Cape has established a unit with a dual mandate which is located in the Department of Local Government and Traditional Affairs. The unit is responsible for coordinating the CDW and public participation programmes. The unit is managed by a Director, supported by a Deputy Director, 1 Assistant Director and 6 senior administrative officers. The unit employs 5 district coordinators at assistant director level assisted by 39 local coordinators.

Free State: The Free State province is one of the provinces that have established a unit with a dual mandate. The Directorate: Municipal Intergovernmental Relations is also responsible for coordinating the CDW programme. The unit is located within the Department of Cooperative Governance and Traditional Affairs. The Directorate is managed by a Director; and a Deputy Director is responsible for CDW programme management in the province. There is currently one district coordinator servicing all five districts in the province, and one vacant coordinator post. There are also two administrative officers doing administrative and monitoring functions.

Gauteng: The Gauteng province has established a fully fledged Community Development Workers programme directorate which is currently managed by a Director, and is located within the Chief Directorate Community Development Public Participation, Community Education and Stakeholder Management in the Department of Local Government and Housing.
The programme also appointed three regional managers (DD level), an Office / Operations Manager (DD level) and a Monitoring and Evaluation Deputy Director. The province has in its establishment, 22 CDW supervisors, located in three Regions. The Western region is allocated 10 Supervisors, Northern region is allocated 5 Supervisors and the Easter region is allocated seven Supervisors. In addition, there are 2 Assistant Directors responsible for Monitoring and Evaluation, admin staff and a Personal Assistant to the Director.

**KwaZulu Natal:** The KwaZulu Natal province has established a CDW business unit responsible for the coordination of the programme. The programme is located in the Department of Local Government and Traditional Affairs. There is a newly adopted structure which suggests that the programme will be coordinated at a Director level (with Personal Assistant) supported by 1 Deputy Manager: M&E, 11 District Support, 3 Information Managers, Administrative Officers and 3 Administrative Clerks with the staff complement of 412 Community Development Workers. Currently, the programme is managed by the Acting Senior Manager for Public Participation supported by a Deputy Manager, 4 Districts Support Officers, Administrative Officer and 3 Administrative Clerks.

**Limpopo:** The programme in Limpopo has been operating as a fully fledged directorate from within the Premier’s Office since its inception. It was recently (after the 2009 general elections) relocated to the Department of Local Government and Housing. The province has appointed seven deputy managers at assistant director level. The province has also appointed two managers at deputy director level together with three administrative support staff. Currently, the province has proposed appointing 25 local coordinators to strengthen the management of the programme at local level.

**Mpumalanga:** Mpumalanga province has established a unit for the coordination of the programme. The programme is located in the Department of Local Government and Housing and is managed by a deputy director within the Public Participation Directorate. The office has also appointed 3 district coordinators and 2 office coordinators at the level of Assistant Director. One administrative officer is appointed to provide logistic support to the implementation of the programme.

**Northern Cape:** The province was amongst the first pilots and has established a unit for the coordination of the programme. The unit is located in the Department of Cooperative Governance, Human Settlements and Traditional Affairs, under the Directorate: Municipal Compliance and Public Participation and it is managed by the Deputy Director responsible for Public Participation (Ward Committees and the CDW programme). It is supported by an Assistant Director, Senior Administrative Officer, Administrative officer and two Senior Administrative Clerks (SAO). At Regional/ District level, there are 5 coordinators responsible for the CDW programme, MIG, Compliance, etc.). Local Municipal Mentors are assisting with the supervision of the programme at local level. The department has 27 vacant supervisor positions approved for the CDWs to ensure that there is proper coordination of reports and activities of the CDWs.

**North West:** The province has established a unit for the coordination of the programme. The unit is located in the Department of Developmental Local Government and Traditional Affairs. It is managed by a Deputy Director, supported by a Stakeholder Relations and district Coordination Manager, a Monitoring, Evaluation and Reporting Manager, two administrative assistants for district coordination function, one administrative assistant for monitoring, evaluation and reporting, one administrative assistant for budget and general administrative support.

**Western Cape:** The Western Cape is one of the provinces which have created a programme with a dual mandate and it is responsible for coordinating the CDW programme and public participation. The unit is located in the Department of Local Government. It is managed by a Director. The province has appointed a Deputy Director responsible for monitoring and evaluation and capacity building for CDWs. The unit has seven district coordinators at Assistant Director level and four administrative support staff.

**CDW Programme Funding**
Since the establishment of the CDW Programme in 2003, questions have been raised about the funding of the programme. The founding documents of the CDW programme were clear regarding CDW remuneration and training; that they are public servants appointed by the provincial sphere of government in terms of the Public Service Act and that their training will be supported by the national government through the Department of Public Service and Administration. The operational budget for the CDWs was not properly quantified at the inception of the programme; it was left to the provincial departments of co-operative governance/local government to manage. But, over the years it has become apparent that funding for the programme at provincial level is disproportionate in that some provinces, because of their stronger financial position, are better able to fund the programme than others. Also, it has become apparent that all the cost drivers in the programme has not been identified and costed appropriately. The following are some of the cost drivers that have been identified with an indication of the current practices:
<table>
<thead>
<tr>
<th>COST DRIVER</th>
<th>CURRENT STATUS QUO</th>
</tr>
</thead>
<tbody>
<tr>
<td>SALARY</td>
<td>A total of 3395 CDWs receive a salary at level 6 on the Equate job grading system.</td>
</tr>
<tr>
<td>EXPANSION OF PROGRAM</td>
<td>Not all the wards have been allocated CDWs and other wards need more CDWs due to number of households serviced or the geographic spread of the ward. Total number of CDW is 3395, the plan is to increase the number of CDWs to 4000 to cover all the wards and ensure equitable allocation based on the number of households and the geographic spread of the wards.</td>
</tr>
</tbody>
</table>
| MANAGEMENT AND COORDINATION STRUCTURE | National Government: A Chief Directorate located at the DPSA and DCOG.  
Provincial Government:  
Eastern Cape —  
Unit located in the Department of Local Government and Traditional Affairs.  
Free State —  
Unit located in the Directorate Municipal intergovernmental Relations in the Department of Cooperative Governance and Traditional Affairs.  
Gauteng —  
Unit located in the Department of Local Government and Housing.  
Kwazulu-Natal —  
Unit located in the Department of Local Government and Traditional Affairs.  
Limpopo —  
Unit located in the Office of the Premier.  
Mpumalanga —  
Unit located in the Department of Local Government and Housing.  
Northern Cape —  
Unit located in the Department of Co-operative Governance, Human Settlements and Traditional Affairs.  
North-West —  
Unit located in the Department of Local Government and Traditional Affairs.  
Western Cape —  
Unit is located in Department of Local Government. |
| OFFICE ACCOMODATION   | Most of the CDWs are accommodated in the municipality or the traditional affairs offices.                                                              |
| OFFICE EQUIPMENT      | Most CDWs utilise the office equipment of the host municipality.                                                                                   |
| STATIONARY            | Most CDWs utilise the stationary of the host municipality and in some provinces the provincial government provide stationary.                       |
| MOBILE PHONE          | Some CDWs receive prepaid airtime vouchers and in provinces such as Western Cape & Gauteng, they are offered mobile phones on contract or prepaid option. But the majority of provinces do not give their CDWs access to mobile phone. |
| TRAVELLING            | No travelling allowance and no government pool car                                                                                                 |
| CAPACITY DEVELOPMENT  | Training provided by provincial government.                                                                                                          |
| PERFORMANCE INCENTIVES | Performance appraisal is conducted in an ad hoc fashion. PMDS is applicable to all CDW’s as per the Public Service Regulations.                      |
FUNDING & BUDGET
As indicated, the CDW programme is currently funded through provincial budgets. Although there has been significant increases in the budgetary allocation for the programme since inception, the challenge for most provinces is that funds allocated is not sufficient to cover both operational and salary costs. The table below gives information on the budget allocation of each province for the 2009/2010 financial year.

SECTION THREE:
CDW PROGRAMME IMPLEMENTATION
Implementation of the CDW programme is guided by a national Master Plan which was developed in 2003 and reviewed on a regular basis. This CDW Master Plan is a generic framework which guides CDWs in their work and it defines the terrain that CDWs occupy and with whom they should collaborate7.

The key focus areas for the CDW Master Plan are:
(i) programme sustainability;
(ii) strengthening civic services
(iii) strengthening social well-being;
(iv) stimulating local economic development (LED); and
(v) public participation for service delivery improvement

The section below outlines some examples of activities that have been undertaken thus far towards the achievement of the objectives within each focus area of the Master Plan.

FOCUS AREA 1  |  PROGRAMME SUSTAINABILITY

OBJECTIVES

- Ensuring that CDWs and the programme is appropriately resourced and institutional arrangements are sound in order to support continuous learning and development.

- That the programme is geared to taking on board changing community needs and feeds into the emerging Government wide M&E system.

ACTIVITIES UNDERTAKEN

National Task Team
The CDW programme National Task Team (NTT) is a governance structure established in terms of a Cabinet decision of 2003 to give strategic direction in terms of programme implementation. The NTT also serves as a critical platform where provinces meet on a bi-monthly basis to discuss programme monitoring and evaluation issues, key societal trends in terms of socio-economic development, and to share experiences and best practices with regards to programme implementation. The DPSA and DCOG coordinates and manages the structure whilst provinces are instrumental in contributing resources to host NTT meetings. The core structure of the NTT includes the DPSA (who chairs the meetings), all nine provincial units responsible for programme implementation, DCOG,

7 At this stage, all provinces except Gauteng have finalised their Master Plans.
FOCUS AREA 1  |  PROGRAMME SUSTAINABILITY

ACTIVITIES UNDERTAKEN

GCIS, the Local Government SETA, SALGA, and the Presidency. The structure is supported by the German International Agency, GIZ. The NTT regularly invites key government departments that work with CDWs to make inputs on interventions where CDW support will be required. For example, in the 2010/11 financial year, the following government departments made inputs to NTT meetings:

- Government Communication and Information Services shared government’s new approach to public participation and its implications for CDWs.
- Presentations were made by the DPSA on the implementation of PSBG resolution 7/78 and 12/2002. CDWs were requested to play a role in this important initiative.
- DCOG shared information on its Local Government Turnaround Strategy and its implications for CDWs.
- The DPSA shared the presentation made to the Anti-Poverty Inter-ministerial Committee by the Deputy Minister for Public Service and Administration.
- The Local Government SETA made a presentation on new directions with regards to skills development and its implications for CDWs.
- The Department of Home Affairs presented their National Population Registration Campaign and indicated the role that CDWs will be expected to perform in this campaign.

Regulations for Community Development and Participation

Towards supporting the sustainability of community development and participation practices in South Africa, the DPSA has embarked on a process of developing Regulations for Community Development and Participation which will regulate the scope and functions of all community development and public participation officials in the public service. Towards this end, a national workshop was convened during October 2010 which was attended by national government departments employing community development practitioners.
<table>
<thead>
<tr>
<th>FOCUS AREA 1</th>
<th>PROGRAMME SUSTAINABILITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACTIVITIES UNDERTAKEN</td>
<td>The workshop specifically aimed to establish how many community workers exist in Government, determine their scope of work, roles and responsibilities, and the legal environment within which they operate. The objectives for establishing the regulations were to facilitate effective coordination by establishing norms and standards and setting regulations in order to promote uniformity in these programmes across the Public Service.</td>
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**Communication Strategy**

The CDW programme has a communication strategy in place that was developed at the inception of the programme. In 2010, the Gauteng province was tasked by the NTT to lead in the review of the CDW Communication Strategy, in conjunction with the Communications team from DPSA. This process is underway and will be concluded in the second quarter of the 2011/12 financial year.

**CDW Training, including the India Training Programme**

A first training forum meeting for CDWs took place in October 2009. This forum addressed the issue of skills, training and development for CDWs based on the results of the skills audit conducted in 2008 and inputs from various national and provincial stakeholders. The skills audit report identified the need for a national training and development plan that would standardise training and capacity building of CDWs in all provinces. The purpose of this particular forum was to obtain inputs for the draft policy document, the development of a training plan for CDWs and to ensure alignment and responsiveness to the dynamic and changing needs of the community development sphere.

In June 2010, PALAMA and DPSA collaboratively embarked on a process of developing a training module for CDWs, which will serve as a just-in-time intervention to address urgent training needs for CDWs to be able to effectively execute their daily duties. Currently, PALAMA is conducting focus groups with CDWs in provinces in order to test their varying skills levels. A draft training module will be available for comment in early 2011. In order to enable CDWs to embark on further education opportunities, a competency framework has been developed to guide institutions of higher learning in the construction of curricula for Community Development qualifications.
## Focus Area 1: Programme Sustainability

### Activities Undertaken

The CDW National Task Team also continues to popularise the India Technical and Economic Cooperation (ITEC) programme amongst CDWs. The ITEC programme was launched in 1964 as a bilateral programme of assistance by the Government of India. In 2006, the governments of South Africa and India signed a Memorandum of Understanding (MOU) on building the capacity within their respective public services. Exchange programmes for public servants were identified as one of the mechanisms to be utilised in the Implementation of the South Africa-India agreement. Since the inception of the ITEC programme, a total of 131 CDWs have attended short training courses in India. In 2005/2006 29 CDWs were trained in India; 16 were trained in 2007/2008; 67 in 2008/2009; 19 in 2009/2010; and 40 in 2010/11. The ITEC training courses cover a variety of subjects such as rural development, water resources, small business development, poultry training and entrepreneurship.

![CDWs attending ITEC training in India](image)

## Focus Area 2: Strengthening Access and Information to Civic Services

### Objectives

- Facilitate access and provide information about services rendered by the Department of Home Affairs (Civic Services) including IDs, passports, birth, marriage and death certificates.

- Deepen democracy through sharing information and mobilise communities for participation in electoral processes.

### Activities Undertaken

**Grassroots Innovation**

Grassroots Innovation is the annual case study publication for the CDW programme. The publication is a collection of case studies on the work of CDWs with regard to improving citizen access to government services, thus improving the lives of ordinary South Africans. The booklet showcases the commitment shown by CDWs in their efforts to bring government closer to the people and in the building of an effective and caring democratic developmental state. To date, there are 2007, 2009 and 2010 editions of Grassroots available to the general public. Grassroots Innovation serves as a valuable resource to communities, municipalities, organs of civil society, provincial and national government departments as it showcases the cross-cutting work of CDWs.
Identity Document Campaigns
CDWs throughout South Africa assist citizens to register births and obtain identity documents. In the Western Cape, for example, the entire CDW cadre in the province was involved in the identity document (ID) campaign launched ahead of the 2009 general election.

Case Study
All CDWs in the Western Cape participated in a 2008 campaign to ensure that people without identity documents (IDs) are issued with these documents in time to be able to vote in the elections. More importantly, CDWs used this opportunity to ensure that vulnerable communities received IDs to make it possible for them to access the social grant system. Being in possession of an ID is vital and acts as a gateway to human dignity for millions of people dependent on social grants such as indigent grants, old age grants, foster care grants, disability grants, free basic services etc.

The provincial ID campaign aimed to ensure that 200 000 South Africans in the province have identity documents. CDWs were trained as photographers to equip them to take ID photos at outreach venues. A partnership was developed between the national Department of Provincial and Local Government and the Independent Electoral Commission (IEC) for both registration weekends. This agreement entailed that CDWs had to mobilise and do information sharing the week before, as well as during both registration weekends, regarding the registration process (called the Voter Encouragement Campaign).

During the first weekend the full provincial CDW compliment did voter encouragement. In two days, 176 228 new voter registrations took place in the Western Cape province. During the second weekend a similar process was followed and 205 956 new voter registrations were dealt with in the province.
## Focus Area 2: Strengthening Access and Information to Civic Services

### Activities Undertaken

As part of the process, the monthly mobile outreach calendar of the Department of Home Affairs was shared with CDWs in the specific regions who had to mobilise the community around the venue, date and time of the visit. For the six-months duration of the campaign, CDWs assisted with 10 outreach programmes per day, including weekends. This meant that CDWs and the Department of Home Affairs jointly covered more than 1 800 outreach programmes to rural areas. At the end of the campaign, the Minister for Home Affairs applauded the CDWs, stating that co-operative government was key in achieving the three-day turn-around time for the processing of identity documents.

![Community Mobilisation](image)

## Focus Area 3: Strengthening Social Well-being

### Objectives

- Facilitate access and provide information about services rendered by the Departments of Social Development, Justice and Constitutional Development, Labour, Health, Sports and Recreation, (e.g. food parcels, grants, Promotion of Access to Justice Act, child support and maintenance cases, Access to Information Act, Unemployment Insurance Fund, etc) and SASSA.

### Activities Undertaken

**Grant Support**

Government has committed itself towards the building of a developmental state as opposed to a welfare state in which people are dependent on social grants only to support their livelihoods. This commitment does not imply that people who qualify to access social grants should not receive social assistance from the state. In this regard, CDWs throughout South Africa assist individuals to access social grants, especially in situations where these individuals do not have access to the relevant information or where individuals are struggling to access services for a variety of reasons. The case of Mrs X, a resident of Ward 3 under Kopanong Local Municipality (Free State province), illustrates the activities undertaken by CDWs to facilitate access and provide information about services rendered by the Departments of Social Development and South African Social Security Agency (SASSA).
### Focus Area 3

**Activities Undertaken**

Case study (name of citizen withheld)

Mrs X have been struggling to obtain a social grant to the point that she thought she is being treated badly because she is white. Mrs X has applied for a grant many times, but she was always told to come after three months. She was frustrated and had given up. She also complained about the bad behaviour of the SASSA officials.

Mrs X was referred to Phakamile Kulunane, the Community Development Worker (CDW) for Ward 3. Phakamile contacted Mr Mbulelo Hinana, the SASSA Smithfield office district manager and informed her about the matter. Mr Hinana requested all details of Mrs X and investigated the matter further. Mrs X was grateful for the support which the CDW provided to her as she was 70 years old and had no family support structure. Through the assistance of the CDW, Mrs. X received her grant within one month.

### Focus Area 4

**Objectives**

- Promotion of social and economic development through being a point of access and providing information on economic support and advisory services offered by the Departments of Trade and Industry (DTI) (and Provincial Departments and agencies), DEAT, Agriculture, Transport, DME, Public Works, National/Provincial Youth Commissions and related structures.

**Activities Undertaken**

Cooperatives and Food Gardens

As part of their ongoing work, CDWs are supporting the establishment of cooperatives and food gardens under the banner of stimulating local economic development (LED). The following case example illustrates the type of LED initiatives CDWs are supporting.

**Case study**

Ward 19 in Amahlathi local municipality, like most of the areas in the Eastern Cape, is composed mainly of rural poor communities. Most of the community members are unemployed and rely on social grants to support their livelihood.

**Service delivery intervention**

When the CDW for Ward 19 discovered that there was a Makukhanye Women’s Project through which women in Amahlathi wanted to empower themselves, he wrote a letter to the Eastern Cape provincial government’s Department of Local Government and Housing and the municipality’s Local Economic Development section. The purpose of the letter was to request funding to start a poultry project and a vegetable garden for commercial purposes. Once the funds were granted, the CDW requested the Amahlathi municipality to open a special bank account for the project and to support the project through monitoring support. Also, members of the Makukhanye Women's Project were trained on how to manage a poultry business.
### Focus Area 4: Stimulating LED

#### Activities Undertaken

**Outcomes**
The poultry project is already yielding results in that chickens produced are being sold to the community. The vegetable garden is also boosting the revenue of Makakunye Women’s Project. Through the intervention of the CDW the Makakunye Women’s Project was empowered and community economic development stimulated.

#### Focus Area 5: Public Participation for Service Delivery Improvement

**Objectives**
- Facilitate access and provide information about services rendered by the Municipalities and Departments of Health, Education - (free basic services) Housing, SAPS, DWAF, Labour, Public Works and Communications - (and related agencies).

**Activities Undertaken**

**CDW Citizen Engagement Strategy**
Citizen engagement is an integral part of the work of CDWs as they are required to maintain direct contact with people where they live. Hence, the Department of Public Service and Administration have embarked on a process of developing guidelines for CDWs on how to engage citizens towards service delivery improvement. The purpose of the CDW Guideline on Citizen Engagement is to set the parameters for the effective implementation of the programme with regards to the citizen engagement task of CDWs. In 2010/11 consultation workshops were facilitated in all nine provinces with key programme stakeholders including CDWs, ward councillors, ward committee members, municipal officials, provincial sectoral departments and civil society organisations.
## FOCUS AREA 5

### PUBLIC PARTICIPATION FOR SERVICE DELIVERY IMPROVEMENT

<table>
<thead>
<tr>
<th>ACTIVITIES UNDERTAKEN</th>
<th>Community Mobilisation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>As part of their ongoing work, CDWs are mobilising communities to participate in government outreach programmes to communities on public service delivery matters. For example, in 2010 CDWs in the Tongaat/Verulam area in KwaZulu-Natal actively mobilised communities to participate in the service delivery outreach programme of the DPSA. Also, as part of their ongoing work, CDWs mobilize communities to participate in ID registration campaigns, municipal IDP and budget processes, as well as other government initiatives towards improved service delivery.</td>
</tr>
</tbody>
</table>

## SECTION FOUR:

### PROGRAMME ACHIEVEMENTS AND CHALLENGES

Since the inception of the CDW programme in 2003, the following achievements have been recorded:

1. **CDW Master Plans developed and implemented:**
   - In the quest to strengthen and position the CDW programme in the service delivery thrust of government, a national CDW Master Plan was developed in 2008 through the collective effort of various government stakeholders. The Master Plan is a generic framework which guides CDWs in their work and it defines the terrain that CDWs occupy within government and with whom they should collaborate on a daily basis. At this stage, all provinces except Gauteng have finalised and are implementing their Master Plans.
(ii) **Supporting the War on Poverty Programme**: the national Master Plan identifies four critical areas pertaining to the fight against poverty which CDWs must focus on and these include:
(a) promoting local economic development,
(b) identifying poor families and linking them with government programmes and services that could change their lives including facilitating formation about cooperatives,
(c) promoting public participation
(d) identifying vulnerable youths and link them with resources that could assist in their development.

Additionally, since the launch of War on Poverty Programme, CDWs have played a support role to the programme by:
(a) identifying poor households
(b) developing profiles of these households
(c) linking these households with government services
(d) monitoring progress regarding delivery, and
(e) preparing communities and mobilising them for participation in the Campaigns and other activities in this regard.

![CDWS supporting the War on Poverty Programme](image)

(iii) **Completion of a national CDW Skills Audit**: In collaboration with eight provinces (except Gauteng), the CDW programme have completed a comprehensive skills audit which identifies the further training needs of CDWs. Gauteng could not participate in the DPSA process given that they were already implementing a Provincial Skills Audit. PALAMA and DPSA have collaboratively embarked on a process of developing a training module for CDWs, which will serve as a just-in-time intervention to address urgent training needs for CDWs to be able to effectively execute their daily duties. The training module was piloted in the Free State province in March 2011. In order to enable CDWs to embark on further education opportunities, a competency framework has been developed to guide institutions of higher learning in the design of curricula for Community Development qualifications.
(iv) Capacity Building within the South Africa-India agreement: A total of 131 CDWs has been trained in India as part of the Indian Technical Economic Development (ITEC) programme. In 2005/2006, 29 CDWs were trained in India; 16 were trained in 2007/2008; 67 in 2008/2009; 19 in 2009/2010; and 64 applications were received in 2010/2011.

(v) Benchmarked Job Descriptions for CDWs: A benchmarked job description and performance agreement standard has been developed to enhance the evaluation and determination of the performance of CDWs. This assists in determining the impact and contribution of the CDWs as well as shaping their career-path.

(vi) Implementing the “Know Your CDW” Campaign: To promote the work of the CDW programme and build relationships with key stakeholders in the programme, the “Know Your CDW” Campaign was developed and implemented at both national and provincial levels. This includes producing booklets and pamphlets on the CDW programme as well as discussions about the purpose, objectives and functioning of the programme on community radio stations.

(vii) Completion of a national survey on the status quo of the CDW programme: In 2007 a national CDW study was commissioned and completed by DCOG, assisted by the German Development Cooperation (GTZ), members of the CDW National Task Team (NTT) and the DPSA. The objectives of the study was to assess (i) the relevance of the objectives of the programme since its inception, (ii) the role of the three spheres of government in the implementation and coordination of the programme, (iii) the levels of political and administrative support to the programme and (iv) the extent to which the programme had brought government closer to citizens.

(viii) Completed research on the review of the CDW programme: In 2008 the DPSA commissioned and completed a study on the review of the CDW programme with the objectives of (a) reviewing the implementation of the programme, (b) determining the impact of the programme, (c) determining to what extent the founding objectives of the programme have been achieved and (d) what interventions are required to enhance the effectiveness of the programme.

(ix) Development and distribution of Grassroots Innovation: The Grassroots Innovation case study booklet is published and disseminated annually. The booklet captures the best case studies received from CDWs in different provinces with regards to service delivery improvement interventions. Since 2007, more than 50 000 copies of the publication have been distributed to communities to demonstrate the work of CDWs in improving the living conditions of South Africans.

The CDW programme is also faced with the following challenges:

(i) Variances in the implementation of the programme by provinces: The CDW programme was introduced as a nationally coordinated programme, implemented by the provinces and operating at municipal/local level. Since the inception of the programme, it has become apparent that provinces interpreted the purpose and objectives of the programme differently and that there is not necessarily a common understanding amongst stakeholders responsible for the implementation of the programme about how the programme should be implemented within the provincial and municipal sphere.

* It should be noted that some of the challenges mentioned in this section stem directly from the prior implementation of the programme without legal framework or clear policy.
(ii) **Funding challenges and limited resources for CDWs:** Disproportionate and inadequate financial resources for the programme are ongoing challenges. The question of who should be responsible for the funding of the programme also has to be resolved as it is having a negative impact on the implementation of the programme.

(iii) **The number of CDWs employed:** Lack of distribution of CDWs in all municipal wards is a challenge. For example, KwaZulu-Natal has 771 municipal wards and only 368 CDWs.

(iv) **Career-pathing for CDWs:** All CDWs have completed a compressed learnership training of 12 months at NQF level 4. This is the minimum entry requirement for the programme. All CDWs are employed at one salary level, namely salary level 6. There is a need to set forth a progressive career path for CDWs in the public service.

(v) **Relationship between CDWs and ward governance structures:** In some wards, the relationship between CDWs, ward committees and ward councillors are tenuous. This is as a result of, inter alia, poor communication, mistrust, the influence of local political dynamics and a general misunderstanding about their specific roles and responsibilities with regards to citizen engagement. This situation, if unresolved, renders CDWs politically vulnerable.

(vi) **Poor CDW programme support by the sector departments:** Not all sector departments understand and support the work of CDWs with regards to the facilitation of service delivery improvements. This presents a serious challenge for CDWs who are required to refer service delivery blockages to the relevant sector department for interventions.

**SECTION FIVE:
KEY FOCUS AREAS FOR THE FUTURE**

To enhance the service delivery and poverty reduction impact of the CDW programme, the programme has been re-aligned in 2010 to incrementally focus on the following four areas:

(i) **Food Security:** A national programme will be developed to facilitate the processes of ensuring that communities in the identified wards have access to land for food production from municipalities and Traditional Authorities. The programme will further advise the individual households on how to start their own food gardens for self-reliance. For sustainability, the CDW programme will facilitate the process in which the produce from the food gardens will be utilized by community-based organizations involved in HIV/AIDS initiatives and early childhood development programmes and other initiatives such as feeding schemes.

(ii) **Early Childhood Development (ECD):** CDWs will identify children who are supposed to be in the ECD programmes but are at home and link them with the créches that are funded by the Department of Social Development (DSD). These children will be able to access government services such as immunization and the administration of ARVs where necessary. This will in turn be contributing towards the achievement of one of the Millennium Development Goals, i.e. reduction of the under-five mortality rate. CDWs will further identify the unregistered créches and link them with DSD for registration to ensure that all créches become the centres of excellence for the sustainable human development which will contribute to the improved pass rate of the grade 12 learners and the achievement of the goal of a better life for all.

(iii) **HIV and Aids:** CDWs will contribute to the national HIV/AIDS awareness campaign by disseminating relevant information on the prevention and management of the HIV and AIDS infected and affected people. They will further encourage communities to participate in the national voluntary testing and counselling campaign. CDWs will work with other government departments and civil society structure to ensure that the affected and infected people participate in other poverty eradication programmes.

(iv) **Social Protection:** CDWs will focus on empowering the rural and farming communities by intensifying the social grants registration drive in these communities (old age, child support and disability grants). This approach will ensure that CDWs are utilised in the War on Poverty Programme as the community-based development change agents instead of public service data collectors.
CONCLUSION

CDWs are a fundamental building block of the developmental state as their work is primarily aimed at accelerating service delivery by taking government services to communities. This service delivery thrust of the Community Development Workers programme puts it in line with governments Medium Term Strategic Framework (MTSF, 2009-2014) which is rooted on the revitalisation and renewal of government in terms of how it goes about with its tasks and how it encourages and values citizen participation in development.

The future emphasis of CDW programme will be on CDWs facilitating citizen engagement to ensure that government departments intensify their public participation initiatives in policy making and service delivery improvement. At present, CDWs are capacitating citizens to know their service rights and responsibilities; and also encouraging and mobilising communities to participate in government’s service delivery and development programmes such as government outreach programmes and municipal IDP and budget processes.

The re-alignment of the CDW programme in 2010 has seen the intensification of the programme in mobilising the youth and women to actively participate in government service delivery programmes; the War on Poverty Programme; promoting local economic development and sustainable livelihoods. This strategic re-alignment has enabled the programme to contribute more effectively to the realisation of the objectives of the MTSF.

To strengthen, coordinate and address challenges facing community development practitioners and public participation officials in government, there is a strong need to create a legal framework to regulate the functions of these practitioners. Hence, the DPSA is developing Regulations on Community Development and Public Participation for officials in the Public Service. This set of regulations will provide a basis for the Community Development Workers programme policy framework.

Overall, the work of CDWs has positively changed the living conditions of many vulnerable South Africans. The programme’s re-alignment of 2010 and participatory service delivery thrust for the future will ensure that it continues to improve the living conditions of many more South Africans.

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