COMMUNITY DEVELOPMENT WORKERS

DISCUSSION DOCUMENT

SEPTEMBER 2004

WESTERN CAPE PROVINCIAL GOVERNMENT

DEPARTMENT OF LOCAL GOVERNMENT

1. INTRODUCTION

1.1 Mandate

In February 14, 2003 the President in his "State of the Nation" address that outlined the need and commitment to establish a system of community development workers.

> *"Government will create a public service echelon of multi-skilled community development workers (CDWs) who will maintain direct contact with the people where these masses live. 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. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices"*

This programme was formalised by National Cabinet, the Presidential Coordinating Council and Provincial Government. A Handbook for Community Development Workers is being finalised by the Ministry of Public Services and Administration. In a meeting of stakeholders convened by MEC Fransman (July 30, 2004) on behalf of the Premier, a Reference Group was formed to refine the draft `Discussion Document'. The Reference Group comprises of:

- Pauli Weideman (Department of Local Government and Housing)

- Kam Chetty (Cape Winelands Municipality)

The group was expanded by request of MEC Fransman with:

- Alan Roberts (Nominated later from the Office of the Premier)

- Richard Dyantyi (MPL Western Cape)

The mandate of this team is primarily to refine the Draft Policy Document for Community Development Workers and issues arising from this. The key issues examined by the team include:

- Refine the Policy Document for the Western Cape;

- Outline a timeline with key milestones for the implementation of the CDW Programme;

- Establish a task team to make proposals for the course content; and

- Finalise the institutional arrangements that arise from the Discussion Document.

1.2 Context

Since the "President's State of the Nation" address, Government, driven by the Ministers of Public Services and Administration and the Provincial and Local Government, piloted the CDW programme in selected provinces and developed a strategic approach to – in the medium term – integrate CDWs into the Public Service in a sustainable manner. The CDW programme is a particular model of Governance that strengthens the interface between government and citizens, with specific objectives of increasing the effectiveness, accountability, and transparency of government. In essence, the CDW programme will give effect to a sustainable and "contractual" partnership between Government and the community.

In coordinating a strategic national approach, a Handbook on Community Development Workers (CDWs) is in the process of being developed. The Handbook is designed to facilitate a nationally coordinated programme that impacts on Provincial and Local Government. The draft handbook is designed to

maximise national alignment and fosters a nationally co-ordinated and relatively uniform programme. At the same time these national guidelines allows for flexibility in certain areas to accommodate for provincial specificities. This Discussion Document of the Western Cape, has as it point of departure the Draft Handbook on Community Development Workers, and is developed for the Western Cape Department of Local Government and Housing.

Since the Presidential announcement numerous municipalities and departments have began to implement a system of CDWs. However, the implementation, albeit a number of innovative initiatives, is uneven and uncoordinated sustaining the inequitable access to public services. An uncoordinated approach will create confusion in roles, status, remuneration, differing entry and skills requirements, and so on. Such an approach will undermine the concept and the objectives of the CDWs. It is thus critical that the Province implement a well structured and coordinated framework for the implementation of CDWs. The framework will provide guidelines that will standardise the CDW implementation that is consistent and complements the national programme and will complement and add value to the current initiatives.

If implemented appropriately, the introduction of CDWs will significantly change the manner in which government and the public sector will operate. The benefits of the CDW will be best achieved when government re-orientates and repositions itself to effectively to engage with the CDW programme in a positive manner. Internalising and accepting CDWs as part of a new approach to governance will contribute significantly towards accelerating service delivery and development in the next decade. It is critical therefore that we understand and unpack the elements of this repositioning, and prepare to change our institutions intrinsically and extrinsically to maximise the impact of the CDWs.

2. RATIONALE FOR COMMUNITY DEVELOPMENT WORKERS

South Africa's constitution reflects a commitment to establishing a developmental state and participatory democracy. In this context, much progress has been made by government in increasing public investment and service delivery since 1994. The remaining challenges in the second decade of democracy are to address poverty and inequality in an accelerated and sustainable manner. The introduction of CDWs is designed to address institutional gaps in order to meet the constitutional mandate as well as accelerate service delivery and promote investment. These include:

- Improving the relationship between government and communities with specific reference to:
    - Improving information dissemination and addressing communication diseconomies;
    - Gearing public resources through mobilising community resources and knowledge;
    - Facilitating ongoing interactive engagement between government and communities;
- Targeting and 'envoicing' vulnerable communities and social groups, to address inequitable service delivery.
- Enhancing co-ordination efficiency, resource deployment and efforts of all levels of government; National, Provincial and Local.
- Complementing capacity gaps of government at the cutting edge of delivery, particularly at local government levels.
- Deepening the culture and quality of participatory governance.
- Facilitating citizenship and citizen awareness.
- Promoting innovative participatory development.

2.1   What Are Community Development Workers?

Community Development Workers (CDWs) are community-based resource persons to help fellow community members to obtain information and resources

from service providers with the aim of learning how to progressively meet their needs, achieve goals, realize their aspirations and maintain their well-being. They are participatory change agents who work with and within communities in which they live, to foster the implementation of Government's programmes. The CDWs are accountable to Government and supported financially and functionally by a range of government spheres and departments.

Although specifically trained and certificated for their role, they have a shorter training than professional development workers who receive tertiary education. The training will be designed to provide core skills in community development and community engagement.

2.2   The Role of CDWs

The CDW programme strengthens the interface between government and citizens. The overall objectives are to accelerate development and service delivery programmes of government through strengthening the partnership between government and communities.

- Disseminate government and other information to community members in a timely and equitable manner;
- Listen and receive feedback and directing this appropriately to providers;
- Identify and mobilise community resources and energy to facilitate the implementation of government programmes;
- Supervise work teams of volunteers or community members involved in community projects such as those employed on public works programmes;
- Assist communities in understanding, developing and submitting Integrated Development Plans to municipalities and other spheres of government or donors;
- Coordinate inter-departmental programmes and encourage improved integration at community levels;

- Maintain ongoing liaison and collaboration with various community-based organizations and other community-based workers;
- Promote the principle of Batho Pele and community participation;
- Alert communities and other service providers to problems and delays in the delivery of basic services;
- Assist in the implementation of government programmes and projects where possible;
- Liaise and advocate on behalf of communities with government, parastatals, NGO and private sector donors;
- Monitor and evaluate the impact developmental government projects and programmes have on communities and submit a report to the relevant structures of government (local, provincial and national);
- Assist local communities in dealing with the HIV/AIDS pandemic by intensifying education and awareness on HIV related matters;
- Help government in its efforts to realise the People's Contract of a better life for all.

The CDWs are not a parallel level of government that replaces the public sector's role in ensuring the socio-economic development of communities, nor are they a magic solution to all the challenges faced by government. Their role is to work with government to address the development challenges. In essence, CDWs will act as resourceful, dedicated agents at community level by improving accountability to, and contact with all levels of government in order to address the challenges facing development and service delivery.
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2.3   Attributes of Community Development Workers

The Community Development Workers:

- live in communities in which they work;
- show respect towards the people, their norms and values;

- be disciplined and accountable;

- be willing to learn from communities and all levels of government;

- realise that they are dealing with a dynamic entities;

- acknowledge the accepted leaders;

- are open about their positions and tasks;

- get to know the people and their circumstances;

- deepen their insight into people's needs and resources within the communities;

- begin to identify local community structures with which they will work;

- promote the notion of partnership between themselves and local structures of government (e.g Ward Committees); and

- act in one or more of the following ways, exchange information, guide, provide expertise, enable, advocate and catalyse action.

Residence: The initial contact or community entry phase is of crucial importance and involves the Community Development Worker entering into the social life experience of that community. This is easier if the Community Development Worker is already a member of the community. The Community Development Worker's entrance should not disturb the rhythm of the community, and often this phase is referred to as "look, listen and learn". People need to get to know the Community Development Worker before they will accept her/him. Showing compassion makes the process of this acceptance easier.

Information Conduits: Community Development Workers (CDWs) are information conduits and empowering facilitators, working within a supportive framework, having adequate management support and access to resources so that they can effectively support or supervise community members working in community-based projects to develop local assets and resources. Support for their work is provided by mentors known as Community Development Supervisors (CDSs), who in turn are managed by Community Development Managers (CDMs), who are employed by the Province.

2.4 The Nature and Scope of the Work of CDWs

Community Development Workers work with and assist communities by **collaborating with all government departments and spheres** that are responsible for the implementation of projects and programmes at local level. This includes among others the departments of:

- Public Works (Expanded Public Works Programme).
- Transport (road infrastructure programmes).
- Social Development (poverty alleviation programmes).
- Provincial and Local Government (LED programmes, MIG, FBS, ISRDP and URDP).
- Agricultural and Land Affairs (agricultural and land reform programmes).
- Housing (provision of houses and subsidies).
- Health (primary health care facilities, Community Health Workers and HIV/AIDS programmes).
- Water Affairs and Forestry (water and sanitation).
- Trade and Industry (SMME`s support programmes).

2.5 Key Competencies

Communication and inter-personal skills:

This refers to the ability to communicate effectively and in an understandable way without defeating the purpose of communication.

Cultural Sensitivity:

Being able to respect the culture, values and customs of the community, recognizing the important role cultural, historical and social factors play as an integral part of balanced development.

Adult education skills:

Being able to teach experientially using participatory techniques

Programming and Development Skills:

The ability to plan, manage, implement, monitor and evaluate programmes in a wide array of developmental disciplines such as water supply, agriculture, infrastructure development, health, education, social development, environmental protection, forestry, transport, housing, sports and recreation.

*Personal Attributes***:**

Self-motivation, flexibility and ability to work in a team on participatory projects.

Added advantages:

Computer literacy, research skills, driver's license, and other attributes.

3. SELECTION OF CDWS

The CDW programme will be implemented within a national policy framework, but there is a degree of flexibility in how individual pilot provinces will implement the programme given their resources and local conditions. CDWs will be recruited through a **formal advert placed at municipal notice boards**. **After a screening process, successful applicants will enter into the learnership**

programme. Prior Learning will be recognised and is important in determining how long the learnership will be. Not all learner CDWs will need a full 12 months to complete the learnership and earlier exit based on prior learning is possible. After completing the one-year learnership the learner CDWs **will be eligible for formal employment in the Public Service**. During this period learner CDWs will be paid a stipend determined by the degree of prior learning they have.

The **pre-selection process** is crucial to facilitate acceptance of the programme and the CDWs. This will include:

- Finalising a Provincial Framework for the CDW Programme after consultation with National Stakeholders;
- Communicating this framework with Local Government leaders and officials;
- Communicating the framework with councillors, ward committees, community organisations and community leaders;
- Setting up the necessary institutional mechanisms to implement the programme.

3.1 Recruitment Process

After the pre-recruitment communication process, the recruitment process will include the following:

- Recruiting the CDW Head or Chief Officer (CO) through the Provincial recruitment policies;
- Recruitment of Regional Managers;
- Advertising on municipality bulletin boards. The advert will clarify the areas/wards, the requirements and the main functions for the learnership agreement;

- A Selection committee made up of CDW CO, CDW Regional Manager from the respective regions, one provincial departmental representative, SETA, and local government representatives from the respective districts and local municipality. (require clarity on the DPSA role);
- The selection committee will recommend to the MEC for Local Government and Housing appropriate candidates in order of preference, who make the final decision;
- Learnership agreements will be concluded.

Not all learner CDWs will automatically be appointed to permanent positions in the Public Service. This will depend on the number of vacancies which departments have been able to secure for CDWs. Learner CDWs will have to go through the normal process of interviews in the Public Service to stand in line for appointment.

4. INSTITUTIONAL ARRANGEMENTS

The implementation of the CDW programme is coordinated by all three spheres of government at a National level. The Department of Public Service and Administration (DPSA) is entrusted with coordination for the inception and incubation period. The facilitation of relationships between the three spheres of government rests with the Department of Provincial and Local Government (DPLG).

Provincial Administrations will remain the employer of CDWs while the district and local municipality will, among other things, provide the workplace for CDWs and create the necessary environment for CDWs to perform their duties. Provincial Local Government Associations and the offices of the **speakers within municipalities** are the key catalyst in ensuring the creation of an enabling environment for CDWs.

4.1. Institutional And Support Framework For CDWs

A comprehensive support structure ranging from national to local level is a pre-requisite in order for the programme to succeed. Experience has shown that the main reason that national programmes deploying community based workers fail is because of **inadequate attention to the provision of institutional support such as adequate training, technical expertise and close supervision**.

4.2   Role of National Government – Defining Programmes and Standards

The national sphere of government has the major responsibility for guiding the implementation of the programme and establishing equitable funding arrangements and a standardised approach, including inter alia:

- Commissioning research and evaluation.
- Liaison with treasury and other departments regarding funding.
- Promoting intersectoral collaboration.
- Formulating policy, creating an enabling legislation and developing of strategies for CDWs.
- Preparing model job descriptions, application procedures and performance standards.
- 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).
- Setting up a rigorous reporting and monitoring system.
- Strengthening the periphery through capacity building in cooperation with other sectors.
- Generating generic printed materials to support information and training.
- Facilitating communication between the different spheres of government.

- Organising/sponsoring national conferences on development.

4.3 Role of the Provincial Government – Managing, Communication, Monitoring, Integration and Support

Provinces have the important role of adapting national guidelines to specific target districts and adapting generic approaches to specific language and cultural needs. It has the **specific role of engaging with training institutions** to provide both facility and community based training for development personnel mentioned in this document. Being in an intermediate position between national and local spheres of government, its role in liaison and communication is particularly important.

- Liaison with the national and local government spheres of government.
- Coordination among provincial government departments.
- **Receiving and directing information to the relevant national and provincial departments, as well as local government.**
- Promoting intersectoral collaboration at district and local level.
- Establishing training capacity in concert with educational service providers.
- Commissioning training required for the Province.
- Building capacity among personnel to understand the value added by CDWs, and responding effectively to the issues raised by the CDWs in a sustainable manner.
- Providing publicity for the programme, and liaison with media.
- Allocation of funding to municipalities and monitoring disbursements.
- Performance monitoring.
- Adaptation of materials to cater for the provincial language and cultural differences.
- Providing logistics support to municipalities.
- Organising learning seminars for community based practitioners.

- Administration of procedures.

4.4   Role of Local Government – Coordination and Training

Local municipalities which are in the forefront of driving CDWs will coordinate their efforts to promote participatory direct democracy in Ward Committees. This will take the following forms:

- Mobilising stakeholders at ward level to understand and support the role of CDWs.
- Repositioning local government to support, engage with and respond to the issues raised by the CDWs.
- Mandating the municipal Regional CDW Manager to oversee work of CDWs.
- Providing accommodation and institutional support to CDWs.
- Provision of information on the local government services to CDWs.
- Coordination of submission of CDWs' reports to the province, through the CDW regional manager.
- Supporting the Provincial monitoring and evaluation of the activities of CDWs.
- Profiling and publicising the work of CDWs after approval from the CE of Provincial CDW Programme.
- Providing mentorship to CDWs during learnership.
- Creating an enabling environment for CDWs.
- Ensuring that CDWs are affectively integrated into the work ethos of municipalities.

Although the CDW project has many stakeholders, it is nationally and provincially **managed** but locally driven. Its success depends squarely and entirely on coordination within and among municipalities in the Metro and Districts, and the level of commitment municipalities attach to this presidential priority.

4.5   Terms of Reference of each Department in the Implementation of the CDW Programme

Each sphere of government has an important role to play. Intersectoral collaboration within each of these spheres and between the spheres is equally critical. Some of the critical elements and roles of different department are outlined below:

4.5.1 Department of Public Services and Administration (DPSA)

DPSA is entrusted with:

- Determination of broad, standardized recruitment and implementation;
- Facilitation of appointment of service providers framework for learnership;
- Mobilisation of funds and resources in association with DPLG;
- Ensuring review of CDW learnerships;
- Facilitation of support in terms of platform for CDWs;
- Coordination and appointment of service providers for CDWs;
- Coordination of CDWs during inception and incubation period;
- Chair and provide secretariat function for CDWs;
- Monitoring the CDW and report to Cabinet, PCC and G&A Cluster;
- Staging of CDWs' national conference; and
- Coordinating the development of a national learnership framework on CDWs.

4.5.2 Department of Provincial and Local Government (DPLG)

With its competencies which cover the two spheres of government, provincial and local government, DPLG will take responsibility regarding:

- Stakeholders' mobilization and management;
- Coordination of the development of a deployment framework;
- Profiling and advocating CDW intervention;
- Facilitation the development for a policy framework on CDWs;
- Monitoring the appointment of service providers for CDW learnership;
- Mobilization of funds and resources in association with DPSA;
- Providing guidance on learnership for CDWs;
- Rendering assistance in the development of communication materials and themes for CDWs;
- Ensuring quality control of learnership;
- Interact with stakeholders on CDWs;
- Monitor and report to cabinet, PCC, and G&A Cluster on CDWs intervention;
- Coordination of CDW activities subsequent to inception phase;
- Coordination of annual conference on CDWs;
- Commissioning research, evaluation and surveys on CDWs;
- Drawing of linkages between CDWs and other initiatives;
- Ensuring review of CDW learnerships; and
- Monitoring of the implementation of the resolutions of the CDW national workshop.

4.5.3 Department of Labour (DoL)

The scope of DoL with regard to CDWs is limited to:

- Providing national framework on CDW learnership;
- Ensuring quality control on CDW learnership;
- Participation in the review of CDW learnerships; and
- Developing learnership contract for CDW.

4.5.4 National Treasury (NT)

- Mobilize funding for CDW;
- Providing support to the CDW task team on financial aspects, and advice provinces accordingly;
- Compiling report to budget committee on CDWs; and
- Participation in CDW Task Team.

4.5.5 South African Management and Development Institute (SAMDI)

- Participation in the identification and appointment of service providers;
- Rendering technical support on CDW learnership;
- Ensuring quality control on CDW learnership;
- Ensuring review of CDW learnership; and
- Participate in CDWs Task Team.

4.5.6 Government Communication and Information System (GCIS)

- Providing guidance on communication themes for CDWs;
- Profiling of CDWs;
- Developing communication frameworks for CDWs together with DPSA and DPLG; and
- Monitoring implementation framework for CDWs.

4.5.7 South African Local Government Association (SALGA)

- Participation in the selection of CDWs and service providers;
- Facilitating the creation of an enabling environment for the deployment of CDWs;
- Development of deployment framework for CDWs;
- Facilitation of implementation of learnerships for CDWs;
- Monitoring the delivery of CDW learnerships;

- Mobilisation of municipalities on CDWs;

- Profiling CDWs together with DPSA and DPLG;

- Compiling reports on CDWs;

- Coordinating the staging of CDW national annual conference in conjunction with DPSA and DPLG;

- Commissioning research and CDWs surveys with DPLG and DPSA; and

- Mainstreaming CDWs in the work of municipalities.

4.5.8 Local Government and Water Seta

- Providing CDW mentors;

- Development of CDW learnership and unit standards;

- Providing funding for CDW learnership;

- Monitoring and review of CDW learnership;

- Compiling of report on CDW learnership;

- Ensuring quality control on CDWs learnership;

- Coordinating appointment of CDW service providers; and

- Monitoring the work of Service Providers on CDW learnership.

4.6 PROVINCIAL INSTITUTIONAL FRAMEWORK

3.6.1 POLITICAL LEADERSHIP AND OVERSIGHT

(a) The Premier's Office

The Premier is politically accountable for the CDW programme, and provides overall leadership and ensures that the programme is politically and strategically aligned with the **overall National and Provincial strategy and goals**. The Premier will be fully informed of the programme's strategic activities and performance. The programme's impact will be regularly discussed at Cabinet level.

(b) MEC for Provincial Local Government and Housing

The strategic executive and operational functions are delegated to the MEC for Provincial Local Government and Housing. This will strengthen vertical alignment and coordination between Provincial and Local Governments in the province. To facilitate this the MEC will establish and chair, on behalf of the Premier, a CDW PROVCOM.

The CDW Provcom will comprise Mayors and their managers, the CDW Provincial Co-ordinator, Provincial HODs, the CDW CO and Regional Managers to facilitate the execution of the programme (Include the DG where necessary). This forum will consider the execution progress, alignment and ongoing reform of the CDW programme - in line with national and provincial strategy. It will also evaluate the support that must be provided by the department to local government and the CDW programme.

It will manage the ongoing political/policy development and implementation dynamics of the CDW programme at the intergovernmental and local government level.

(c) District and Metro Committees

The District and Metropolitan municipalities will establish committees, chaired by the respective executive mayors. These CDW committees (CDW Discom/Metcom) will coordinate implementation support at the metro and district level. Further, the need to drive the reorientation of government at the local level to engage, accept and support the CDWs is critical at this level of government. The success of the CDW programme is largely dependent of the support (information, institutional, capacity, etc) provided by municipalities, and the willingness of local government to respond effectively to the issues raised by CDWs. The role of these CDW Discom/Metcom is therefore crucial the success and sustainability of the CDW programme Moreover the CDW programme is designed to improve the effectiveness and responsiveness of government including local government.

These committees will comprise the Mayors, Speakers and Ward Councillors. The Discom/Metcom will be responsible for overseeing the implementation at the metro and district wide level. This forum will implement the policy and institutional decisions taken at the Provcom level. These levels will also monitor the progress with implementing the issues raised by CDWs, providing reports to the CDW CO promptly.

(d) Mayoral Committees

The municipal mayoral councils are responsible for monitoring service delivery and development targets. The CDW programme will raise issues and opportunities that have direct relevance to the functions and responsibilities of local government. It is therefore imperative that the Mayoral Committees support and monitor the CDW implementation, and deal with the reports received by the CDWs at the respective municipal level on a regular basis.

(e) Ward Level

The CDW programme is designed to improve the effectiveness of government at all levels including at ward levels. While the CDWs will support the work of government at ward levels, the CDW is accountable to and is managed by the CDW Regional Manager. It is important to note, that the CDW is responsible for programmes that include provincial and national programmes, and is not limited to local government programmes. To facilitate integrated intergovernmental interaction with the communities, the CDW's activities are managed by the regional manager, under the direction of the MEC for Local Government and Housing.

On specific ward level issues the CDW will raise these issues and opportunities at ward committee meetings. The ward councillor will facilitate resolution of a specific problems or implementing a development programme, which is of direct relevance to the municipality using the governance processes of the respective municipalities. (NB: The importance of reorientating local government to effectively engage with the CDW programme at an institutional level) The CDW will provide regular reports on local, provincial and national issues to the regional manager. These regional reports that have specific relevance to municipalities will be provided by the regional managers to the respective mayors, and simultaneously to CDW CO.

5. ACCOUNTABILITY

The Provincial Premier is politically accountable for the CDW programme. The executive accountability is delegated to the MEC for Local Government and Housing. The programme will be managed in compliance with national and provincial legislation. Of specific importance is compliance with the PFMA and MFMA where appropriate.

5.1 CWD Provincial Co-ordinator

The Premier will appoint a **Provincial Coordinator** who is responsible for interdepartmental coordination, harmonisation of the CDW programme with strategic programmes managed by the Office of the Premier, and providing regular reports to the Premier's Office. The Provincial Co-ordinator is responsible for transversal (horizontal) coordination to improve the program's efficacy, enhancing value added through an integrated (interdepartmental) approach, and co-ordinating the strategic priority elements that have been identified by the Premier (or Premier's Priority Programmes/Strategy).

The co-ordinator will report to the Premier or Chief of Staff in the Premier's Office, and will be responsible for integrating the CDW programme with other programmes and reports (and formats) in the Premier's Office.

5.2 The Office of the Provincial DG

As Accounting Officer, the Provincial DG will be responsible for ensuring that systems, policies and procedures comply with the statutory provisions. The DG will ensure and assure that the required due diligence is applied in complying with the requisite statutory provisions. The DG, assisted by the Provincial Coordinator, will chair the CDW Provtech.

5.3 CDW Chief Officer

The MEC for Local Government and Housing will appoint a CDW Chief Officer (CDW CO) at a senior management level (Director or Upwards). The CDW CO will be responsible for the overall administration and management of the CDW programme and will be accountable to the MEC. The CDW CO will be responsible for the management, implementation, support, capacity, information management and providing institutional infrastructure. The CDW CO will be assisted by support staff, CDW Regional Managers and departmental staff. The CO will receive reports, synthesise these reports and provide appropriate reports to the MEC, CDW Provincial Coordinator, CDW Provcom and National Government forums.

5.3.1 CDW Regional Managers

CDW Regional Managers (CDM) will be employed one for each of the five Districts and Metro, a total of six CDMs for the Province. They will be responsible for managing the CDWs at a district and metro level. The CDM will be based in the office of the Mayor (or Municipal Manager). This person will be responsible for overall management, administration, implementation, supporting initiatives and programmes of CDWs at a metro/district level. S/he will report to the CDW CO, receive reports from CDWs, synthesise and direct the relevant information to the CDW CO and respective mayors.

5.4 CDW PROVTECH

A CDW Provtech will be established as an interdepartmental **technical forum** to manage the horizontal alignment and management and to facilitate vertical coordination at the **technical level**. The Forum will be chaired by the Provincial DG, and supported by the Provincial Co-ordinator and CDW CO. The forum will comprise of the Provincial HODs, the provincial heads of national departments, CDW CO and Regional Managers, and municipal managers of the Districts and Metro. The

6. MONITORING AND EVALUATION

The following guidelines are applicable in the effective monitoring and evaluation of this initiative:

- Monitoring and evaluation are complementary processes undertaken to assess progress and achievements. Monitoring and evaluation are an absolute necessity and an integral part of a sound community development project.
- Monitoring focuses mainly on progress in regard to input, process and output indicators. Good record-keeping is a pre-requisite for monitoring and makes evaluation easier and more meaningful.
- Evaluation places greater emphasis on outcomes/effects and impact indicators. In the early stages evaluation is formative and used to make modifications to the project. The last stages of evaluation are summative and may need to make judgments on the effectiveness of the programme.
- Both qualitative and quantitative assessments are important.
- As far as possible monitoring and evaluation should be kept as simple as is possible.
- It must be planned in consultation with all stakeholders.
- Stakeholders must be involved to ensure transparency and honesty.

- It must be used as a learning process which should enable communities to build on lessons learnt.

- All the participants in the community development project should be included.

- Evaluation should be both formative as well as summative. During the formative stage, it should focus on the process (actions, goals, learning process). It should use an Appreciative Inquiry approach where the strengths of the programme are reviewed to assess what can be done better, rather than on a problem oriented approach which focuses on rectifying programme failures.

- Evaluators must be sympathetic about mistakes and where possible reformulate them and acknowledge that people learn by mistakes; they should strive to be constructive and encouraging, emphasizing what could be done better rather than dwelling on failure. Community members involved should not be made to feel that they have failed, rather if there are shortcomings, participants should be encouraged to explore how existing strengths could be used to get even better results in future. Negative results must rather be reformulated as positive recommendations.

- To be meaningful, assessments need to be measured using pre-defined indicators. These indicators help to assess the flow of resources from inputs through outputs until this result in benefits.

DPSA and DPLG will monitor the application of the CDW policy framework and report to PCC, Cabinet and G&A Cluster. Coupled with DPSA, DPLG and SALGA will prepare an annual conference and status report on CDW.

Provinces will consolidate reports received from municipalities and forward them to DPSA and DPLG. Municipalities will compile reports on monthly basis and submit them to the province. An independent team will be appointed to evaluate the CDW initiative. Furthermore the CDW initiative will be subjected to periodic review.

7. CONCLUSION

In conclusion the following timelines are proposed:

No	ACTIVITY	Completion Date
7.1	Finalising a Provincial Framework for the CDW Programme after consultation with National Stakeholders	**September 2004**
7.2	Developing an institutional plan, funding and reporting arrangements, communication strategy	**September 2004**
7.2.1 7.2.2 7.2.3	DG – HOD reporting format HOD Local Government - Municipal reporting format TOR, Job Descriptions for staff and forums	**September 2004**
7.3	Communicating this framework with Local Government leaders and officials **Host Munimec**	 **End September**
7.4	Communicating the framework with councillors, ward committees, community organisations and community leaders **WC Local Government Provincial Consultative Assembly**	 **October 2004**
7.5	Setting up the necessary institutional mechanisms to implement the programme Finalisation of institutional structure, job profiles, financing, etc Cabinet Approval MEC Discussion with National Ministers responsible for the CDW programme	 **September 2004** **September/ October 2004**
7.6	Recruitment of CDW Programme Manager and Support Staff in the Premiers and MEC's Office	**September/October 2004**
7.7	Finalisation of Implementation Manual	**November 2004**
7.8	Task Team – Curriculum Development	**September 2004**
7.9	Finalisation of Learnership Framework and agreement – between Province and SITA	**November 2004**

7.10	Logistical Agreement	**September 2004**
	Framework for distribution of CDWs + agreement between Province, Districts and Local municipalities	
	Office accommodation and support.	**November 2004**
7.11	Recruitment process of CDWs	**November December 2004**
7.12	Induction and Training programme	
	7.1.1 Learners	**January/Feb 2005**
	7.1.2 Municipal Mayors, Councillors and Officials	

ANNEXURES

Premiers Office
CDW Programme

POLICY LEADERSHIP
OVERALL PROVINCIAL ALLIGNMENT: PGD Strategy, Ikapa
Elihlumayo, etc.

MEC Local Government Housing
Delegated Responsibility for Coordinating
CDW Programme

OVERALL EXECUTIVE AND OPERATIONAL ACCOUNTABILITY
STRATECIC POLICY DIRECTION
CONSIDERS REPORTS, PROGRESS, REFINEMENT

DISTRICT / METRO Committee
District / Metro Mayor Chair
Local Mayors, Speakers, Ward Councillors

IMPLEMENTATION: Facilitate Implementation
ALLIGNMENT: Align implementation with Provincial Direction
REPORTS: Discuss Reports and Monitors Progress

CDW Provcom
MEC Local Government – Chair
Metro and District Mayors
(CDW CO, Prov Coord, MMs,)

ALLIGNMENT: PGD Strategy, MINMEC, PCC,
Departmental Strategy, PAF
SUPPORT: Capacity, Coordination, Support
REPORTS: Assess progress, considers respective reports
and Sets Programmes Objectives

MUNICIPAL LEVEL
MAYCO

IMPLEMENTATION: Provide support and infrastructure.
REPORTS: Programme Implementation
MONITOR: Response to issues raised by CDWs, & Province.

WARD LEVEL
CHAIRED BY WARD COUNCILLOR

Ward Reports : Discuss and monitor implementation progress.
REPORT to appropriate municipal level and council meetings

Inter-Departmental Forum : DG Chair
Heads of Provincial Departments
CDW Coord + CDW CO (Sec)
Provincial Heads – National Departments + MMs

Implementation – Facilitation, Compliance and Due Diligence
Reports: Receiving, Progress with responses,
Information: Providing CDW CO information on department Programmes

CDW PROGRAMME
Chief Officer
MEC's office

Providing Strategic Direction
Overall Management, Implementation , systems and Municipality Capacity
Synthesise Reports and Trends – for MEC & Premier, Info Management
PAF and Paf-Tech

Provincial CDW Co-ordinator
Premier's Office

Interdepartmental Coordination
Premiers Strategic Priority Programmes
Integration in Premier's Office – Institutional and Reporting

6x REGIONAL CDW MANAGERS
(District/ Metro Mayors Office)

Regional Management and Implementation
Support and Co-ordination
Prepare Monthly Reports for CDW CO & Municipalities
Manage CDWs Programmes

CDWs

Located Municipal Offices
Assigned two wards
Provides Reports : Regional Managers, Ward Committees Meetings