South African Management Development Institute (SAMDI) Research Report

Evaluation of the Community Development Worker (CDW) Programme

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EXECUTIVE SUMMARY

In his State of the Nation address in February 2003, President Thabo Mbeki announced the creation of a new ''public service echelon of multi-skilled community development workers'' (CDWs) to act as the government's direct link to communities in order to promote democracy, social and economic integration, and social justice. The creation of CDWs is viewed as a very important initiative to bring government nearer to people and to enable it to respond to community needs. The Department of Public Service and Administration (DPSA) was tasked with finalising all human resource (HR)-related planning pertaining to the recruitment and selection of CDWs. The South African Management Development Institute (SAMDI) was delegated the responsibility of providing input into the development of a standardised job description and appropriate NQF level for this type of public servant. Training and development requirements for a learnership programme for CDWs were also delegated to SAMDI. Subsequent to the President's State of the Nation address a task team was established to take responsibility for the implementation of the CDW programme.

The overall aim of this research project was to evaluate the process of implementing the CDW programme through a learnership. The specific objectives of the project, therefore, were to evaluate the recruitment and selection procedures of the CDWs in order to ensure the best matching of people with the job description, review and evaluate the overall training intervention in order to determine its effectiveness in providing CDWs with the appropriate skills to perform their duties, define and augment the job description of the CDWs during the research and evaluation process in order to identify focused key performance areas and ensure effective service delivery, and evaluate the effectiveness of the service delivery by the CDWs in the communities where possible.

As the CDW programme had already been launched as a pilot project nationwide, the methodology of this project was very fluid. The involvement of institutions, the CDWs themselves, as well as the beneficiaries in the communities emphasises the participatory focus of the research methodology. Interviews were conducted with important stakeholders, a workbook has been developed for the CDWs to evaluate the programme themselves including recruitment and selection, training and deployment, and case studies have been conducted with beneficiaries in order to determine the effectiveness of CDWs interventions. However, owing to budget and time constraints a sample of only 348 CDWs from four provinces (Gauteng, KwaZulu-Natal, Eastern Cape and Limpopo) identified by the research steering committee were selected to take part in the study and only two case studies were conducted to determine the effect of CDWs in the communities.

The CDW programme is being implemented as part of a national policy framework, but the resources and local conditions of provinces within which it is being run are taken into consideration during implementation. At the outset of the

project, a comprehensive support structure at a national, provincial and local level was put in place in order for the programme to succeed. This support structure includes the Department of Public Service and Administration, the Department of Provincial and Local Government, the South African Management and Development Institute, the South African Local Government Association, the Local Government and Water SETA initially — now called the Local Government SETA, the Department of Labour, the National Treasury, and the Government Communication and Information System. The National Task Team serves as a forum for these stakeholders. The Department of Public Service and Administration (DPSA) and the Department of Provincial and Local Government (DPLG) co-chair the NTT. The terms of reference for each stakeholder are documented in the *Handbook on Community Development Workers in South Africa*. The importance of intersectoral collaboration is described in this handbook as equally critical.

The training for the pilot project was delivered by six selected providers. SAMDI indicated that the training should take the form of a learnership, and in collaboration with the LGSETA registered a learnership qualification with the South African Qualifications Authority (SAQA). This implies a learnership with local government as the lead employer.

The motivating at presidential level of the CDW programme conferred a number of **strengths** to it. It evoked an interest in all the parties, and everyone wanted to contribute their best. The major role players realised that this is an important endeavour and committed themselves to the planning, management and implementation of the pilot project. Although it took some time to sort out the relationships and the roles and responsibilities of the different stakeholders in the beginning, the establishment of the National Task Team can be seen as strength. This forum, apart from the problems that it has experienced, has allowed the different stakeholders to share ideas, discuss problematic areas and plan accordingly. An important feature of the programme was the establishment of the programme office at the DPSA. The programme office serves as a link between SAMDI and the ministry of the DPSA. These two stakeholders were brought together for discussions, and the process became more inclusive over time.

The pilot project is a good example of how the framework of the National Skills Development Strategy was effectively utilised through the Skills Development Act to get access to funds for training — National Skills Funds were secured for the pilot programme. The establishment of a national curriculum framework for community development work and a training programme through a learnership are seen as a big strength. This relates to the commitment of government to enable people to get access to accredited training and obtain accredited qualifications within the NQF framework in order to improve their employability over the longer term. The decision to use Further Education and Training (FET) institutions in the pilot programme strengthened the process in terms of learning infrastructure and expertise. It also introduced the learners to tertiary institutions that provided the learning environment and stimulated them to think about future career pathing. The well-established training providers chosen were also in the position to offer good support to the learners throughout the learnership. Most of the training is well aligned with the job functions of the CDWs. This programme can also contribute to

a high placement rate, as most of the learners will be employed by the Departments of Local Government in the different provinces after completion of the learnership.

The dedication of most of the selected learners in the sample is worthy of mention. This became evident through the focus-group sessions where they completed the workbooks, from feedback from training providers, as well as from the reaction of the beneficiaries in the two case studies. In fact the case studies suggested that, in some instances, CDWs moved beyond being a conduit and became the focal support person for the beneficiary.

Both case studies indicate that CDWs proved to be highly effective and responsive to the beneficiary, capable of following through on a case, from inception or notification of a problem to resolution, innovative in terms of the resolution and able to exhibit lateral thinking, and action oriented rather than only advising and channeling information, which appeared to be a pivotal value base for the beneficiary. Beneficiaries find CDWs particularly valuable mainly because of their hands-on involvement in assisting them.

Challenges arise from the management and implementation of the programme, as well as from the training of the learners. The nature of the CDW programme posed a big challenge. Since it was commissioned by the Presidency it created an immediate interest in a variety of stakeholders. This complicated the differentiation of roles and responsibilities and the co-ordinated planning and implementation of the pilot programme. The forum that was established for this, the National Task Team, was not formalised initially and it took a while to establish the necessary co-operative relationships. The lack of a consolidated reporting system further impeded this matter and led to the loss of valuable time and information.

The lack of understanding of a learnership by various role players caused some concern. As a result of this lack of understanding, the learners were exposed to a workplace where colleagues did not appreciate their role. Colleagues also did not understand their own roles in terms of supporting the learners. This was mainly because the mentorship training had not been put in place at the advent of the learnership. The lack of a mentorship scheme became one of the weakest links in the provision of the training of the CDWs. Local governments were not informed of the roles of mentors and coaches in time and were therefore not prepared when learners arrived at the workplace. This led to CDWs being underemployed or even misused in the workplace.

The recruitment and selection processes were not standardised. There was also a lack of standardised selection criteria. Furthermore, all training providers except UNISA were excluded from the recruitment and selection process. The training providers could, therefore, not apply a process of recognition of prior learning (RPL). This led to the extension of certain training in order to accommodate learners who found the training difficult. RPL is the backbone of lifelong learning and black empowerment. This emphasises the need for further research and extensive planning in this regard before the launch of the next CDW training and implementation initiative.

The training material contained a high volume of theoretical content and there was a demand on the provider to deliver a massive amount of content, which did not allow sufficient time for more practical work such as focus and discussion

groups. The learners experienced difficulties with applying the theoretical content of the training in the practical work environment. They also did not have enough time to absorb the theoretical material. The pilot CDW training programme follows the guidelines of a learnership and should therefore fully subscribe to a competency based and outcomes-based model of education, where the emphasis is on practical experience in the workplace

Although the National Skills Development Strategy framework is utilised, exit strategies and career pathing have not yet received enough attention. However, the focus groups with the learners revealed that they were able to identify related opportunities. This is mainly as a result of their exposure to the tertiary training environment and their awareness of the range of related training opportunities offered by these institutions.

In terms of the execution of their work it seems that, depending on the nature of the problem, the extent to which departments work with CDWs differs. There is inconsistency in understanding and accepting of the multi-sector role that CDWs can play — and the accountability to one another within the public service.

Certain parameters in terms of exiting a particular case were blurred. There tends to be no finality to a situation — especially where resolution (from the beneficiary's perspective) has not been attained. It is clear that CDWs form a valuable and much needed interlink as well as a direct support to a range of beneficiaries. In fact the case studies suggest that in some instances the CDW traverses being a conduit and becomes the focal support person over a longer term — this is contrary to their role as spelled out in their job description.

In the light of the above mentioned challenges some **recommendations** are proposed. The roles and the responsibilities of the different stakeholders should be revisited after the completion of the pilot programme. This exercise should lead to the refinement of roles and the focusing of responsibilities. Stakeholders must commit themselves to respect each other's responsibilities and expertise.

All the participators emphasised that the sustainability of the CDW programme is dependent on continuous endorsement at a political level. Marketing of the programme must be consistent and continuous so that an awareness of the programme can be sustained and the functions of the CDWs emphasised. This will help the CDWs tremendously in the execution of their work. Communities and government departments, therefore, need to deliver constant messages on the role and importance of the CDWs.

The CDW programme cannot be seen as a project. It must be part of the service delivery plan of consulting, identifying service delivery priority areas, and facilitating access to services. The programme should be embedded in the Integrated Development Plans (IDPs) at municipal level.

The recruitment and selection process should be standardised, and should include standardised criteria and tools for selection. Training providers should be included in the process in order for them to employ the RPL process.

A very important lever for success and sustainability is the mentorship concept. Supervisors and/or mentors should be appointed directly after the learners have been selected and workplaces have been identified. Experts working in the field at

municipal level should be involved. In this way a constant transfer of skills is also guaranteed and a following phalanx of experts is ensured for the future.

The framework in which funds are made available for the delivery of training should be streamlined in order to reach the providers and learners on time and without obstacles.

The model of education should be refined so that the appropriate ratio of classroom and workplace-based training can be achieved. Consideration should also be given to reducing the theoretical content of training in order for practical modes of learning to be improved as suggested by some of the training providers. The outcomes-based model of training should be fully practised.

The need for monitoring and evaluation cannot be over emphasised. This is necessary so that data can be obtained that could inform the improvement of recruitment and selection, training, deployment, and the impact of the programme over time.

BACKGROUND TO THE STUDY

INTRODUCTION

In his State of the Nation address in February 2003, President Thabo Mbeki announced the creation of a new ''public service echelon of multi-skilled community development workers'' (CDWs) to act as the government's direct link to communities in order to promote democracy, social and economic integration, and social justice by means of:

- Identifying the problems faced by those who are socially and economically excluded; and
- Tackling the problems identified so that socially and economically excluded communities are strengthened and are more inclusive and so that they are able to meet the needs of the broader community.

The undertaking of this initiative by the South African government has necessitated the identification and/or establishment of public-oriented structures capable of implementing an effective community-development programme.

The creation of CDWs is viewed as a very important initiative to bring government nearer to people and to enable it to respond to community needs. The Department of Public Service and Administration (DPSA) was tasked with finalising all human resource (HR)-related planning pertaining to the recruitment and selection of CDWs. The South African Management Development Institute (SAMDI) was delegated the responsibility of providing input into the development of a standardised job description and appropriate NQF level for this type of public servant. Training and development requirements for a learnership programme for CDWs were also delegated to SAMDI.

Subsequent to the President's State of the Nation address a task team was established to take responsibility for the implementation of the CDW programme. This task team went through a process of scoping and identifying the objectives of the programme. A sequenced approach to the implementation of the programme was adopted. This resulted in the drafting of a job description for CDWs, the recruitment and selection of CDWs, the identification of relevant training providers, and the training of the selected CDWs as part of a learnership programme. As a result of the programme, a group of approximately 1338 candidates as at September 2005 have completed this training and have commenced their work.

SAMDI has at this stage identified the need to evaluate the previous phases of implementation, as well as to undertake action research to assist in the further roll-out of the programme. At this stage of the programme it is important to make assessments that will identify successful techniques and to provide a valuable account of the lessons learnt in the process thus far. It is also important to ensure that any research that is conducted will involve direct collaboration with and participation of the various stakeholders. By ensuring a participatory action-research approach, it is anticipated that the community will be capacitated to interact more effectively with government itself through the iterative process of interacting with CDWs.

Because the CDW concept is viewed as a very important initiative to bring government nearer to communities and to enable it to respond to community needs, the success of the CDW programme will depend on the extent to which CDWs are trained to understand what the needs of the communities are. The success of this research project further depends on the level of participation of the relevant institutions, the CDWs themselves, and the beneficiaries in the communities. This participatory community-based development approach is necessary so that the intended communities are allowed to participate in their own development.

This first round of research outlined in the following section required all the relevant parties to work together in order to inform the framework and process for the research agenda in the coming years.

Objectives and scope

The overall aim of this project was to research, evaluate and document the process of implementing the CDW programme across national, provincial and local governments by applying, *inter alia*, a participatory action-research approach. The entire CDW programme entails: the recruitment and selection of CDW candidates; the training of the CDWs; institutional or inter-governmental linkages, processes and procedures for implementation; and service delivery to the citizens of South Africa. The specific objectives of the project, therefore, were to:

- Evaluate the recruitment and selection procedures of the CDWs in order to ensure the best matching of people with the job description;
- Review and evaluate the overall training intervention in order to determine its effectiveness in providing CDWs with the appropriate skills to perform their duties;
- Define and augment the job description of the CDWs during the research and evaluation process in order to identify focused key performance areas and ensure effective service delivery; and
- Evaluate the effectiveness of the service delivery by the CDWs in the communities where possible.

The scope of the research was informed by the current status of the programme and therefore included:

- Endogenous institutional arrangements such as training providers, national, provincial and local government;

- Community development workers as at September 2005, 1338 people were recruited, selected, and trained as CDWs; and
- Beneficiaries in the communities where the CDWs are deployed.

METHODOLOGY

As the CDW programme had already been launched as a pilot project nationwide, the methodology of this project was very fluid. The participatory research tasks outlined below reflect the need to evaluate some parts of the programme that were already implemented, while at the same time undertaking action research to assist in the roll-out of the rest of the programme. The involvement of institutions, the CDWs themselves, as well as the beneficiaries in the communities emphasises the participatory focus of the research methodology.

However, owing to budget and time constraints a sample of 348 CDWs from four identified provinces (Gauteng, KwaZulu-Natal, Eastern Cape and Limpopo) were selected to take part in the study and only two case studies were conducted to determine the effect of CDWs in the communities. The research activities within the limited budget are summarised below:

Task 1: Summary of existing literature

The literature summary is based on existing information that has already been collected by SAMDI. The knowledge base of the HSRC in the field of social capital and community development was also utilised to strengthen the literature summary (see Annexure B).

Task 2: Product evaluation

Task 2 involved the assessment of the different recruitment and selection processes and criteria that were used to identify the most suitable candidates to be trained and employed as CDWs. The outcome of this phase was not only the evaluation of the process of recruitment and selection, but also the creation of a framework for successful recruitment and selection in future.

This task also involved the review and evaluation of the overall training delivery (content and quality) in order to determine its effectiveness in providing learners with the appropriate skills to perform their duties. This included, *inter alia*, the evaluation of the following:

- The selection of training providers;
- The quality assurance of the applicable training material;
- The different types of training interventions, such as classroom and workplace interventions; and
- The applicability of the training — are CDWs equipped with the appropriate skills to perform their duties effectively?

The key informants for this task were the institutions and the CDWs. Interview schedules were prepared and used for gathering the relevant data.

Task 3: Process evaluation

Task 3 entailed the evaluation of the whole process, with the selected CDWs as the primary participatory agents. This process refers to the trajectory of the entire programme from the initial recruitment and selection phase, the formal training interventions and assessments, the deployment of the CDW at specific locations, to the final services delivery.

The key informants in this regard were the CDWs. A process of participatory action research was followed. A workbook with relevant evaluation questions regarding the areas listed below was developed for the CDWs. The following areas of focus were explored:

- Recruitment and selection — questions focused on the method of and criteria for this process;
- Training — questions focused on the training facilitators, venues, materials, methods, and assessment;
- Deployment — questions focused on the determination of resources that are available to support CDWs in their best possible location within the community;
- Delivery of service — questions focused on the goals of the CDWs, and the applicability of the training (are CDWs equipped with the appropriate skills to perform their duties effectively?).

Task 4: Beneficiaries

Task 4 primarily focused on determining the benefits of the service delivery by CDWs to the communities. The key informants were people in the community. Two case studies were conducted to collect the relevant data.

Task 5: Data analysis and presentation of results

The data was captured and the results were presented to the steering committee in the format of a power point presentation and a report.

OUTLINE OF THE REPORT

The rest of the report presents the context of the CDW programme with specific reference to the relationships between the stakeholders that planned, managed and implemented the pilot programme, their roles and responsibilities, the strengths of these relationships, as well as the challenges that faced them (Chapter 2). Chapter 3 discusses the training of CDWs through a learnership, while Chapter 4 focuses on the CDWs and reports their experiences of the whole process from recruitment and selection to the completion of the learnership and deployment. The two case studies on beneficiaries are presented in Chapter 5. The strengths and challenges of the programme are reported in each chapter and, therefore, Chapter 6 only offers the conclusions and recommendations in summarised form. The literature review is attached in Annexure B.

Please note that the terms ''community development worker'' (CDW) and ''learner'' are used interchangeably — many of the participants were still completing the learnership programme during the research.

STAKEHOLDERS INVOLVED IN THE PLANNING, MANAGEMENT AND IMPLEMENTATION OF THE COMMUNITY DEVELOPMENT WORKERS PROGRAMME

2

This chapter reports on the feedback from stakeholders such as the departments that were involved in the planning, management and implementation of the community development workers (CDWs) programme.

Introduction

According to the National Framework for Community Development Workers the rationale advanced by government for the creation of CDWs is as follows:

- Lack of skills at the local government level;
- The need for strengthening of integration and coordination;
- Inadequate information dissemination;
- Human resource and management challenges; and
- Lack of an organised voice for the poor between elections.

The CDW programme is being implemented as part of a national policy framework, but the resources and local conditions of provinces within which it is being run are taken into consideration during implementation. The National Framework for Community Development Workers proposes a process of recruitment and selection, training through a learnership, and possible placement in permanent positions in the public service.

At the outset of the project, a comprehensive support structure at a national, provincial and local level was put in place in order for the programme to succeed. This support structure includes the Department of Public Service and Administration, the Department of Provincial and Local Government, the South African Management and Development Institute, the South African Local Government Association, the Local Government and Water SETA, the Department of Labour, the National Treasury, and the Government Communication and Information System. The National Task Team (NTT) serves as a forum for these stakeholders. The Department of Public Service and Administration (DPSA) and the Department of Provincial and Local Government (DPLG) co-chair the NTT.

Relationships between stakeholders

The terms of reference for each stakeholder are documented in the *Handbook on Community Development Workers in South Africa*. The importance of intersectoral collaboration is described in this handbook as equally critical. The following section describes the terms of reference for the stakeholders.

Department of Public Service and Administration (DPSA)

- Determination of broad, standardised recruitment and implementation;
- Facilitation of appointment of service provider framework for learnership;
- Mobilisation of funds and resources in association with the DPLG;
- Ensuring of review of the CDW learnerships;
- Facilitation of support in terms of platform for the CDWs;
- Co-ordination and appointment of service providers for the CDWs;
- Co-ordination of the CDWs during the inception and incubation period;
- Chairmanship and provision of secretariat function for CDWs;
- Monitoring of the CDWs and reporting to Cabinet, PCC and G&A Cluster;
- Staging of the CDW national conference; and
- Co-ordinating the development of a national learnership framework on CDWs.

Department of Provincial and Local Government (DPLG)

- Stakeholders' mobilisation and management;
- Co-ordination of the development of a deployment framework;
- Profiling and advocating of CDW intervention;
- Facilitation of the development of a policy framework on CDWs;
- Monitoring of the appointment of service providers for the CDW learnership;
- Mobilisation of funds and resources in association with the DPSA;
- Provision of guidance on the learnership for CDWs;
- Rendering of assistance in the development of communication materials and themes for CDWs;
- Ensuring of quality control of the learnership;
- Interaction with stakeholders on CDWs;
- Monitoring and reporting to cabinet, PCC, and G&A Cluster on CDW intervention;
- Co-ordination of CDW activities subsequent to inception phase;
- Co-ordination of annual conference on CDWs;
- Commissioning of research, evaluation and surveys on CDWs;
- Drawing of linkages between CDWs and other initiatives;
- Ensuring of review of CDW learnerships; and
- Monitoring of the implementation of the resolutions of the CDW national conference.
- South African Management and Development Institute (SAMDI)
- Participation in the identification and appointment of service providers;
- Rendering of technical support on the CDW learnership;
- Ensuring of quality control of the CDW learnership;
- Ensuring of review of the CDW learnership; and
- Participation in the CDW task team.

South African Local Government Association (SALGA)

- Participation in the selection of CDWs and service providers;
- Facilitation of 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 of the delivery of CDW learnerships;
- Mobilisation of municipalities on CDWs;
- Profiling of CDWs together with DPSA and DPLG;
- Compiling of reports on CDWs;
- Co-ordination of the staging of CDW national annual conference in conjunction with the DPSA and the DPLG;
- Commissioning of research and CDW surveys with the DPLG and the DPSA; and
- Mainstreaming of CDWs in the work of municipalities.

Local Government and Water SETA (LGWSETA)

- Provision of CDW mentors;
- Development of the CDW learnership and unit standards;
- Provision of funding for the CDW learnership;
- Monitoring and review of the CDW learnership;
- Compiling of report on the CDW learnership;
- Ensuring of quality control of the CDW learnership;
- Co-ordinating of appointment of CDW service providers; and
- Monitoring of the work of service providers on the CDW learnership.

Department of Labour (DoL)

- Provision of national framework on the CDW learnership;
- Ensuring of quality control of the CDW learnership;
- Participation in the review of the CDW learnership; and
- Development of learnership contract for CDWs.

National Treasury

- Mobilisation of funding for CDW;
- Provision of support to the CDW task team on financial aspects, and advising of provinces accordingly;
- Compiling of report to budget committee on CDWs; and
- Participation in CDW task team.

Government Communication and Information System (GCIS)

- Provision of guidance on communication themes for CDWs;
- Profiling of CDWs;
- Development of communication frameworks for CDWs together with DPSA and DPLG; and
- Monitoring of implementation framework for CDWs;
- Co-ordination of the staging of the CDW national annual conference in conjunction with the DPSA and the DPLG;

- Commissioning of research and CDW surveys with the DPLG and the DPSA; and
- Mainstreaming of CDWs in the work of municipalities.

Interviews with SAMDI, DPSA, DPLG and the LGSETA were conducted in order to get a sense of the relationship between the different stakeholders, determine how the stakeholders perceived their different roles and responsibilities, ascertain the efficiency of these relationships, identify strengths and weaknesses of the process and the programmes, and establish their vision of the sustainability of the programme.

According to the terms of references above, it seems that there is duplication of tasks in some instances. To determine whether this is true, the stakeholders were asked in the interviews to identify the focus of their roles.

Challenges

The interviews revealed that because of the nature of the project and because it was commissioned by the Presidency there were too many role players. This complicated the demarcation and understanding of roles and responsibilities, planning, coordination and implementation of the project. The interviews highlighted that although the roles and responsibilities were spelled out in the Handbook, the forum that exists through the National Task Team had not been formalised and role players initially did not understand how the relationships should work.

Pockets of excellence existed among the stakeholders, but they were not moving in tandem. It was found that the stakeholders worked in silos. The stakeholders indicated that they experienced a failure of the project at the project-management level because there were no proper guidelines. The need for facilitation and mediation was expressed in this regard.

Some of the stakeholders indicated that during meetings there would be an extensive lament about problems, but that resolving these problems was difficult as there was no consolidated reporting system. There were no strategies for reporting in place and no standardised templates for reporting. This led to the loss of valuable information.

Stakeholders also expressed their concern with the lack of a general understanding among the different role players of what a learnership entails. For example, a view was put forward that the learnership could be fast tracked. This was not possible because it is a newly registered learnership and was not implemented prior to this pilot project. This means that no former information was available to fast track it.

In terms of the training process stakeholders flagged the following concerns in their interviews:

- The initial conceptualisation and development of the learnership was a cumbersome process. In order to start the process SAMDI and the LGSETA decided to use the Development Practice Learnership as a base, adapt it and add electives from the Local Economic Development unit standards and Batho Pele principles. This finally led to the registration of the Community Development Workers Learnership.

- Although a recruitment and selection tool is available at the LGSETA, not all the provinces made use of it. The result was that the recruitment and selection process was not standardised. There was also a lack of standardised selection criteria.
- The theoretical part of the training was overloaded, which led to the CDWs experiencing difficulties with applying the material in the practical work environment. They also did not have enough time to absorb the theoretical material.
- Supervisors/mentors were not trained efficiently and did not understand the role of the CDWs. This led to CDWs being underemployed or even misused in the workplace.
- The workplace assessor process was not in place as a result of an initial disagreement between the different stakeholders. Some of the stakeholders thought that the service providers could take responsibility for assessments, while others indicated that it should be the task of subject experts in the workplace.
- Although the National Skills Development Strategy guidelines are being followed, exit and career pathing strategies have not received enough attention yet.

Strengths

The stakeholders were asked about the strengths of the relationships and the implementation of the CDW programme. They reported that because the initiative was driven at presidential level, it evoked interest from all the parties and everyone wanted to contribute as best they could. They all agreed that this is an important endeavour and that conceptually it is a good programme. General involvement of government contributed to the programme's success. If, for example, there was a problem, a minister in a province would contact the premier in order to solve it as soon as possible, thus utilising government effectively.

The establishment of the National Task Team was seen as a strength. According to the stakeholders, this forum, aside from the problems experienced with it, allows the different stakeholders to share ideas, discuss problematic areas and plan. The establishment of the programme office in the DPSA is also seen as a strength. The programme office serves as a link between SAMDI and the ministry of the DPSA. These two stakeholders were brought together for discussions, and the process was more inclusive afterwards. It first soured relationships between the DPSA and the DPLG because there was no clarity about the ownership of the implementation of the programme. Relationships improved and the stakeholders began to show respect for each other. They began to recognise each other's strengths and weaknesses and can relate better now.

Government did not have the necessary funds for the project and decided to use current policy, i.e. the Skills Development Act, as an enabler. By adopting this strategy the government could use the LGSETA system to make the project operational. The LGSETA could get access to the National Skills Fund (NSF) funds to secure money for the initiative. In addition, the financial contribution of R4 million by the LGSETA enabled the project to be initiated before the NSF funds were available.

In terms of other practical arrangements the stakeholders flagged the following strengths:

- The LGSETA has provincial offices, which enhance the level of contact between them and the DLGs.
- Skills Development Facilitators (SDFs) work at the municipal level — this streamlines the skills development obligation.
- In terms of infrastructure, municipalities and training providers could assist learners with transport to get to the learning venues.

In terms of training, the stakeholders indicated the following strengths:

- SAMDI and the LGSETA could establish a national curriculum framework for community-development work.
- A training programme could be established through a learnership.
- The decision to use tertiary institutions strengthened the process in terms of learning infrastructure and expertise.
- Stakeholders were working with institutions that are well known and have a history of providing good training (universities and Further Education and Training Institutions (FET)s).
- The unit standard for development practice already existed, which limited the time frame for the development of a new learnership.
- The training was delivered by very good facilitators over all and relevant training material was being developed.
- Learners were exposed to tertiary institutions that provide a suitable learning environment in which to plan career pathing.

Most of the stakeholders agreed that they were beginning to see a wider trajectory of CDW implementation. Some provinces were taking convincing strides, which is an indication of commitment.

Views on the sustainability of the programme

Stakeholders strongly believe that the sustainability of the programme is dependent on continuous endorsement of it at a political level. Communities need constant messages on the importance of the role of the CDWs. Stakeholders also share the view that a programme such as this one can be made part of the financial plans at municipal level. In terms of training, municipalities are also in the position to get access to training grants through their submissions of Workplace Skills Plans (WSPs) and Annual Training Reports (ATRs) to the LGSETA.

A very important lever for success and sustainability is the mentorship. The mentorship should be established and experts working in the field at municipal level should be dedicated to it so that the sustainability of this programme is ensured. In this way a constant transfer of skills and functions is also guaranteed. After completion of the learnership it is foreseen that most learners will become employees of the Departments of Local Government (DLG) in the different provinces. The SETA for the public service (PSETA) will then be responsible to oversee further skills development of the CDWs.

The need for monitoring and evaluation to ensure the sustainability of the project cannot be over emphasised. This is necessary so that data can be obtained that

could inform the improvement of recruitment and selection, training, and deployment.

Recommendations

The stakeholders made the following recommendations:

- The roles and responsibilities of the different stakeholders must be clearly spelled out in an official document, which should be followed to the letter.
- Stakeholders must show respect for each other's responsibilities and expertise.
- The DPLG should take full ownership of the implementation of the programme in future.
- Marketing must be consistent and continuous in order to help CDWs with the execution of their work — people should know about them and what their functions are.
- Supervisors/mentors should be appointed after learners have been selected and workplaces have been identified. Only then can the training start.
- The recruitment and selection process should be standardised, and should include standardised criteria and tools for selection.
- Support should be offered to the provinces relating to basic institutional guidelines such as a standardised job description and resources that they must have in place for CDWs to execute their work efficiently.
- The CDW programme cannot be a project, but must be part of the service delivery plan of consulting, identifying service delivery priority areas, and facilitating access to services. It should also be embedded in the Integrated Development Plans (IDPs) at municipal level.
- The title ''Community Development Worker'' should be changed to ''Community Development Facilitator'' (CDF) as CDWs are not supposed to be involved in projects, for example; they are only expected to facilitate them — their major function is to bring services to the people.

TRAINING COMMUNITY DEVELOPMENT WORKERS THROUGH A LEARNERSHIP 3

BACKGROUND

Basic assumptions

The training provider interview schedule listed a number of assumptions at the outset of the evaluation study. These were confirmed by the training providers. The schedule also provides some of the dynamics and descriptors of the context in which the Community Development Worker (CDW) recruitment, training and deployment occurred, as listed below.

- The programme has been initiated, governed and implemented at national, provincial, and local government level.
- The programme has been developed and launched through national government interdepartmental partnerships.
- These partnerships have extended to provincial and local governments; industries; Sector Education and Training Authorities (SETAS), especially the Education Training Quality Assurance (ETQA) bodies; training institutions (Higher Education and Further Education); the municipalities; and communities.
- Four provinces form the basis for the evaluation project: Gauteng, Eastern Cape, Limpopo, and KwaZulu-Natal.
- The role of the CDW is shaped by the geographic features, the demographics, culture, social development needs, and political and other dynamics of each province.
- The target audience meets the criteria and definitions, in line with the Department of Trade and Industry's broad-based black economic empowerment (BBBEE) aims, of the National Skills Development Strategy 2005 — 2010, which are: designated groups, meaning 66% being black women (56% - 80% being black African women, 20% being black coloured and Indian women), 40% being black youth and workers, and 4% being black people with disabilities, all mainly from rural (forgotten) communities.
- The CDWs could be active in the municipalities.

The ideal community development workers learnership

SAMDI indicated that the training should take the form of a learnership, and in collaboration with the LGSETA registered a learnership qualification with the South

African Qualifications Authority (SAQA). This implies a learnership with local government as the lead employer.

The outcome of training through a learnership is a ''fit-for-purpose'' individual who has the knowledge, skills and attitudes to fulfil the roles and functions of an employed CDW.

Briefly, a learnership is a 12-month training period in an Outcomes Based Education (OBE) qualification that has 120 credits (1 200 notional hours of learning) and is based on 30% to 50% theoretical training (classroom based) and 50% to 70% worksite or on-the-job training. Most of the training and assessments are designed to be carried out in the actual work situation. The learner is registered for the learnership with the Department of Labour. In fact there are five signatories to the learnership registration: the Department of Labour, the employer, the SETA, the training provider and the learner. Each of these role players agrees to meet various requirements regarding the learnership. After registration the learner is regarded as an employee for the period of the learnership but has no expectations of employment. As a learner in a learnership, the learner receives an allowance. By signing the learnership registration and the terms and conditions, each signatory agrees to specific responsibilities and outcomes.

Department of Labour

The Department of Labour provides the registration for the learner into the learnership. This registration releases the funds held by the SETA, which act as a subsidy or a stipend for the learner. The registration also legalises the learnership transaction and ensures that the learnership is kick started onto a trajectory that should ideally end with a certified qualification and ultimately employment. In the case of the CDWs, this would mostly mean employment by the local government.

The employer

The employer in this case is the Department of Local Government (DLG). This means that each relevant municipality in the five provinces is liable to offer the registered CDWs a position in the workplace to get hands-on training. It also implies that subject specialists in the municipalities will be involved in the hands-on training, mentoring, coaching and support of the learners as they do their workplace-based training. Afurther implication is that logbooks and other reporting mechanisms will be in place to record the mentorship and training in the workplace.

The Sector Education and Training Authority (SETA)

The SETA in this case is the Local Government SETA (LGSETA). The signature of this body implies that it agrees to the learnership, that it will register the learnership, and that it will provide an enabling environment for the success of the learnership. This implies that the SETA will assure the quality of the learnership through the following measures:

- The facilitation of the payment of learner-subsidy funds to the lead employer — in this case the DLG;

- The facilitation of the payment for services rendered to the training providers — in all of these cases the various Further and Higher Education Institutions who partnered with the LGSETA to deliver the CDW training;
- Registered unit standards-based qualifications registered at the appropriate level on the National Qualifications Framework (NQF) with SAQA — in this case LGSETA took a short route by adapting and registering an existing qualification in collaboration with SAMDI;
- The accreditation of training providers that use OBE SAQA-registered models of learning, which are criterion-referenced, competency, skills and attitudes and ''facilitation of learning'' based models, and that in addition offer critical cross-field outcomes in the improvement of the life skills training the learners are given. (In this case none of the training providers are accredited with the Education Training Development Practitioner's SETA (ETDP SETA) where this qualification is registered. The training providers being Further and Higher Education Institutions have accreditation through an Act of Parliament and therefore do not need SETA accreditation. This in effect may have an impact on the delivery of OBE and training.);
- Ongoing quality assurance by the LGSETA Education and Training Quality Assurance (ETQA) body through a Memorandum of Understanding with the ETQA of the ETDP SETA.

The training provider

The training provider is bound by the signature to offer quality-assured successful training. This includes the elements outlined below.

Recruitment

Recruitment of learners took place by means of advertising in appropriate media, selection according to agreed criteria based mainly on the workplace requirements, competency-based interviews and registration on the course. The recruitment process needs to be in line with the suite of labour and education laws from 1994 to 2004, including the additions, changes and updates to the laws. With the exception of the University of South Africa (UNISA) none of the other training providers participated in the recruitment and selection of the CDW learners.

Recognition of Prior Learning (RPL).

This means a holistic, full assessment process designed to assess and document the knowledge, skills, competencies and work-related experience that the learner has acquired through formal education and training programmes, formal and informal on-the-job education and training, self-study, experience (including social experience), and in-house education and training.

The Purpose of RPL is to offer the learner access to training and credit(s), or a part of a credit, for competencies and information in the areas where he/she is not yet competent and to provide indications of what the learner's needs are towards a chosen career path.

RPL assessment is done on the basis of the principles of good assessment practice and against unit standards, specifically the selected specific outcomes. It should be

fair, valid, reliable, and practicable. The methods and instruments should follow the guidelines of the NQF, recognising language and education differences and leading to life-long learning.

The training providers could not RPL the learners since they were not part of the recruitment and selection process.

Best practice in orientation to the course

Orientation to the course is necessary in order to ensure the very basic requirement of OBE regarding the transparency of the learning programme to all learners.

Best practice in quality resources

This includes training materials, training venues, and other resources such as the Internet, resource centres and libraries. The FET and HED institutions were ideally suited to provide the venues, libraries and Internet access to learners.

Best practice in OBE adult-education assessment practice

In OBE assessment best practice all assessment instruments are cross-referenced with the specific outcomes (SOs) and assessment critieria (SCs) of the registered unit standards. An assessor guide is developed so that all the assessors, moderators, verifiers, learners and independent stakeholders, such as evaluators and reviewers, are fully aware of what is expected in the assessment process, what the assessments require and how the assessments are linked to the unit standards they are supposed to assess. The assessment process was found to be overburdened with assessments at the theoretical level of the training.

Learner support and mentorship

This is the biggest challenge that providers face. Many argue that the providers are under no obligation to provide mentors to support the learners on their course. Others argue that the training provision should be a holistic provision and that mentoring forms a firm part of the training provider's role so that the training provider can quality assure the service. The SAQA accreditation of training providers' guidelines require providers to provide proof that they are able to provide qualitative learner support in this regard. The lack of, or poor, learner support through qualitative mentorship provides a further reason for the importance of the accreditation of the training providers by either the LGSETA, or the ETDP SETA, . This is because one of the key areas of delivery of an accredited training provider is the provision of mentors in support of the learners.

Certification

For those learners who completed their training successfully certification was assured. The FET and HED institutions have no problem with certification because of their accreditation through an Act of Parliament. One of the strengths of the programme is the high ''street value'' the certificates from the FET and HED institutions provide.

The learner

The learner contracted him/herself to one year of full study and work. He or she undertook to be committed to achieve the learnership certificate in Development Practice by the end of the learnership, with the possibility of employment at the end of the period. The learner knew that he or she had to abide by the human resource policies and procedures of the lead employer for the period of the learnership, that any violation of any of the codes of conduct of the employer or the provider could lead to disciplinary action or dismissal, and that by signing the learnership contract the learner undertook to abide by these sets of policies and procedures. The learner undertook to be responsible for his or her own learning and not to depend for successful outcomes on any of the provider staff or employer staff.

TRAINING PROVIDER FEEDBACK

The outcome of training through a learnership is a ''fit-for-purpose'' individual who has the knowledge, skills and attitudes to fulfil the roles and functions of an employed CDW.

The qualification and unit standards of community development are registered with SAQA by the LGSETA. This implies a learrnership with local government as the lead employer.

The training for the pilot project was delivered by six providers. All the training providers agreed that it is an immensely valuable programme and that there is an urgency to get people trained in the field of community development work.

One of the strengths of training was the support that was offered to learners by the providers. The support included, *inter alia*, the following:

- Providing telephone connections;
- Providing or organising transport where necessary;
- Arranging closer accommodation so that learners could have easy access to learning facilities;
- Facilitating individual interviews to identify problems;
- Providing counselling services for individual learners;
- Arranging after-care support — one of the training providers grouped the CDWs with mentors and offered a one-day workshop regarding their roles and challenges;
- Supplementing training material with relevant articles, for example;
- Developing task sheets for the learners to help them structure their training and work.

Training providers were asked to review the job specifications as indicated by the learnership certificate. The following table shows the jobs specifications that were presented and the comments of the providers.

Table 1: Job specifications indicated by the learnership certificate

Job specifications indicated by the learnership certificate	Comments of providers
Know and navigate government structures that impact on community development and service	
Monitor budgets related to community projects	Providers indicated that there is a debate around budgets related to community projects and that the curriculum should only teach CDWs to understand these budgets
Co-ordinate service providers in all government institutions at community level	This relates only to co-ordination of service providers at community level
Build, update, and maintain resource databases relevant to: • the service provision of a CDW; • the stakeholder group; • the partnerships; and • the service offerings of government.	CDWs could not fulfil this task as three days of computer training were taken away in some environments
Facilitate local government/community service-provider groups	Providers indicated that this depends on the level of the CDW, and that the task involves more information seeking than facilitation
Manage governmental, community, and organisational politics and dynamics	
Develop and maintain networks with all groups that could contribute to the development of and delivery of service to the community	All the providers said that this was one of the key functions of the CDW
Establish, build and maintain mechanisms to liaise with the community	
Communicate effectively by means of verbal, electronic, and written media presentations	
Identify and effect developmental interventions in the community	
Compile local information products	
Participate in the development of local community structures	
Research the needs of the community, sectors of the community, and organisations in the community, and develop key trends that emerge from the needs analyses	
Job specifications indicated by the learnership certificate	
Comments of providersIdentify service-delivery blockages and develop solutions	
Conduct awareness and advocacy campaigns	
Develop recommendations on how the community needs can be met	Not on their own but with the inputs of the community
Support community consultation and mediation processes	
Problem solve	
Research policies and legislation	Providers indicated that this relates to the knowledge of how to access policies and legislation and understand them in order to interpret them and give guidance where necessary
Monitor and evaluate every aspect and component of service delivery to the community	

The providers were asked to add other job specifications that they thought were applicable and that should be accommodated through training. The following were mentioned:

- Report writing (who CDWs report to, when they need to report, in what format they should report);
- Preparing a business plan;
- Project management;
- SMME development — in order for CDWs to assist the community they must understand the process of SMME development;
- Planning a day's or a week's work;
- HIV/AIDS awareness and liaison with Home Community Based Care (HCBC) workers.

The training providers spent considerable time with the learners and they were asked in their view what specific behaviour and attitudes were required of CDWs. They invariably agreed that CDWs should be very objective, patient, respectful, and extremely compassionate and caring. Providers reported that in some instances it was difficult for CDWs to make the transfer from being active in the wards to being a public servant that has to serve the community in a different way.

The major challenges that were identified by training providers can be summarised as follows:

- All training providers except UNISA were excluded from the recruitment and selection process. The training providers could therefore not apply a process of recognition of prior learning. This led to the extension of certain training in order to accommodate learners who struggled.
- The selection criteria were not standardised across provinces, which led to candidates being selected who were not suitable.
- Many municipalities did not understand the role of the CDW.
- Training material such as assessment material, portfolio of evidence, and logbooks did not always arrive in time.
- The training material contained too much theoretical content. A high demand was made on the training provider to deliver a massive amount of content, and not enough time was allowed for discussions or focus groups.
- The level of language of the training material was too difficult for some students.
- The disbursements to the training providers were not always as specified in the contracts and they had to access their own funds to ensure the continuity of training provision. The request was made that the LGSETA should investigate another mechanism for payment.
- There was a backlog in terms of practical experience because not all the learners had access to workplaces.
- The mentorship process was not in place. This seems to have been the major problem for training providers. Local governments were not informed about the roles of mentors and coaches in time and were therefore not prepared when learners arrived at the workplace. This led to a situation where some learners did not receive the coaching they were supposed to have, and did not have access to knowledgeable mentors.

- Assessment relied very heavily on test and written work and there was not enough work-based assessment.
- Training providers indicated that they were using their own assessors and moderators.
- Because many of the selected CDWs had previously been active in the ward structures, they did not understand the role of a real CDW. Providers suggested that the training should not only provide content and knowledge, but should attempt to shift learner attitudes as well.

Recommendations

The service providers made the following recommendations:

- The service provider must be responsible for the entire programme.
- Service providers should be involved in an in-depth evaluation of the training.
- The learner and mentor should be brought together and a block of training added for the mentor in the beginning of the learnership, through a focus group, for example
- External experts should be drawn into the training process; for example, qualified legal people should be involved in the training of the para-legal content, DLG officials in the government-related content, and community-development practitioners in the related community-development content.
- Monitoring and evaluation are needed so that the sustainability of the programme can be ensured. The information is needed in order to set the criteria for a standardised selection process and to improve the training, especially the arrangements regarding the mentorship.
- Marketing of the CDW programme must be done on a continuous basis to sustain the awareness of the programme and to assist CDWs in this way with the execution of their work.

THE COMMUNITY DEVELOPMENT WORKERS AS LEARNERS 4

This chapter specifically focuses on the benefit derived by the learners from the learnership.

OBJECTIVES OF LEARNER SURVEY

A learner survey was carried out, the objectives of which were aligned to both the specific objectives of the Community Development Workers (CDWs) Programme, as well as to overall learnership or National Skills Development Strategic objectives. The survey asked the following questions:

- What was the general demographic profile of the learners participating in the CDW learnership?
- In the pre-learnership phase, what processes did the learner undertake; and what were the primary motivators for participation?
- Was the learnership efficient and effective? (Various issues around selection, induction, experiential learning, classroom-based training and employment were investigated. A key issue was to assess the extent to which classroom-based training and workplace-based training were eventually integrated and applied in the workplace/community environment.)
- On completion of the learnership, how was the CDW learnership received by the intended beneficiaries? (This relates to learner perceptions as well as the perceptions of community recipients.)

SAMPLE OF LEARNERS

Three-hundred-and-forty-eight learners participated in the CDW learnership. This cohort covered the provinces of Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga, Western Cape and Eastern Cape. One-hundred-and-thirty-nine learners were randomly selected from geographical areas that were purposefully selected. The rationale for this was the geographical spread of the learners. The sample comprised 40% of the total number of learners. Four provinces were selected: Gauteng, KwaZulu-Natal, Limpopo and the Eastern Cape. It was important to ensure that the sample would afford the requisite insight into how the CDW programme works across various contexts, such as rural, urban, semi-urban, etc. Thus, Gauteng represented a province with an urban context and a higher human development index (HDI) than the remaining provinces. The need for community-

development work is deemed to be greater in the more impoverished and less resourced provinces; hence, these comprised the larger segment of the sample. Table 2 below provides a breakdown of the sample.

Table 2: Sample breakdown of learners surveyed (n=139)

Province	Female	Male	Percentage of universe
Eastern Cape	19 (61%)	12 (39%)	31 (22%)
Gauteng	32 (48%)	35 (52%)	67 (48%)
KwaZulu-Natal	19 (79%)	5 (21%)	24 (17%)
Limpopo	5 (29%)	12 (71%)	17 (12%)
Total	75 (54%)	64 (46%)	139 (100%)

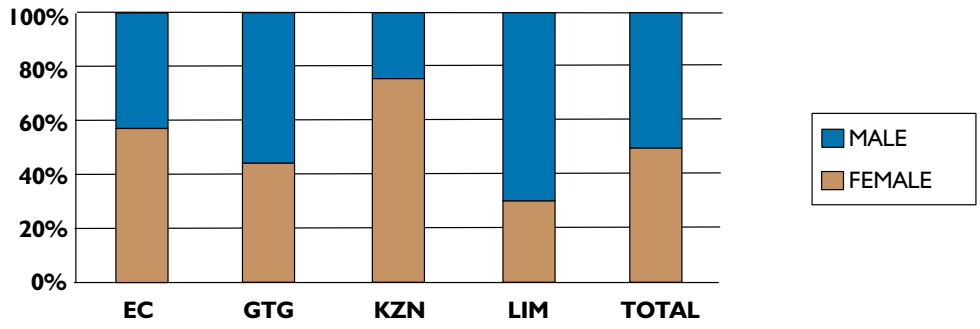
Source: Learner Survey

It is not certain whether extrapolations on the universe can be made with respect to representation of demographic profile. However, it should be noted that the rationale for surveying the highest number of learners in Gauteng was that, in the study universe, Gauteng had the highest number of learner registrations and participation.

Demographic profile of selected learners

In respect of gender, overall, females represented 54% of the sample. This is in line with government mandate. However, provincial disparities emerged, particularly in Limpopo and Gauteng, where the majority of learners were male.

Figure 1: Gender distribution of sample (n=139)



Gauteng was the only province that had non-African learners (two learners were coloured). The remaining learners were African. The National Skills Development Strategy (NSDS) targets indicate that 85% of unemployed learners on learnerships should be previously disadvantaged individuals. The findings indicate that the racial and gender composition of the learners has been in line with these targets. However, in responding to the survey, four in every ten learners (in KwaZulu-Natal) indicated that they had expected that the learnership would afford them the opportunity to interact with and meet learners from across all race groups. The strategy in terms of demand and supply (which communities require the programme intervention) as well as the racial placement strategy would need to be examined for further comment to be made on this.

In terms of learners with disabilities, the programme had four learners, comprising two per cent of the total number of learners surveyed. Two learners participated in the Eastern Cape cohort, one in KwaZulu-Natal and one in Limpopo. This average is significantly lower than the mandatory 4%. On perusal of the unit standards and the job functions, it would appear that the learnership is only beneficial to certain types of disabilities. The project plan would need to be examined in terms of the original targets for further comment to be made. A further consideration is the extent to which the workplace environment can accommodate learners with disabilities. Because there was generally a low intake of learners with disabilities at inception, it is not possible to extract inferential data (for example, whether there was a high attrition rate of learners with disabilities). Learner anecdotal information does, however, indicate that there is no evidence that the CDW project team initiated specific awareness around disability.

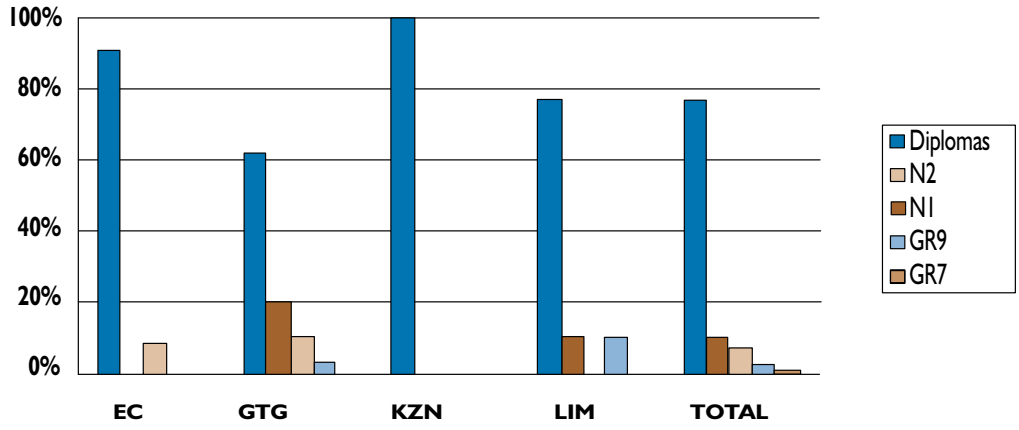
In terms of age, the following emerged:

Table 3: Age distribution of learners (n=135)

Province	18-24 year old category	25-34 year old category	35-44 year old category	Total
Eastern Cape	2 (7%)	24 (83%)	3 (10%)	29 (100%)
Gauteng	4 (6%)	24 (36%)	38 (58%)	66 (100%)
KwaZulu-Natal	7 (29%)	17 (71%)	0 (0%)	24 (100%)
Limpopo	0 (0%)	7 (44%)	9 (56%)	16 (100%)

The NSDS states that preference for the youth (below 35 year olds) should be made with regard to unemployed learners pursuing learnerships. Gauteng and Limpopo had a disproportionate number of over 35-year-old learners. Data analysis will reveal if there are any differences between the age categories (below 35 and over 35) in terms of the derived impact of programme and how the learners have functioned as CDWs. In terms of the educational profile of the learners, the findings in terms of the highest level of educational qualification attained by learners are shown in Figure 2 below.

Figure 2: Qualification profile of learners



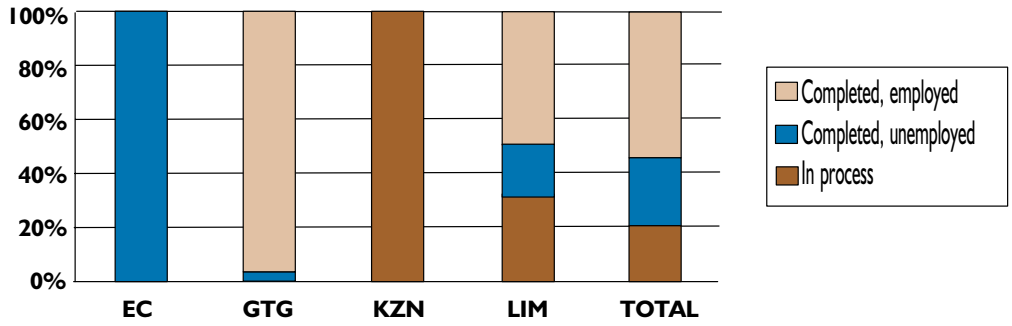
The variances in terms of previous highest qualification attained suggest that either a consistent selection policy in terms of qualification did not exist or that the screening/ selection process was not quality assured. The issue of whether a learner should have a

matric certificate to embark on a NQF four qualification has received much debate. Ultimately this depends on issues such as industry norms, international benchmarks, and articulation and career options for the learner. The vast majority of learners had obtained a post-matric diploma. This has several implications in terms of employment, employability and the relevance of certain qualifications.

Status of learners in terms of learnership

It was important to ascertain at the beginning of the survey where learners were in terms of the learnership. The following emerged:

Figure 3: Status in learnership (n=128)



Gauteng depicts the most positive scenario in terms of deployment and post-learnership employment. Less than 20% of the learners in Limpopo were employed, while 50% had completed the learnership and were currently not working.

Pre-learnership status

Learners were asked to indicate what their employment status was before they embarked on the CDW learnership. The following emerged:

- Forty-nine per cent of all learners indicated that they were not working.
- Eight per cent explained that they had just completed secondary school and did not have any future direction. This correlates with the highest qualification attained. This also correlates with the eight per cent that indicated that they felt lost and did not have any plans.
- Twenty-nine per cent indicated that they were in the process of securing any form of employment. There was a significantly higher number of learners (23%) in this category. Again, this correlates with the high post-matric diploma acquisition of these learners. Just over a fourth of the learners indicated that they were working but had always wanted to enter the community development field.
- Sixty-eight per cent of the learners indicated that they were looking for employment related to community development. However, not many were able to articulate specifically what types of jobs, organisations or positions they were applying for. Yet, 82% said that they had heard the term ''community development'', 22% had some understanding of it, 71% of learners indicated that they were involved in volunteering, implying that they had some insight into community development. This may mean that there is a correlation between volunteering and the inclination

to pursue a qualification and a career within a sector. Perhaps volunteering should be a precursor or pre-requisite for embarking on the CDW learnership.

- Twenty-nine per cent stated that they wanted to participate in a training programme and were applying for various courses. Many referred to applying for learnerships within the construction sector. Fourteen per cent explained that they were working but wanted a qualification. Paradoxically, although some learners had qualifications, they still remained determined to obtain further qualifications. It would seem that there is little correlation between having an existing qualification and not being employed.
- Fourteen per cent of learners had temporary or casual employment. The highest number of learners in this category emerged from Limpopo, where a third of the learners had temporary employment.

STARTING THE CDW PROGRAMME

In terms of how learners heard about the CDW learnership:

- Fifty-five per cent found out from the local municipality;
- Forty-eight per cent saw an advert in the newspaper. (KwaZulu-Natal and Limpopo manifested high scores for this medium at 100% and 77%, respectively.);
- Twenty-one per cent heard about the programme on the radio. (Learners from KwaZulu-Natal showed the lowest (4%) awareness regarding this medium.);
- Thirteen per cent heard about the programme via word-of-mouth: friend/family/church or non-profit organisation;
- Thirteen per cent read about the programme in a brochure; and
- Eighteen per cent attended a road show/presentation or imbizo.

When asked about previous work experience, many learners reported that they were involved with development activities, working with Non-governmental Organisations (NGOs) and Community-based Organistions (CBOs), as well as political organisations. In fact, a common description provided by learners regarding what they did was ''political activist''. This may be account for the high awareness from local structures.

Key motivators

Learners were asked what their key motivators were for choosing the CDW learnership. Eighty-eight per cent of the learners indicated that they had always wanted to work with communities. On the one hand, the high rate of volunteerism substantiates this inherent desire to work with communities. On the other, the fact that most were unable to state, describe or elaborate on what types of community jobs they were seeking suggests that the majority were in fact not previously interested in the community-development sphere, or that they were interested but did not know the field well. This provides useful information for communicating or branding the community-development arena as a career prospect.

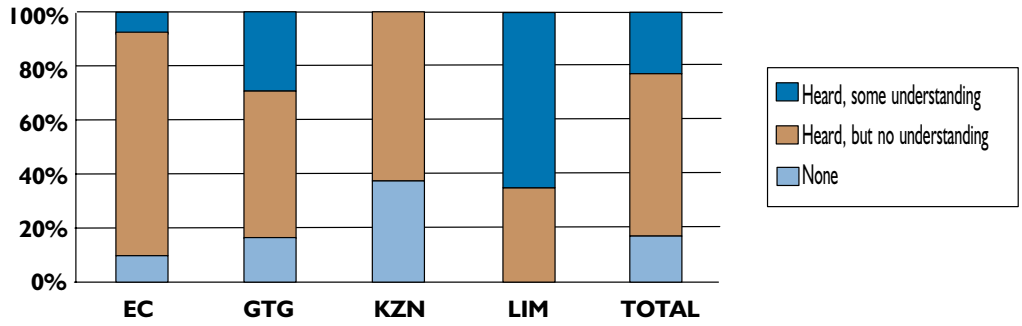
Eighty-five per cent of learners indicated that they had chosen to participate in the programme because it was free of charge. Eighty-two per cent said that they were attracted to the programme because of the learner's stipend or allowance. These motivators alone cannot be linked to any specific finding. The high prevalence of these answers does, however, imply that these are strong

motivators for learners. The data shows that learners applied for participation in other qualifications. In speaking directly to learners, it was found that most had applied to either local government entities or to the Department of Labour centres. It was also apparent that the CDW learnership had actualised, whilst other learnership options had not. It would, therefore, appear that at inception learners seized the most promising options available to them. This correlates with less than half of the learners indicating that they felt that they were attracted to the programme because it was unique. The strongest correlation, however, is with the 75% of the learners that said that the CDW learnership was an opportunity and that they felt they had nothing to lose. Thus, it does seem that the CDW learnership presented an opportunity for which learners applied.

Knowledge regarding community development

In terms of the extent to which learners had heard or had some understanding of the term ''community development'', the following emerged:

Figure 4: Knowledge regarding community development (n=136)



The low awareness in KwaZulu-Natal is a cause for concern, especially considering the reported level of development work in rural areas.

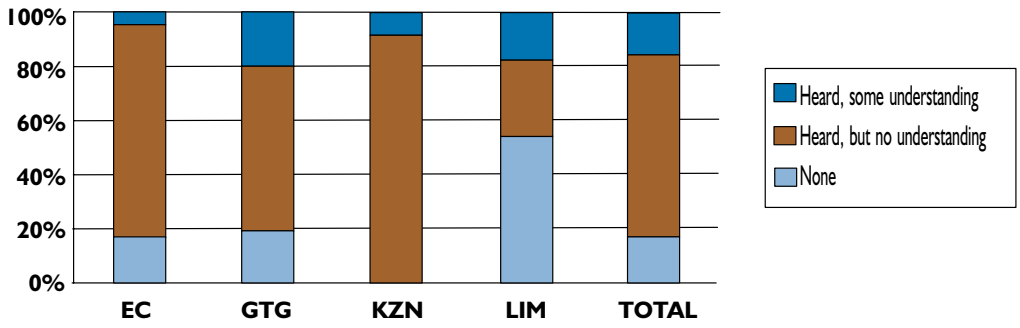
Seventy-one per cent of learners indicated that they were involved in volunteering, which implied that they did have some insight into community development.

The concept ''Community Development Worker'' could be seen to be a new or novel one for learners. Learners are probably more *au fait* with more traditional careers, such as teacher, nurse, etc., and well-publicised ones, such as actor, journalist, politician, call-centre agent, teller, etc. The need and demand for CDWs and other related workers have been validated in South Africa. The low awareness among the learners about this career suggests that greater efforts in career building within this arena need to be made.

Knowledge regarding learnerships

Learners were also asked to refer to their awareness of learnerships. Their responses are summarised in Figure 5.

Figure 5: Knowledge regarding learnerships (n=122)



The vast majority of learners either had not heard about learnerships, or had heard the term but had no understanding of what it meant. Given government's mammoth investment over the last five in National Skills Fund Projects and SETA-funded initiatives, this status is a cause for concern. The status is similar for the poorer provinces and for the more affluent ones. On the other hand, it would seem that awareness has improved, and that the majority of learners have heard of the term ''learnership''.It may also be true that many learners have attended learnership inductions or sessions, but remain confused about the messages they convey. This can probably be attributed to the incoherent and sporadic approach to learnership management, and to the low level of community support that exists around learnerships.

Process of empowerment through skills acquisition

In order to assess perceptions regarding the impact of the CDW learnership, it was important to gauge what learners' expectations were prior to participation. Ideally this should have been done as a baseline statement to provide an accurate ''on-time'' perceptual audit. By carrying out this audit during and after the learnerships, one obtains a somewhat biased result. Learners were asked to think back to their expectations before participation. Table 4 presents learner expectations before and after the CDW learnership.

Table 4: Expectations before and after the CDW learnership

Expectations:	Did you have this expectation?	Did the programme meet this expectation?
	Yes (%)	Yes (%)
(a) I wanted the programme to give me a formal accredited qualification	86	74
(b) I wanted the programme to provide me with generic or general skills	90	75
(c) I wanted to work in the area of community development but did not have the skills needed — so I wanted the programme to give me the specific skills needed	89	75
(d) I wanted the programme to provide me with employment	88	64

KwaZulu-Natal exhibited the highest and the most significant variance for (a). This is probably because learners in this province have not completed the learnership.

Interestingly, for (b), all provinces, except for KwaZulu-Natal, exhibited no changes; i.e., expectations were met. KwaZulu-Natal exhibited a large significant difference. It is uncertain what the reasons for this were. For (c) significant variances were exhibited by learners in KwaZulu-Natal and Gauteng. This is an important finding as learners in KwaZulu-Natal are still on the learnership, whereas learners in Gauteng have completed it. Also, learners in KwaZulu-Natal are still undertaking experiential learning, whereas some learners in Gauteng have been deployed. Additionally there is a significant difference in the age profiles of the learners. This may need further examination. Final summative assessment and/or performance reports should yield specific information in terms of validating this finding. However, for (d), all provinces had negative variances. The principal outcome of any learnership is employment. If a significant number of learners either feel that employment expectations have not been met or indicate that employment has not been actualised, then an investigation must be undertaken and resolution sought.

Learnership process

It is not certain what the specific process flow of the learnership was. In part this is because both the Department of Labour and SAQA do not have consistent learnership throughput ratified. Further, where certain specific process and quality norms have been mandated, it is uncertain to what extent mechanisms extend to monitor their consistency. The process flow is important as it correlates with the extent of efficacy of the programme. Learners were, therefore, asked about elements of the learnership.

Table 5 tabulates the findings.

Table 5: Learnership process

	Yes (%)
(a) The overall programme and learnerships were explained to me.	81
(b) Community development was explained to me.	83
(c) I filled in an application form.	82
(d) I wrote a selection test.	53
(e) I was interviewed.	70
(f) I underwent an orientation/induction.	94

Items (a) and (b) show a high positive score across all provinces, correlating with the high score shown for (f): having undergone an orientation or induction. The high score for (c) suggests that a formal selection process was adhered to. However for (d), the overall score was low, mainly owing to the Limpopo and Eastern Cape provinces, where 40% and 23%, respectively, indicated that they had undertaken a written selection test. However, this does not imply that a selection process was not adhered to, as a sufficient number of learners, across all provinces, indicated that they had undergone an interview (e).

In terms of content of interviews, the following input was provided:

- Knowledge regarding a specific community;
- Relationship and understanding of community; and
- Knowledge of district and municipal structures.

The process was fruitful and focused. In Limpopo the process was rescheduled several times. Implementation was postponed because municipalities did not understand learner appointments. Acceptance by these structures was generally poor, and remained poor for the course of the learnership.

Learners were asked whether they believed that they had any specific skills that they could have obtained recognition for. Generally learners felt:

- Qualifications should have been recognised. (For example, learners had degrees in political science, public relations, public administration.); and
- Experience should have been recognised. (For example, many learners claimed to have more than five, and in some instances more than ten or 15, years of experience in undertaking community appraisal and development activities.).

Starting the learnership

Taking cognisance of the pre-learnership awareness and knowledge status of learners, learners were asked to think back to the orientation/induction process and indicate whether certain concepts were explained to them, and whether they understood these concepts. This would have enabled an understanding or shifts in understanding. Learner responses are summarised in Table 6.

Table 6: Understanding of concepts and processes

Aspect	Yes it was explained	No I did not understand
What a learnership is?	99	3
What a skills programme is?	96	7
How the learnership works?	98	4
Your role in the learnership?	99	4
Your employer's role in the learnership?	95	2
The training provider's role in the learnership?	96	4
How the allowance works?	96	4
What a formative assessment is?	95	4
What a summative assessment is?	97	4
How the learner allowance works?	99	1
What the public sector, Batho Pele, and community development are?	98	2
Your obligations and what is expected of you?	99	3
A job description of a community development worker?	98	4
The type of work environment you could expect?	98	3
The types of cases you would come across?	98	2
The people you would interact with?	96	4
The institutions you would interact with?	96	1
The learnership contract?	98	2
The employment contract?	85	15

All scores were significantly positive, and there were no significant variances in terms of understanding.

The programme

Learners were requested to think specifically about the combination of the theoretical and practical training, and how this was applied in the workplace. Table 7 presents the learners' perceptions of certain elements of the training.

Table 7: Perceptions of training

	Definitely yes	Maybe	Definitely no
I feel that the learnership has taught me a lot and I am able to assist communities.	90	5	5
I would be able to work with different types of communities	92	5	3
The learnership has prepared me to handle difficult community situations	86	9	5
The courses cover all that is needed in the workplace	57	34	9
Most of the time, I find it easy to relate the training with actually being a community development worker	80	14	6
When I am working and have questions, I am able to find someone who is willing and able to assist me	71	23	6
As I start the practical side of working as a community development worker, I feel that I am benefiting the community	88	6	6
Once I became more involved in the learnership, I enjoyed working as a community development worker	80	8	12
Community development work is an important job function	97	1	2
Now that I am on the learnership, I know I would have chosen community development again	97	1	2
I feel that the learnership has taught me a lot and I am able to assist communities	86	8	6
I would be able to work with different types of communities			

Certain areas were found to require further investigation. Firstly, just over half of the learners definitely felt that the theoretical courses covered all that was needed in the workplace. Input from workplace mentors, supervisors and assessors would be able to validate or address this further.

Secondly, a high score for being able to access someone to assist within the workplace emerged. However in the province of Gauteng, 26% of learners were either unsure or felt definitely not able to find someone in the workplace to assist them.

Another area where a relatively lower score was revealed (although this was still positive in real terms) was the correlation between greater involvement in the CDW learnership and enjoyment of the learnership. In this respect 56% of the learners from Limpopo definitely felt that this did not occur.

Learners were asked to indicate whether they had access to certain learning resources. Their responses are summarised in Table 8.

Table 8: Resources available to learners

Resource	Yes
Someone who was able to help you; for example, showing you how to work with a difficult community issue	70
An assessor: a person who marked your assignments	79
A supervisor	84
Training resources such as the Internet or library	18
A logbook or learner file/plan61Training material, e.g. assignments, articles, etc.	88
Courses offered on the programme	82
Job description of community development worker	91

There was an overwhelmingly high score for most of the items. The only item with an extremely low score was for access to or availability of training resources. It is therefore questionable how learners would have been able to apply theoretical knowledge related to aspects of the training where accessing data from knowledge resources was required. Certain anomalies did emerge; for example, in many instances learners indicated that they had people to assist them, but then indicated that this was not true at the workplace. In fact the majority of learners did this. It would seem that access to mentors or supervisors at municipal level was low. This was mainly related to a perceived unwillingness on the part of the mentors or supervisors to make themselves available. Similarly, although the majority of learners claimed to have access to training materials, they indicated that this access related only to assignments and not to journal articles, etc. In almost all the instances, access to an assessor was linked to the training provider and not the workplace. It is, therefore, uncertain how integrated assessment was carried out by constituent assessors.

An implication, which will be investigated in the following sections, is that the learnership, including the workplace component, was largely training provider driven. From an efficiency perspective, provider-led learnerships ensure that compliance from a quality-assurance perspective is met. However, there are serious negative ramifications in terms of sustainability and continued support within the workplace — which is where learners will continue to work. Latent workplace issues must be addressed before inception. Common reasons for learners not being provided with the requisite workplace support include:

- Learners being perceived as taking over existing full-time employment positions;
- Learner stipends being perceived as high or unnecessary;
- Supervisors and managers not having the time or inclination to support learners;
- Supporting learners being beyond the scope of existing employees;
- The nature of the job environment and the work functions not being conducive to supporting new entrants;
- Entrants being hostile or arrogant or not understanding their role within the work environment;
- No employer induction being offered; and
- Full-time employees not being given the opportunity for training and learnerships.

The extent to which it is realistic or practical to expect supervisors or managers to be either managing the performance of learners on learnerships, particularly Section 18.2, or acting as mentors is an issue that needs careful consideration. Persons working at service sites or at the coalface of working with community members, stakeholders, traditional authorities, or learner's challenging issues, etc. may not necessarily be able to assist learners. The concept of mentorship has also generally been used loosely. What is important, though, is the performance management of learnerships. This needs to be done by someone who has a fairly extensive knowledge of the particular job functions and work environment. In this particular learnership, learners were generally not received very amicably within the work environment.

The second issue is that learners have generally felt that some of the modules were not applicable to the workplace. Thus, the issue of expecting a subject-matter expert — at the workplace — to assist learners is probably not feasible. The workplace is the most important component of the learnership, yet has been given very little consideration. In this learnership, there is little evidence to show that employers, managers, or team leaders were provided with appropriate and adequate support. There must be an acknowledgement that it is the workplace that will eventually employ, continue to employ, and develop a career path for the learner. It is imperative, therefore, that issues here must be identified and resolved.

Learners were asked to reflect on the blocks and modules attended (in terms of both the theoretical component and then how this was applied to the practical component of the course). Learners were also requested to provide tangible examples of how the learning was applied/used in the workplace. The following points emerged (areas highlighted in red denote areas requiring further investigation):

Table 9: Applicability of training modules

Blocks attended	Modules attended	Perception of course	Related to community development	How have you applied each of the courses? Provide one example.
		Good	No	
Block One: Orientation	Orientation	75	18	
Block Two: Communities informed and assisted with access to service	Co-ordinate service providers in all government institutions at community level	77	20	
	Conduct research/online research to ensure information on services reaches the communities	77	20	
	Establish and maintain mechanisms to liaise with local communities and stakeholders	87	18	
	Facilitate and promote the participation of communities in government development projects and programmes	84	11	
	Develop and maintain a database on all FAQs and utilise this information to compile local information products.	66	32	
	Develop evaluation mechanisms	71	26	
	Conduct information sharing with stakeholders	82	15	
Block Three: Community needs determined and communicated	Facilitate development of community structures	79	14	
	Assist the communities and community structures to identify and articulate needs	87	13	

Blocks attended	Modules attended	Perception of course	Related to community development	How have you applied each of the courses? Provide one example.
		Good	No	
	Identify service delivery blockages and develop solutions	88	9	
	Conduct awareness and advocacy campaigns	85	13	
	Intervene and resolve disputes around service delivery	84	13	
Block Four: Networks promoted and activities enhanced	Link up with existing programmes	84	13	
	Liaise and network with existing structures	81	15	
Block Five: Records updated regarding services rendered and mechanism to access services	Develop and maintain a database on services and interventions	69	29	
	Consult with government departments/institutions to determine services provided and mechanisms to access these services.	73	26	
	Consult information sources (including the Gateway Electronic Portal) for information on services	47	46	
	Conduct research on policies and legislation	70	28	

Generally Blocks Three and Four were conducted well, and learners felt that the modules contained within them were related to community development as practised in their work environments. Blocks Two and Five, however, require investigation.

Block Two: Apart from the database module, modules were generally perceived to be conducted well. Both the database module and the module related to evaluation were not considered to be related to the workplace.

Block Five: Echoing Module Two, modules related to information technology, research and the formulation of databases were perceived to have been facilitated poorly and to have been unrelated to the work environment. A module related to government institutions was perceived to have been facilitated well, but as unrelated to the work place.

There is a correlation between modules that were perceived to have been facilitated well and the extent to which they were related to community development. Thus, facilitation knowledge regarding these modules should be increased and applied to the workplace. There is common perception among learners that the development of a database or the formulation of a list is synonymous with having specific information technology. This perception must be shifted so that learners are able to create a paper-based document-handling system or a paper-based database.

In speaking to learners and in analysing the open-ended responses in terms of examples of application, it became evident that learners tended to score modules according to individual preference rather than by means of an objective assessment. This accounts for all the high scores for performance of modules within Block Two — these were areas that learners enjoyed.

Practical experience

All learners undertook their experiential learning at a public institution such as the Department of Health and Social Development (service site) or the municipality (service site.) Learners were asked to reflect on the work they did, and describe how they believed CDWs benefit the community. One learner responded in the following way:

> *''CDWs are the communities contact between government departments and communities. Communities have access to relevant information pertaining to service delivery and other government programmes. Communities are able to identify and prioritise their needs.''*

Learners were asked to list which job functions were performed, and whether the training obtained in the learnership was utilised in performing the job functions. Results are tabulated as follows:

Table 10: Job functions related to practical experience

Job functions	Do you perform this function?	Are you able to use what you have learnt in the CDW training programme to conduct these functions to your best?	Of all the job activities listed in the column, rate them according to which you do the most to least where 1 is most and 10 is least	What problems or challenges have you experienced?	Which department or professional have you worked with?
	Yes	No			
1. Integrate service delivery for poor communities	93	10			
2. Assist communities defining and communicating their needs	9	2			
83. Identify service-delivery blockages in communities	93	9			
4. Source solutions by interacting with different govt structures	86	14			
5. Promote development by assisting people to access govt services and benefits	91	10			
6. Ensure that govt services get to where they are targeted	92	10			

Overall, the learnership was well aligned to job functions. There were no provincial discrepancies and results were consistently positive. Learners also exhibited high scores for application of what was learnt in the learnership in the job function. This complements the score attained for whether learners felt that the learnership provided them with the necessary skills to be a good CDW (89% of the learners). However, consistently high scores cannot necessarily be interpreted as being overwhelmingly positive. Mirroring this was the high score of seventy-nine per cent of learners that confirmed that they were provided with sufficient on-the-job experience related to the learnership. However, 72% of the learners in Limpopo felt that they were not provided with sufficient on-the-job experience. It would have been preferable to have supervisors or managers also score on the alignment. This would have provided a more balanced perspective.

Learners were asked to indicate to what extent mentors or supervisors (or the person who advised and assisted them) were available, knowledgeable, and responsive to questions. The following emerged:

Table 11: Perceptions regarding workplace supervisor

	Always	Sometimes	Never
Knowledgeable about your job as a CDW	49	42	12
Available to you	55	27	18
Knowledgeable about the CDW learnership	57	29	14
Able to answer any questions relating to the CDW learnership or relating to your job as a CDW	64	20	16

Generally, the overall scores were mediocre. Knowledge of the supervisor regarding the learners' jobs as CDWs and availability were more critical. Provincially, the following were noted:

- In terms of knowledge, Gauteng exhibited a high ''sometimes'' score of 56%.
- For availability, Gauteng and the Eastern Cape exhibited deviations from the average. Thirty per cent of learners felt that sometimes supervisors were available and a third of learners in the Eastern Cape felt that they were never available.
- In terms of knowledge about the CDW learnership, 30% of learners in Gauteng felt that this was ''sometimes'' true.

However, Gauteng is not the only province that should be considered critical. The scores for this area were generally average.

The future

In terms of continuing to work as a CDW, 97% of learners indicated that they would continue to work as a CDW. The provinces of Gauteng and Limpopo had a small number that said they would not like to pursue a career as a CDW.

Working with the community, networking, resolving poverty issues and sharing information were the key reasons for continuing to work as a CDW. Some learners would consider pursuing employment as:

- Social workers;
- Directors of units;
- Researchers;
- Project managers;
- Public relations managers;
- Consultants;
- Project officers; or
- Mentors to other CDWs.

Work within certain areas of CDW, e.g. working with street children or youth, using renewable resources, or being involved in tourism development projects was also mentioned.

In terms of identifying future job opportunities, seventy-six per cent of learners stated that they had been able to find employment, whilst almost a third said that they had been unable to find a job. Apart from Gauteng, over a third and almost half of the learners in Limpopo, KwaZulu-Natal and the Eastern Cape, respectively , indicated that they were unable to identify future job opportunities. This is surprising as there is a high post-learnership placement rate, and learners are active in viable work sites. It may be that some learners are unable to relate CDW to the

private sector field, for example, and see it as only being specific to local government. It may also be related to the orientation module of the training component. In addition, if learners perceive the people they worked with as having being employed at a particular job level in a particular workplace for a fairly long time, vicariously they may project this onto themselves. They may begin to interpret the job as having no lateral or vertical mobility opportunities.

Of the learners that indicated they could identify learning opportunities, the learners identified the following further qualifications (such as a diploma or degree):

- Communication;
- Development studies;
- Law;
- Human resources;
- Community development;
- Rural development;
- Urban development;
- Policy management;
- Project management;
- Local government;
- Political education;
- Poverty assessment and management; and
- A learnership on social service management.

In comparison to identifying job opportunities, a lower percentage (86%) indicated that they were able to identify learning opportunities. Limpopo exhibited a higher-than-average score for the number of learners that were unable to identify learning opportunities. Cross-referencing both (identification of job opportunities and identification of learning opportunities), it was found that not necessarily the same learners provided positive responses for both. This implies that learners see job opportunities and learning opportunities as discrete entities — and not necessarily as integrated.

Learners were requested to think about their work as trainee CDWs, and to cite main problems. The following problems were listed:

- Community politics;
- Lack of resources such as computers and no formal environment to work in;
- No recognition as a learner on a CDW programme from workplace colleagues;
- Having to constantly explain the role of a CDW learner;
- General lack of acceptance by ward councillors regarding CDWs; and
- Engaging with government structures.

Generally, there are some issues that may be overcome, such as resource allocation. Others will be resolved over time, Measures that will need to be taken to resolve these issues include building awareness around what a CDW and a CDW learner are. The ability of the learners to develop a culture of learning and to find solutions helped them overcome certain barriers. The following were also expressed as factors that assisted learners in performing their tasks optimally:

- Utilising skills;
- Understanding theory and applying this in the workplace;
- Networking with other workers, e.g. from the non-profit sector;
- Having good communication and negotiation skills;
- Working in a group and collectively to address problems;
- Asking questions; and
- Reading documents.

In terms of practical experience, the following were enjoyed least:

- Working with uncooperative community structures;
- Working in rural areas;
- Travelling to remote areas where there is a lack of transport; and
- Working with inner-city projects.

Similarly, learners cited the following as being enjoyed the most:

- Advocacy;
- Acting as the liaison between government and the community;
- Networking;
- Making presentations at community meetings;
- Solving community problems and seeing people realise solutions;
- Managing projects; and
- Mobilising community structures, e.g. women, and youth.

Challenges

The CDW learnership was generally perceived to be run professionally and to be well aligned with job functions in the workplace. Critical issues for bolstering included those listed below.

Selection criteria and tests

Selection processes differed across provinces. Norms should be standardised; it should also be decided what the minimum criteria for entry are in terms of highest educational qualification.

Shift from provider-driven to workplace-driven learnership

The majority of learners felt that very little support was provided at the workplace. The learners were exposed to an environment where colleagues did not understand the role of the CDW learners, or their role in supporting the learners. The following should be considered:

- Workplace induction should be introduced.
- Training providers have provided requisite learner support. This must be followed through to the work environment where mentors within the workplace should be trained and supported.
- Full-time employees should also be provided with opportunities to develop and participate in learnerships. This will prevent antagonism and promote a learning environment.

- Workplace cluster sessions with a mentor on a monthly or weekly basis could be convened.
- The majority of learners would continue as CDWs. This is attributed to the previous experience of learners where most had undertaken volunteer work. Thus, volunteer work should be an ongoing established pre-learnership qualifying criterion.

Learners that fall within the 25-30 or younger age group generally equate problems in the learnership with minor issues such as not having an umbrella, while older learners appear to have a deeper and more meaningful understanding of the learnership and, importantly, of the work that they do. It would also seem that the older the learner, the greater the community acceptance of that learner.

A recurring theme in terms of the modules has been the inability to apply concepts relating to research and the creation of databases. Most learners associated the applicability of these concepts with having computers. Trainers need to be aware that these are not synonymous. The ability to use manual processes must be recognised. It is not so much computers but the conceptual processes that are important for attaining these skills.

Post-learnership employment

The learnership has a high placement rate. In terms of continued placement, the learnership is deemed viable as there are several additional communities and other geographical areas that require CDW intervention.

Learning and job opportunities. Learners were able to identify learning opportunities. Very specific learning opportunities related to development have been identified. Further, in terms of job opportunities, learners were able to identify non-development opportunities, such as public relations, and media, and opportunities directly linked to social development.

A critical limitation is not having access to the workplace in terms of interviewing a particular manager that works with CDW learners. This would validate learner perceptions of the workplace application of the theoretical components of the CDW learnership.

CASE STUDIES OF BENEFICIARIES 5

INTRODUCTION

The primary objective of the case studies was to obtain a deeper understanding of the relationship between CDWs and beneficiaries. The learner survey obtained insight directly from the CDW learners about the benefit derived from the learnership for the beneficiaries or communities they had interacted with and served whilst on the learnership. A more accurate assessment of the effect of the CDW learnership on beneficiaries was obtained by receiving feedback from persons or communities that have interacted with CDWs.

METHODOLOGY

Given that case studies yield qualitative data, it was deemed appropriate to conduct two case studies. The following process was undertaken:

- The case studies were undertaken subsequent to the learner and provider survey. This was necessary as the learner and provider survey enabled a baseline assessment of the extent to which CDW learners had interacted with beneficiaries. The case-study tool was then developed around the learner and provider feedback.
- Both case studies were undertaken in the Mamelodi community of Gauteng. It was decided that each case study would depict a different scenario and resolution. Undertaking these case studies within the same community suggests that beneficiaries live within similar social circumstances and that the CDWs dealing with each worked in the same environment.
- Gauteng was deemed appropriate as it had the highest cohort of CDW learners and has both an urban and semi-urban bias.
- Contact was made with the co-ordinator of the Gauteng cohort. Two case studies were then purposefully selected. One depicts a case-work approach and the other a community approach (which is in line with the reorientation in community development).
- Beneficiaries were interviewed using a set of unstructured discussion points spanning the background of the beneficiary's problem to the resolution of the particular issue.

LIMITATIONS

The case studies presented the following limitations:

- As with the macro study, the CDW supervisors should also have been included.
- No comparison was done, for example, with situations where there was no CDW or where a beneficiary may have worked with a different type of official or used a different conduit to address problems.
- It was difficult to extract the requisite information from respondents, who did not completely understand the rationale for being interviewed and perceived that the case-study interviews were part of the overall interaction with CDW, and would, thus, lead to further resolution.

AN OVERVIEW OF THE COMMUNITY OF MAMELODI

Mamelodi is a township, which was established around 1953, and is situated 20 km away from the City of Tshwane/Pretoria. Bottle making and brick making were once the key employment activities of households within this community. The population of Mamelodi is estimated to be approximately one million. There are several heritage sites, and annual key arts and sports events within the area. Additionally the community is relatively well resourced; for example, a secondary public-sector hospital serves the community. There is a combination of formal and informal dwellings.

CASE STUDY ONE

Adam[1] is a 51-year-old male, currently resident in Mamelodi East. At the time of the case study he was unemployed. He had worked previously as a messenger for a company called Barracks, which appears to be a locally based mirco company. His highest educational qualification is Standard nine or Grade 11. He has one child, who does not live with him. It was unclear to what extent Adam provides any financial support to his child, as it would seem that although he has the intent he does not have the means to do so. He indicated that currently he has no income from any social security grants, including any unemployment insurance fund.

Adam has been residing in his family home, which is a formal dwelling consisting of six rooms. This house was bequeathed to him and his older brother. However about five years ago, his older brother died, and subsequently the older brother's children (who live in Hammanskraal) felt that they had complete ownership of the house. The children assumed that traditionally the house belonged to the older brother, and, thus, logically it was now theirs. Up to this juncture, he had assumed that his brother and he had dual ownership of the hose. To his dismay he found out that in fact the title deeds cited his brother as sole owner of the house.

At this point (four or five years ago) Adam approached the Department of Home Affairs and his local ward councillor. At the Department he was not attended to and felt that he was poorly treated. The service afforded by the Department made him feel that he was uneducated and gullible. He also felt that the officials he spoke to believed that his problem was not credible, and ''a fact of life''. The local councillor was more sympathetic, but provided little tangible assistance.

[1] Adam is a pseudo name

A year ago (2004) his brother's children sold the house to a single mother. Adam thus found himself literally homeless and destitute. He approached Thokoza Guduza, branch secretary of BEC, who then referred him to Vinolia Sofala, the CDW of the area.

Adam indicated that the CDW took down a detailed description of his situation, and indicated that she would find out more about title deeds and his rights regarding the ownership of his family home. Within a week, the CDW came back to him, and informed him that legally the house was not his. However, the CDW then proposed that she would approach the ward councillor as well as the local pastor to find out if there were other options for him to follow. A week later, the CDW reported that the ward councillor was reluctant to get involved with what was perceived to be a legal and family matter. The CDW then approached the new owner of his family home, with the aim of pleading for some resolution. After some time, and through continuous negotiation and liaison between the CDW, Adam and the new homeowner, the new homeowner agreed that Adam could establish a hut/wendy-house as a temporary measure. According to Adam, the CDW did attempt to contact the Department of Home Affairs, but received little assistance from the Department. It was also apparent that the CDW also contacted the Department of Labour to find out what opportunities existed for him in terms of employment. It would seem that this was also a futile endeavour, and that the CDW was not taken seriously.

Over the past year Adam has been living in the hut, which does not have access to amenities. He has indicated that he is unemployed and has no financial support and it is unclear how he survives in terms of daily costs, including meals.

According to Adam, the CDW was the most helpful person of all those that he consulted. Although he admits that his problem has not been resolved, he believes that without the intervention of the CDW, he would indeed be homeless. At the time of the case study, the CDW was still in regular contact with Adam, and was attempting to find alternative residence for him.

Conclusions from case study one

This case study was initially selected as one that appeared to show a negative perspective of CDWs. However, this case study shows that CDWs have been perceived to be of immense support and benefit — even where finality has not resulted and the outcome has not entirely been optimistic. Thus, it reveals that CDWs work effectively even where a positive outcome for the beneficiary is outside of their control.

This particular CDW transcended her role, and went the extra mile for the beneficiary. It is not certain to what extent this may be generalised for CDWs. However, the ability to formulate an alternative (Adam lives in a hut) and negotiate with the new owner suggests that CDWs are able to work effectively in outside-the-textbook scenarios.

The case study also reveals that the CDW often interacts with other community leaders and other public-sector departments. It is clear that increased collaboration between different public-sector institutions is needed.

It is also evident that not all officials or departments have an understanding or acceptance of the CDW. In this case, the CDW appeared to be dismissed by regional offices. Heightened awareness needs to be created of the role of CDWs.

From the beneficiary's perspective the fact that the CDW has worked with Adam for over a year, attempting to resolve his dilemma and follow up leads on his behalf, is positive. However, it is unclear where and how a CDW should establish closure on a particular case — especially where no final positive resolution is emergent.

CASE STUDY TWO

In this instance the beneficiary is the 16-year-old learner: Siphiwe[2], who is studying Grade 9 at a school in Mamelodi. He stays in an informal settlement in Mamelodi. Siphiwe's reality is indeed grim. His mother was set alight and burnt in their house (by the residents of the informal settlement) on May 28, 2005.

It was difficult to ascertain why the residents of the settlement had committed such a heinous deed. However, it would seem that there were certain allegations against her; i.e., that she was infected with an unknown disease.

Siphiwe has two siblings — a sister and a brother. He is the youngest of his siblings. His family lived by selling loose cigarettes. His mother was unemployed and was sick most of the time. His sister also assisted the family by purchasing basic groceries. The sister lives in another section of Mamelodi with her boyfriend.

Siphiwe's mother was never married but had a boyfriend. Siphiwe has never seen nor does he know his father, but has been told that his father lives in Gerriesfontein in the Free State Province.

Siphiwe benefited from the CDW programme through one particular CDW working in his ward. The CDW had been approached by the social workers and other members of the community, who informed the CDW of the problem faced by the family: his family did not have money to bury his mother. The CDW who had been approached assisted the family in raising burial funds in partnership with the local government departments and various community-based organisations (CBOs) of Mamelodi:

The CDW also donated blankets, clothes and shoes to Siphiwe, who is grateful for what the CDW has done for his family:

> ''*The assistance helped us a lot since we did not have clothes which were burnt down with the house especially school uniform and shoes. The CDW also encouraged me not to leave school because of my mother's death and that I must make sure that I go to school until I finish . . .*'' [presumably Grade 12].

Furthermore, Siphiwe also viewed the services of the CDW as valuable and needed within the community. He also felt that the sustainability of the CDW programme is important:

> *"I can say that now since each and every community member is aware of the services of these people [CDWs] For their work to continue, they should not give up what they are doing. They should continue to help and support other people because some people do not have sisters and parents. What I can say is that the CDWs should keep on the good work they are doing on assisting the people in difficult situations like me."*

[2] Siphiwe is a pseudo name

Siphiwe feels that he is coping generally and is managing to cope with the loss of his mother. The CDW who assisted his family encouraged him not to drop out of school. The class teacher at school has also advised him not to isolate himself but to interact with other boys in order to forget about trauma of losing his mother at a young age.

Their sister who lives with a boyfriend in the community is currently supporting Siphiwe and his brother. There are already plans for him to live with his grandmother in KwaNdebele next year.

Siphiwe said that the problems he currently experiences are domestic and unrelated to government service delivery. His brother is unemployed and now lives in a newly built shack (Mkhukhu) in the community. His sister has the additional responsibility of caring for him, which is resulting in sibling tension. Siphiwe also stated that there is community persecution towards and stigmatisation of him and his brother.

Conclusions from case study two

This was a good case study in the sense that the CDW played a significant role in the life challenges of the beneficiary. However, the case study itself revealed that there were a number of people in the community who played a role in assisting the beneficiary with the burial of his mother. It is important to take cognisance of the viewpoints of people such as social workers and the CDW who assisted the family so that a broader understanding of the impact of CDW programme on the beneficiary can be established. The other point worth mentioning is that the young age of the beneficiary prevented him from providing detailed responses to certain questions. This may have to do with the fact that the CDW's interactions were to a large extent with people in the family who were older than Siphiwe. For example, in most cases the CDW held discussions with Siphiwe's sister and grandmother. Siphiwe would then be told of what had been decided. It is clear, however, that despite the young age of Siphiwe, the CDW did not undervalue the importance of the case.

The fact that there was inter-community collaboration to assist Siphiwe perhaps relates to his unusual and heart-rending circumstances. The strong traditional values that underlie a burial of a mother also influenced the extent to which the community became involved.

The case study reveals that CDWs are able to render support within a post-traumatic and domestic climate. The ability of the CDW to fundraise and interact with a range of community members was evident. However, it is uncertain to what extent the CDW provided a follow-up service, such as referring Siphiwe to a professional counselling service or making plans to arrange the necessary social grants for him or for his grandmother. It is also uncertain to what extent the CDW should become involved in social/domestic scenarios as opposed to facilitating government service delivery.

KEY CONCLUSIONS

Both case studies indicate that CDWs proved to be highly:

- Effective and responsive to the beneficiary;

- Capable of following through on a case, from inception or notification of a problem to resolution;
- Innovative in terms of the resolution and able to exhibit lateral thinking;
- Action oriented rather than only advising and channelling information, which appeared to be a pivotal value base for the beneficiary.

Beneficiaries find CDWs particularly valuable mainly because of their hands-on involvement in assisting them.

It seems that, depending on the nature of the problem, the extent to which other departments work with CDWs differs. There is inconsistency in understanding and accepting of the multi-sector role that CDWs can play — and the accountability to one another within the public service.

Certain parameters in terms of exiting a particular case were blurred. There tends to be no finality to a situation — especially where resolution (from the beneficiary's perspective) has not been attained. Case work still persists and forms the basis for intercommunity involvement.

The case studies also reflect that certain areas of the theoretical content of the CDW training may not be applicable, such as the establishment of databases. Other areas that may not have been dealt with in the theoretical training, such as dispute resolution, negotiation, and working with post-traumatic stress, feature in reality.

Both case studies reveal that handling post-traumatic stress is an important factor. First-line counselling should be introduced into the CDW programme.

CDWs form a valuable and much needed interlink as well as a direct support to a range of beneficiaries. In fact the case studies suggest that in some instances the CDW traverses being a conduit and becomes the focal support person.

There was no evidence to suggest that at any point the CDW became less enthusiastic or less committed to assisting beneficiaries. It was also evident that each CDW worked with one beneficiary, and that sharing beneficiaries between different CDWs did not occur. This is important as it provides continuity for a beneficiary and maintains the trust relationship.

For continued sustainability, the CDWs must be provided with additional skills, such as counseling and enhanced legal knowledge. The case studies reveal that the CDWs — even as learners — manifested a strong commitment to assist beneficiaries. It has also been shown that CDWs are needed and valued by the communities in which they work.

CONCLUSIONS AND RECOMMENDATIONS 6

This chapter offers a summary of the major strengths and challenges of the pilot project that have been identified in the previous sections and proposes some recommendations for the future success of the community development workers (CDWs) programme.

STRENGTHS

Given that the CDW initiative was driven at presidential level, it evoked an interest in all the parties, and everyone wanted to contribute the best they could. The major role players realised that this is an important endeavour and committed themselves to the planning, management and implementation of the pilot project.

Although it took some time to sort out the relationships and the roles and responsibilities of the different stakeholders in the beginning, the establishment of the National Task Team can be seen as a strength. This forum, apart from the problems that it has experienced, has allowed the different stakeholders to share ideas, discuss problematic areas and plan accordingly.

An important feature of the programme was the establishment of the programme office at the DPSA. The programme office serves as a link between SAMDI and the ministry of the DPSA. These two stakeholders were brought together for discussions, and the process became more inclusive over time.

The pilot project is a good example of how the framework of the National Skills Development Strategy was effectively utilised through the Skills Development Act to get access to funds for training — NSF funds were secured for the pilot programme.

The establishment of a national curriculum framework for community development work and a training programme through a learnership are seen as a big strength. This relates to the commitment of government to enable people to get access to accredited training and obtain accredited qualifications within the NQF framework in order to improve their employability over the longer term.

The decision to use Further Education and Training (FET) institutions in the pilot programme strengthened the process in terms of learning infrastructure and expertise. It also introduced the learners to tertiary institutions that provided the learning environment and stimulated them to think about future career pathing. The well-established training providers chosen were also in the position to offer good support to the learners throughout the learnership. Most of the training is well

aligned with the job functions of the CDWs. This programme can also contribute to a high placement rate, as most of the learners will be employed by the Departments of Local Government in the different provinces after completion of the learnership.

The dedication of most of the selected learners in the sample is worthy of mention. This became evident through the focus-group sessions where they completed the workbooks, from feedback from training providers, as well as from the reaction of the beneficiaries in the two case studies. In fact the case studies suggested that, in some instances, CDWs moved beyond being a conduit and became the focal support person for the beneficiary.

Challenges

Challenges arise from the management and implementation of the programme, as well as from the training of the learners.

The nature of the CDW programme posed a big challenge. Since it was commissioned by the Presidency it created an immediate interest in a variety of stakeholders. This complicated the differentiation of roles and responsibilities and the co-ordinated planning and implementation of the pilot programme. The forum that was established for this, the National Task Team, was not formalised initially and it took a while to establish the necessary co-operative relationships. The lack of a consolidated reporting system further impeded this matter and led to the loss of valuable time and information.

The lack of understanding of a learnership by various role players caused some concern. As a result of this lack of understanding, the learners were exposed to a workplace where colleagues did not appreciate their role. Colleagues also did not understand their own roles in terms of supporting the learners. This was mainly because the mentorship training had not been put in place at the advent of the learnership. This led to CDWs being underemployed or even misused in the workplace.

Although a recruitment and selection tool is available at the LGSETA, not all the provinces made use of it. The result was that the recruitment and selection processes were not standardised. There was also a lack of standardised selection criteria. Furthermore, all training providers except UNISA were excluded from the recruitment and selection process. The training providers could, therefore, not apply a process of recognition of prior learning (RPL). This led to the extension of certain training in order to accommodate learners who found the training difficult. RPL is the backbone of lifelong learning and black empowerment. This emphasises the need for further research and extensive planning in this regard before the launch of the next CDW training and implementation initiative.

The mentorship process was not available at the advent of the learnership. This seems to have been the major challenge for training providers. The providers did not undergo an accreditation process, and proof of the provision of mentors and/or learner support was not required of them before they embarked on the training provision of the CDW. The lack of a mentorship scheme became one of the weakest links in the provision of the training of the CDWs. Local governments were not informed of the roles of mentors and coaches in time and were therefore not prepared when learners arrived at the workplace. This led to a situation where some

learners did not receive the coaching they were supposed to have, or access to knowledgeable mentors.

The disbursements to the training providers were not always as specified in the contracts. Some training providers had to access their own funds, which enabled them to ensure the continuity of training provision. The quality of the programme is directly linked to sufficient funding. The lack of the timely provision of funds will show an impact on the delivery of the learnership programme, especially if the services of smaller and not well-established training providers in the provinces are going to be procured in future.

The training material contained a high volume of theoretical content and there was a demand on the provider to deliver a massive amount of content, which did not allow sufficient time for more practical work such as focus and discussion groups. The learners experienced difficulties with applying the theoretical content of the training in the practical work environment. They also did not have enough time to absorb the theoretical material. The pilot CDW training programme follows the guidelines of a learnership and should therefore fully subscribe to a competency based and outcomes-based model of education, where the emphasis is on practical experience in the workplace.

Although the National Skills Development Strategy framework is utilised, exit strategies and career pathing have not yet received enough attention. However, the focus groups with the learners revealed that they were able to identify related opportunities. This is mainly as a result of their exposure to the tertiary training environment and their awareness of the range of related training opportunities offered by these institutions.

Recommendations

The roles and the responsibilities of the different stakeholders should be revisited after the completion of the pilot programme. This exercise should lead to the refinement of roles and the focusing of responsibilities. Stakeholders must commit themselves to respect each other's responsibilities and expertise.

All the participators emphasised that the sustainability of the CDW programme is dependent on continuous endorsement at a political level. Marketing of the programme must be consistent and continuous so that an awareness of the programme can be sustained and the functions of the CDWs emphasised. This will help the CDWs tremendously in the execution of their work. Communities and government departments, therefore, need to deliver constant messages on the role and importance of the CDWs.

The CDW programme cannot be seen as a project. It must be part of the service delivery plan of consulting, identifying service delivery priority areas, and facilitating access to services. The programme should be embedded in the Integrated Development Plans (IDPs) at municipal level.

The recruitment and selection process should be standardised, and should include standardised criteria and tools for selection. Training providers should be included in the process in order for them to employ the RPL process. The recruitment process also needs to be in line with the suite of labour and education laws from 1994 to 2004, including the additions, changes and updates to these laws.

A very important lever for success and sustainability is the mentorship concept. Supervisors and/or mentors should be appointed directly after the learners have been selected and workplaces have been identified. Experts working in the field at municipal level should be involved. In this way a constant transfer of skills is also guaranteed and a following phalanx of experts is ensured for the future.

The framework in which funds are made available for the delivery of training should be streamlined in order to reach the providers and learners on time and without obstacles.

The model of education should be refined so that the appropriate ratio of classroom and workplace-based training can be achieved. Consideration should also be given to reducing the theoretical content of training in order for practical modes of learning to be improved as suggested by some of the training providers. The outcomes-based model of training should be fully practised.

The need for monitoring and evaluation cannot be over emphasised. This is necessary so that data can be obtained that could inform the improvement of recruitment and selection, training, deployment, and the impact of the programme over time.

Future activities

A document will be prepared to inform the framework and process for the research agenda in the coming years. However, as a start, issues such as the following should be considered:

- Monitoring and evaluation, in order to determine the impact of the work done by the CDWs;
- In-depth case studies, to identify the major blockages and provide solutions to them;
- Further research into the mentorship concept, in order to establish champions in each municipality; and
- Development of video material on the CDW as a role model.

ANNEXURE A

Literature Review

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ACRONYMS

ANC	African National Congress
CDM(s)	Community Development Manager(s)
CDWs	Community Development Worker(s)
CDWP	Community Development Workers Programme
CW(s)	Community Worker(s)
dplg	Department of Provincial and Local Development
DPSA	Department of Public Service and Administration
FETC	Further Education and Training Certificate
FCDP	Further Certificate in Development Practice
HSRC	Human Sciences Research Council
IDP	Integrated Development Programme
LGWSETA	Local Government and Water Sector
NGO(s)	Non Governmental Organisation(s)
NQF	National Qualifications Framework
NSF	National Skills Fund
RPL	Recognition of Prior Learning
SALGA	South Africa Local Government Association
SAMDI	South African Management and Development Institute

INTRODUCTION

The aim of this review is to present a summary of existing literature on Community Development Workers (CDWs). There is not much international literature on CDWs. Most of the literature points to community workers (CWs) and extension workers. The concept of CDWs is relatively new in South Africa. The Community Development Workers Programme (CDWP) emerged in the context of government's realization of the social and economic deprivation of disadvantaged communities in post-apartheid South Africa. It is hoped that this review of literature will assist community development practitioners, researchers, policy-makers, government, researchers, business sectors and labour organizations to better understand strategies, methods and approaches of implementing the CDWP effectively and in such a way that it benefits the intended communities.

This literature review id divided into four distinct sections. Section One discusses background and context of South Africa's CDWP. Sections Two presents the argument surrounding design and implementation of the CDWP. The objectives of the CDWP and issues of community participation and social capital are discussed to strengthen the literature review. Section Three deals with issues of education and training of CDWs. The last section, Section Four, focuses on the conclusions arising from the review of literature on CDWs in South Africa.

1. Background and context

In his State of Nation Address, on February 14, 2003, the President, Thabo Mbeki, stated that:

> Government will create a public service echelon of multi-skilled community development workers (CDWs) 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 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 services (dplg 2004:1).

The creation of a new public service echelon of multi-skilled community development workers will act as the government's direct link to communities in order to promote democracy, social justice as well as social and economic integration in the provision of service delivery to the neglected communities. The Community Development Workers Programme (CDWP) is viewed as a very important initiative to bring government closer to the people, especially the marginalized communities. The CDWP aims to identify problems of the socially and economically excluded segments of the population and respond to their needs. The CDWP is part of government's strategy to meet the social and economic challenges laid out in Vision 2014. The following are some of the targets and objectives of the government's Vision 2014[1]:

[1] http://www.anc.org.za/elections/2004/manifesto/html

- Reduce unemployment by half through new jobs, skills development, assistance to small business opportunities for self-employment and sustainable community livelihoods.
- Reduce poverty by half through economic development, comprehensive social security, land reform and improved household and community assets.
- Provide the skills required by the economy, build capacity and provide resources across society to encourage self-employment with an education system that is geared for productive work, good citizenship and caring society.
- Ensure that all South Africans, including especially the poor and those at risk — children, youth, women, the aged and people with disabilities — are fully able to exercise their constitutional rights and enjoy the full dignity of freedom.
- Compassionate government service to people, national, provincial and local public representatives who are accessible and citizens who know their rights and insist on fair treatment and efficient service.
- Massively reduce cases of TB, diabetes, malnutrition and maternal deaths, and turn the tide against HIV/Aids and working with the rest of Southern Africa, strive to eliminate malaria and improve services to achieve a better national health profile and reduction of preventable causes of death, including violent crime and road accidents.
- Significantly reduce the number of serious and priority crimes as well as cases awaiting trial, with a society that actively challenges crime and corruption, and with programmes that also address the social roots of criminality.
- Position South Africa strategically as an effective force in global relations, with vibrant and balanced trade and other relations with countries of the South and the North, and in an Africa that is growing, prospering and benefiting all Africans, especially the poor.

The CDWP is the vehicle, amongst others, with which the government intends to realize part of its targets and objectives for South Africa's second decade of democracy as set out in Vision 2014 (Fraser-Molekedi 2004). The first ten years of democracy in South Africa have been largely marked by poor service delivery, increasing rate of unemployment and HIV/Aids. The poorer segment of the population has been particularly vulnerable to poverty, unemployment and HIV/Aids. Poor service delivery in marginalized communities, particularly in the rural areas, has been a result not only of the lack of service delivery, but of lack of capacity of local authorities to implement government's sponsored development programmes. Many of government's social and economic development programmes have, as a result, been implemented without consideration of the needs and interests of the intended recipients:

> A gap has been identified between government service provision and the effective utilization of service delivery by members of poor and disadvantaged communities. This does not mean that delivery is not taking place, but rather that it is sometimes inappropriate and often does not reach the intended recipients effectively (Levin 2004:14).

A number of reasons causing ineffective service delivery to the disadvantaged communities are identified. These include the following:

- Access to both information about services and to the services themselves has

been a major obstacle. For various reasons, information about government services, such as decisions of Cabinet, does not seem to reach people in under-served and rural areas as quickly as it should. Where information is provided, often, the language is too difficult for ordinary people to understand. This is deeply inequitable.

- People in certain poor communities lack the skills required to engage with government around services — whether, for example, it is a matter of filling out forms or preparing a business plan.
- Human resource and management problems are not only located at grassroots level, but also amongst individuals operating in important government positions. Many public service workers are not multi-skilled and this impact on the ability to cope with complex situations. Inevitably, management has suffered and many excellent intentions have been crippled by their inability and inefficiencies to carry them out.
- Weak integration and coordination resulting from not putting *People First* (*Batho Pele*) in service delivery. People have tended to become passive recipients who do not define what they want. The *Presidential Imbizos* have revealed that poor people are often unaware of benefits and services to which they are entitled.

The CDWP has been envisaged as an appropriate solution to the problems of ineffective service delivery identified above:

> This gap urgently needs to be addressed, as government risks alienating those whom it is trying to serve. The gap must be bridged by bringing government closer to the people and thereby enabling the people to make better use of government benefits and services in order to foster community development and improve the quality of their lives (Levin 2004:14).

2. Design and implementation of South Africa's CDWP

2.1 Definitions of community, community development, community development workers and community-based service delivery

It is necessary to first define what the concepts of community, community development, community development workers and community-based service delivery are.

2.1.1 Community

It is argued that the concept of community is often used loosely as a convenient catchall term. However, in this review of literature, communities are defined as all the people considered as members of households in a specific municipal ward (Carnegie *et al.* 2002; dplg 2004). This review also recognizes that a community has:

- Geographical and social boundaries
- Leadership and decision-making processes
- Consists of different groups (based on criteria of interest, social, socio-economic, etc.)

2.1.2 Community development

De Beer and Swanepoel (1998) argue that there is no universally accepted definition of community despite the attempts made by practitioners and academics. In their view, ''community development still finds itself in an *Alice in Wonderland* world where words still mean what you want them to mean'' (De Beer and Swanepoel 1998:1). Nonetheless, for the purposes of this review of literature, community development is about placing individuals at the centre of the development process and helping them realize their potential. It acknowledges that the best solution to a problem comes from the individuals within the community which is experiencing the problem. People's participation is the foundation of community development. Community development fosters and promotes self-reliance and ''bottom-up' problem solving. This approach is based on the principle that through awareness raising, individuals within a community will become motivated to take control and solve their own problems. Once motivated, individuals can develop skills that are responsive to the issues of the community.

2.1.3 Community development workers

Review of literature indicates that it is difficult to trace the origins of the concept of community development workers (CDWs). International literature points to the concept of community workers (CWs) rather than community development workers (CDWs). The manner in which the concepts of CWs and CDWs are defined reveals that both concepts have the same meaning and same goal of community development (see De Beer and Swanepoel 1998; Carnegie *et al.* 2002; DPLG 2004a).

In general terms, the concepts of CWs and CDWs are defined as follows:

- *Community Worker (CW)* is the main actor, who is part of the community, who lives and works in the community, but is not necessarily born there although has some history in that community. Hence they are available at appropriate times and understand the community's strengths, vulnerabilities and aspirations better than usually more educated, professional extension agents. CWs are able to speak the same language, they know the culture and customs and are accepted by the community. CWs are not the holders of all knowledge. CWs should ''*practice what they preach*'', and should therefore be able to demonstrate by practical example (for example, farming under the same circumstances as the community), and share results of their experimentation at little cost. They provide a range if services including (Carnegie *et al.* 2002:4-5):
  - Technical services (for example in natural resources (NR) by improving soil fertility, crop and animal husbandry, etc.)
  - Facilitate and animate people, through the provision of ideas, stimulus, opportunities and networking

The community (clients) engages in interactive participation (co-learning) towards self-mobilisation (collective action), catalysed by the CW. CWs have some accountability to both the facilitating agent and their clients (more so than professional extension agents) in such a manner as to ensure maximum quality of service (Carnegie *et al.* 2002).

- *Community Development Worker (CDW)* is any person who is appointed to

> facilitate and enable communities to participate in a process of need identification, taking decisions regarding planning, implementing and evaluating programmes aimed to improve their lives. The CDW must therefore be able to listen attentively to hear what people in the community say. They must make an effort to understand, be emphatic and learn from the community, attaching value to existing potential so as to build on existing local competencies and resources. Their [CDWs] goal should be to facilitate the process to enable communities to be self-reliant and sustainable (dplg 2004).

In the context and purposes of South Africa's CDWP, community development workers (CDWs) are defined as community-based resource persons who collaborate with other cadres to help fellow community members progressively meet their needs, achieve goals, realize their aspirations and maintain well-being. They are *participatory change agents* working within communities from where they are selected, where they live and to whom they are answerable for their activities. They are supported financially and functionally by a range of government spheres and departments particularly local government, but they are not formally civil servants, except during the initial learnership phase when they are attached to municipalities. Such governmental support is channeled through democratic and representative community associations, to whom they are legally accountable and who augment external support through in kind and other contributions. Although specifically trained and certified for their role, they have a shorter training than professional development workers who receive tertiary education. Professional development workers, unlike CDWs, are not necessarily resident in the communities in which they work (dplg 2004).

2.1.4 Community-based service delivery

Community-based service delivery (see Carnegie *et al.* 2002:I) refers to services that have community involvement in message development, the manner in which it is delivered and the management of the delivery system in general. In community-based service delivery:

- Local people are active and involved in managing their own development, articulate their demand and not merely passive recipients of services
- A dispersed and active network of local and other service providers exists, and
- Service providers are effective, responsive and held accountable to the community

2.2 Objectives of South Africa's CDWP

The previous section of this review has defined the concepts of community, community development, community development workers and community-based service delivery. The definitions clearly show that the concepts are interrelated and bear relevance to one another. The definitions have also demonstrated that the context in which the concepts are defined is one which advocates people's participation and development in service delivery as it is the case with regard to South Africa's CDWP.

Succinctly, the main objectives of South Africa's CDWP are as follows (Levin 2004):

- Integrator of service delivery for poor and marginalized communities
- To assist communities in defining and articulating their needs
- To identify service delivery blockages in the communities
- To source solutions to identified needs and blockages by interacting with national, provincial and local government structures
- To promote development by assisting people to access government services and benefits, and
- To ensure that government services get to where they are targeted

Furthermore, CDWs will assist marginalized communities address a variety of questions including those, amongst others, pertaining to health, welfare, agricultural development, economic activity, education and training and safety and security. By doing so, CDWs will assist disadvantaged communities better to understand the role of government — what it can do and cannot do (dplg 2004; *City Press*, March 9, 2003).

2.3 CDWP and community participation

The CDWP is essentially about improving the quality of life of marginalized communities by enabling community members to take control and ownership of their development needs. The CDWP strongly emphasizes the principle of *Batho Pele/People First* to effective community-based service delivery. Community participation is key to the successful implementation of the CDWP and hence to adhering to the *Batho Pele* principle. On the basis of this, it is argued that understanding community participation and the principle of *Batho Pele* is critical to the effective rollout of the CDWP (De Beer and Swanepoel 1998; Carnegie *et al.* 2002; Levin 2004; Fraser-Molekedi 2004; Philips 2004; dplg 2004).

Evaluation studies of different types of public works programmes in both developed and developing countries have demonstrated that failure of certain public works project was a result of lack of genuine participation of the intended communities (Derrier 1985; Gaude *et al.* 1987; Derjadin 1996; Adato and Haddad 2002; Chirwa *et al.* 2002; Benson 2002; Mashiri and Mahapa 2002; Bek *et al.* 2004; Philips 2004).

Evidence from an evaluation study of a particular UNDP/ILO-sponsored labour-intensive special public work programme conducted in Rwanda indicates what might possible go wrong if community dynamics are overlooked in the design and implementation of the programme. This Rwandan special public work project neglected community participation in the design of the programme. This rendered the implementation of the project by the central administration ineffective as it met mixed reaction from local population and their representatives (Derrier 1985:613):

- They found nothing of direct interest to them in works such as the re-afforestation of state lands, erosion control and the construction of a dyke across a marsh;
- Apart from the technical difficulties in carrying them out, the planned hydro-agricultural works were viewed with a number of reservations by the waterside

communities because of previous failures and the agricultural and land problems they raised;

- While recognising the utility of the road projects, the communes concerned were anxious to know how much they would have to contribute to the works themselves and what their future commitments regarding upkeep would be.

The case of Tshitwe Road-upgrading Project in the Limpopo Province of South Africa also confirms the importance of community involvement in programme design and implementation. This public works programme did not yield intended results:

The failure of the programme to produce economic benefits for the participants was attributed to the lack of genuine participation of local communities in selecting assets and priorities for the programme (McCord 2003:36).

Although these case study examples are about special public works programmes with defined targets and objectives are illustrative of the danger of overlooking grassroots participation in community-based socio-economic development programmes. Botes and van Rensburg (2000) identify nine plagues and suggest twelve commandments for community participation in social and economic development programmes. The following are factors inhibiting effective grassroots participation in community-based development programmes:

1) The paternalistic role of development professionals
2) The inhibiting and perspective role of the state
3) The over-reporting of development successes
4) Selective participation
5) Hard-issue bias
6) Conflicting interest groups within end-beneficiary communities
7) Gate-keeping by local elites
8) Excessive pressures for immediate results: the accentuation of product at the expense of process
9) The lack of public interest in becoming involved

Furthermore, Botes and van Rensburg (2000) note that there is no blueprint methodology in ensuring participatory development. Contexts (for example, rural and urban settings) in which community participation is encouraged and implemented are not the same. Given the complexity of community participation, the following guidelines are proposed (Botes and van Rensburg 2000:53-54), which are useful to the implementation of South Africa's CDWP, especially with regard to the deployment of CDWs to the communities:

1) Demonstrate an awareness of their status as outsiders to the beneficiary community and the potential impact of their involvement
2) Respect the community indigenous contribution as manifested in their knowledge, skills and potential
3) Become good facilitators and catalysts of development that assist and stimulate community-based initiatives and challenge practices which hinder people realising their own initiatives and realise their own ideals
4) Promote co-decision-making in defining needs, goal-setting and formulating policies and plans in the implementation of these decisions. Selective

participatory practices can be avoided when development workers seek out various sets of interest rather than listening only to a few community leaders and prominent figures

5) Communicate both programmes/project success and failures — sometimes failures are more informative
6) Believe in the spirit of ''Ubuntu'' — a South African concept encompassing key values such as solidarity, conformity, compassion, respect, human dignity and collective unity
7) Listen to community members, especially the more vulnerable, less vocal and marginalized groups
8) Guard against the domination of some interest groups or a small unrepresentative leadership clique — promote co-operative spirit and watch for oligarchic tendencies among community leadership
9) Involve in cross-section of interest groups to collaborate as partners in jointly defining development needs and goals, and designing appropriate processes to reach these goals
10) Acknowledge that process-related soft issues are as important as product-related hard issues. Any investment in shelter for the poor should involve an appropriate mix of technological and social factors, where both hardware and software issues are developed together. In this regard, many scholars, it is argued, recognise the importance of a multi-disciplinary approach to project planning and development. The inclusion of a social scientist, and someone with the appropriate skills from within the community, to work together with planners, architects and engineers is very important. A multi-disciplinary approach will only succeed if technical professionals recognize and include the contributions of their social scientist partners in the planning process
11) Aim at realising the energy within a community without exploiting or exhausting them
12) Empower communities to share equitably in the fruits of development through active processes whereby beneficiaries influence the direction of development initiatives rather than merely receive a share of benefits in a passive manner

As noted earlier, people's participation in community-based service delivery is core element of the concept of CDWs. Participation is a broad concept. There are different types of participation (Craid 1995; Curry 2001; Carnegie *et al.* 2002). Understanding of these types of participation is critical to the improvement of service delivery in marginalized communities. For the purposes of the CDWP, participation types 6 (interactive participation) and 7 (self-mobilisation) are types of participation that should be considered, although elements of other types may sometimes also be used under certain circumstances. In many of the government-sponsored socio-economic development programmes, including the CDWP, people's participation has been mentioned loosely without differentiating and explicitly articulating types of participation. For example:

> In building the *ANC's People Contract to Fight Unemployment and Poverty*, the NEC had resolved to harness the keenness of the South African people to participate actively in a partnership to tackle these problems, Motlanthe said (*This Day*, May 10, 2004).

Following Motlanthe, Xolani Xundu, spokesperson for the Department of Provincial and Local Government (dplg) said the following:

the IDP process had so far been driven by consultants. Communities should rather control them because people should drive their own priorities (*This Day*, May 10, 2004).

The table below describes different types of participation.

Table 1: Types of participation[2]

Type of participation	Description
1 Manipulative participation (Co-option)	Community participation is simply a pretence, with people's representatives on official boards who are not elected and have no power
2 Passive participation (Compliance)	Communities participate by being told what has been decided or already happened. It involves unilateral announcements by an administration or project management without listening to people's responses. The information belongs to only external professionals
3 Participation by consultation	Communities participate by being consulted or by answering questions. External agents define problems and information gathering processes and so control analysis. Such a consultative process does not concede any share in decision-making and professionals are under no obligation to take on board people's views
4 Participation for material incentives	Communities participate by contributing resources such as labour in return for material incentives (for example, food, cash, etc.). It is very common to see this called participation, yet people have no stake in prolonging practices when the incentives end
5 Functional participation (Co-operation)	Community participation is seen by external agencies as a means to achieve project goals. People participate by forming groups to meet predetermined project objectives — they may be involved in decision-making, but only after major decisions have already been made by external agents
6 Interactive participation (Co-learning)	People participate in joint analysis, development of action plans and formation or strengthening of local institutions. Participation is seen as a right not just the means to achieve project goals. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systematic and structured learning processes. As groups take control over local decisions and determine how available resources are used, so they have a stake in maintaining structures or practices
7 Self-mobilisation (Collective action)	People participate by taking initiatives independently of external institutions to change systems. They develop contacts with external institutions for resources and technical advice they need, but retain control over how resources are used. Self-mobilisation can spread if government and NGOs provide an enabling framework for support. Such self-initiated mobilization may or may not challenge existing distributions of wealth and power

[2] Carnegie *et al.* (2002).

2.4 Community social capital and people's participation in community-based service delivery

Understanding the social capital and livelihoods of marginalized communities is critical to understanding their participation in social and economic development programmes such as South Africa's CDWP. Emmet (2000) argues that what is needed to be understood in participatory development approaches is a conceptual framework that does not only understand the responses of communities, but also locate such communities within their socio-economic contexts.

Social capital is a resource for people in a particular community. Harisson (2004:1) simply defines social capital as ''ability of people to work together for common purposes in groups and organisations''. The concept of social capital is critical to understanding the livelihoods of the socially and excluded rural and urban communities in post-apartheid South Africa. It is argued that as a result of colonialism, apartheid and racial oppression, key institutions such as the family and community have been subjected to profound processes of social disintegration. Black communities have to a large extent been victims of these colonial and racial forms of social disintegration. Ramphele (1991:15) points out that:

> Social disintegration will not disappear with the institution of a democratically elected government On the contrary, a democratically elected government will have greater difficulties dealing with lawlessness, criminality and irresponsibility because it is likely to have a greater responsiveness to populist demands and critiques.

Furthermore, Ramphele (1991) identifies the following as symptoms of social and economic disintegration:

- Family breakdowns with increasing divorce rates, separation, single parenthood and teenage pregnancy
- Breakdown of the authority of parents and teachers
- High unemployment
- High alcohol and drug abuse
- Low performance in all spheres of life including school and skills training
- High crime rates and endemic violence at all levels of social interaction
- Despair and acceptance of the victim image
- Flight of skills and positive roles models from the townships into higher-income areas

Following Ramphele (1991), Emmett (2000) notes that the causes of social disintegration in black communities are complex and include conquest, subordination and repression, dispossession and impoverishment, rapid and massive urbanisation following the lifting of restrictions on movement, inadequate social services and infrastructure, forced removals and other destruction of family life by migrant labour and conditions in the hostels, the system of Bantu Education, disruption of schools, and indifferent or hostile job markets.

These processes of community disintegration have also been spearheaded by a number of social and political developments. These include, Ramphele (1991) argues, the progressive alienation of young people from adult leaders and parents

following the Sharpeville massacre, the involvement of children in the front-line of resistance, the politics of making South Africa ungovernable, school boycotts, people's courts and the brutalisation of both victims and perpetrators by wide political violence. In recent years, the HIV/Aids epidemic has also spearheaded the process of social and economic disintegration in post-apartheid South Africa. A few research studies have shown the manner in which community social capital is playing a role in mitigating the effects of HIV/Aids. However, development and health practitioners have not yet fully grasped community social capital because of ''top-down' approaches to the design and implementation of community-based development programmes (Cohen and Syme 1984; Campbell *et al.* 1999; Emmet 2000; Thomas 2003; Campbell 2003; Chidester *et al.* 2003).

As much as black communities were disintegrated socially, some, nevertheless, counteracted community disintegration. It is in this particular instance, that the notion of social capital is important in understanding what holds the community together (social cohesion) in situations of poor service delivery. Harrison (2004:4) expresses the point:

> Sustained and engaged interaction around public safety was present in Soweto from the 1990s. The lack of policing during the apartheid era meant that community-based policing solutions were necessary. Social capital was the resource behind organising alternative forms of policing such as street committees. Until the 1970s, public safety was managed in society through norms and practices shared by residents. On the basis of these shared norms, these responses coalesced into informal institutions, Sowetans mobilised their own resources to fill the institutional void. This was done through a variety of forums that evolved over time, including street committees, makgotla, gangs, self-defense units and later Community Policing Forums. The lack of policing forced local residents to respond to increasingly difficult situations and circumstances.

The social capital approach to development entails, Emmett (2000:511) argues:

> . . . focusing attention on what the poor have rather than what they do not have.

In most parts of the world, including South Africa, the dominant approach to development has been needs-driven:

> This approach starts out by focusing on the needs, deficiencies and problems of poor communities and devises strategies to address these needs and problems (Emmet 2000:511).

Furthermore, it is argued that:

> The needs-based approach creates mental maps of communities that encourage its members to think about themselves as fundamentally deficient and as powerless victims of their circumstances (Emmet 2000:511-2).

The following are identified as the reason for the obsession of development practitioners with a needs-based approach (Kretzmann and McKnight 1993):

- The needs-based approach focuses on the problems and deficiencies of communities rather than their strengths, and thus creates a negative image of the community.
- As the needs and deficiencies of poor communities are often overwhelming, the

needs-based approach serves to discourage and disempower communities rather than to encourage and empower them.

- Community leaders and members are encouraged by the needs-based approach to dwell upon, and even exaggerate, their needs and deficiencies because qualifying for aid often depends upon showing that one's needs are greater than those of others. This creates dependence on outside agencies to which communities look for assistance and helps to perpetuate perceptions of disempowerment.
- Powerlessness and dependence in turn create attitudes of hopelessness and entitlement that act as a drain on the limited resources of service delivery and development agencies. Communities are therefore encouraged to become consumers of services rather than producers.
- The needs-based approach also tends to fragment efforts to find solutions to the interrelated problems of poor communities.
- Finally, as research and research-funding agencies are predominantly needs and problem-oriented, our knowledge of poor communities is skewed towards their problems and weaknesses rather than their capacities and strengths.

Understanding community assets, such their social capital, embedded in the day-to-day social relationships of the poor is key to the efficacy of the design and implementation of social and economic programmes such as the CDWP. Poverty alleviation strategies need to consider relinquishing the view of viewing communities as inherently deficient. This does not however mean that disadvantaged communities are devoid of constraints and problems. The argument is rather that the view should shift to viewing and understanding the capacities, skills and social resources of poor people and their communities and start out from *"what the community has rather than from what it does not have"* (Kretzmann and McKnight 1993; Moser 1998; Emmett 2000; Ostrom and Ahn 2003; Harrison 2004).

3. Education and training of CDWs

3.1 Approach to CDWs training

For the CDWP to be effectively rolled out, the education and training of CDWs will have to be community-based, interactive and participative in nature. Swanepoel (1989) points out that community development entails both concrete and abstract human needs that real life present in complex ways. It is therefore of paramount importance that the education and training of CDWs is informed by these complex real life issues and problems different communities experience on day-to-day basis. It is argued that classroom-based type of training is not suitable for developing fully competent CDWs, but rather workplace-based (community-based) type of training (dplg 2004).

Training of CDWs will be ethnographic in nature. This is to say that CDWs will have to fully immerse themselves to the day-to-day lived experiences of the targeted communities if they are to improve community-based service delivery. Ethnography is a qualitative research tool whereby the researcher attempts to understand the social world from the point of view of the researched (Burawoy *et al.*

1991; Phakathi 2002). Burawoy *et al.* (1991:4) define ethnography as ''writing about the world from the standpoint of participant observation''. The technique of participant observation[3] on the other hand:

> is usually viewed as one among a number of techniques of social research — archival, survey, demographic and experimental. What distinguishes participant observation is the study of people in their own *time* and *space*, in their own everyday lives. It is often referred to as *natural sociology*, studying subject in the ''natural habitat'' as opposed to the ''unnatural'' setting of the interview or laboratory (Burawoy *et al.* 1991:2).

The principle of *Batho Pele* strongly advocated in the design and implementation of the CDWP suggests the practical exposure of CDWs to the lived day-to-day experiences of the communities to whom development programmes are intended. CDW education and training emphasizes the concept of learnerships (dplg 2004). The manner in which the CDW can understand the day-to-day challenges of service delivery in marginalized communities is by grasping the context of the different communities. Problems faced by communities are dynamic. For example, rural and urban communities may not necessarily have the same problem. Therefore, solutions to the identified problems communities face ought to be localized to the nature and specificity of their circumstances.

3.2 On-the-job/community-based training

> Community development itself is a learning process, and an ideal environment for training to take place (dplg 2004:40).

The Skills Development Act 97 of 1998 created a framework for learnerships to be adopted, allowing on-the-job training to lead to a qualification. Funding for training is drawn primarily from the Skills Development Fund to which all employers contribute. Learnerships provide the necessary theoretical knowledge and supporting skills together with opportunities for practical exposure that are required in order to attain a fully-fledged CDW qualification (dplg 2004).

The CDW training is intended to be progressive and life-long. CDW training recognizes prior learning (RPL) and considers career development of CDWs. Instead of attending of attending a short skills programme with no credits, CDW learners will be rewarded with credits leading to a recognized CDW qualification after training (dplg 2004).

3.3 The process of the CDW training programme

- The training commences after candidates are selected by their community
- Entry requirements is at least an ABET level 3 in Communication and Mathematical Literacy as well as experience in the community (for example, Community Health Workers)
- CDWs then enter on a learnership within the public service at local government level

[3] Some writers call this research technique the *Art of Ethnography* (see Burawoy 1991 *et al.* 1991).

- During their first learnership, they are considered trainees
- On completing their learnership CDWs receive a General Education and Training Certificate in Development Practice (GCDP) set at NQF level 1, enabling them to be employed as junior CDWs
- On completion of a second learnership as junior CDWs, they obtain the Further Education and Training Certificate in Development Practice (FCDP) which is set at NQF level 4, thus enabling them to be regarded as senior or fully qualified CDWs
- Completion of a third learnership as a senior or fully qualified CDW, will enable the CDW to obtain the Higher Education and Training Certificate in Development Practice (HCDP) set at NQF level 5. At this point, CDWs are eligible for appointment as a community development supervisor (CDS). For those keen to advance their careers further, they may then continue to participate in lifelong learning and obtain diplomas or degrees in the development and management filed
- When they [CDWs] further obtain a qualification to NQF 6 or higher, they will be eligible to be appointed as a community development manager (CDM)
- Recognition of prior learning (RPL) will be applicable at all levels so that Development Practitioners with the requisite knowledge could immediately be appointed as CDWs, CDSs or CDMs

Table 2 below shows qualifications envisaged for the different positions in CDWP:

Position	Qualification	NQF level	Learnership	Entry
CDM	Development Practice Degree/ Diploma	6 or above	1 year	NQF 5 or via a tertiary institute
CDS	Higher Certificate in Development Practice	5	1 year	FCDP or equivalent
CDW (senior)	Further Certificate in Development Practice	4	1 year	GCDP or equivalent
CDW (junior)	General Certificate in Development Practice	1	1 year	ABET 3 Community Service

Source: dplg (2004).

The support of CDWs by different national, provincial and local structures is critical to the success of the CDWP. These structures (including ward development associations, municipalities, donors, national and provincial departments, the community and the private sector) will need to offer support in areas of professional training, supervision, mentoring and guidance. Transport is also critical to the efficiency of different groups of CDWs, particularly for those located in rural areas. Funding resources from different sources such as national/provincial departments (for example, Provincial and Local Government, Public Works Treasury and others),

donors and the community itself are key to the success of the CDWP. The CDWP is currently and largely funded through the National Skills Fund (NSF) (dplg 2004).

3.4 Attributes of CDWs

The following are attributes of CDWs:

- An intricate knowledge of the community and credibility within the community
- A wide knowledge and approach to community issues
- A passion and commitment for the interests of the community
- Experience in community mobilization, negotiations, networking and facilitation

3.5 Functions of CDWs

The following are functions of CDWs:

- Needs identification, status of delivery and barriers to service delivery
- Facilitate social governance — create a relationship between state institutions, agencies and communities
- Facilitate social mobilization and access to government services by communities through awareness and advocacy work
- Facilitation of service delivery
- Monitoring of effect and impact

3.6 Recruitment and selection of CDWs

CDWs are recruited through a formal advert placed in the media and, after a screening process they enter into the learnerships. The LGWSETA drives the selection process in terms of the agreed upon criteria in conjunction with SALGA and the Provincial Departments of Local Government (dplg 2004). Prior learning is recognized and is important in determining the duration of learnership. Therefore, 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 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[4].

4. Concluding remarks

The CDWP is relatively new and very much at infancy stage. It is a very important development programme in the context of the social, political and economic history of South Africa. There is still much development work to be done at various national, provincial and local structures for the effective implementation and rollout of the CDWP. Various communities to whom the CDWP is targeted have different strengths and constraints. It is the identification of these strengths and constraints of the targeted communities that will enable CDWs to identify solutions to their problems. For example a study conducted in Gauteng indicated that 60 percent of services provided did not reach the communities (DPSA 2004).

[4] http://dtlga.kzntl.gov.za/bin/cdw/cdw_info.htm

Different provinces are at different stages of implementation of the CDWP. However, most of the action has been on learnership training of CDWs. There has been lot of work done in Gauteng than in other provinces. This is not surprising given that the CDWP was piloted in Gauteng. However, in so far as challenges are concerned, a few obstacles have already been identified. These include the following (DPSA 2004):

- Lack of support for CDWs at provincial level
- Placement of CDWs and their ability to address problems and raise issues with the right officials
- Information sharing across departments to facilitate project implementation
- Deployment — municipalities differ in size and the challenges they face
- Recruitment
- Resources
- Institutional support for CDWs
- Relationship between CDWs and ward committees
- National coordination needs to be strengthened

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ANNEXURE B

South African Management Development Institute

Participatory Evaluation of the Community Development Workers Programme of SAMDI

A Workbook for Learners Participating in the Community Development Workers Learnership NQF 4

What is this about?

Dear Learner,

Firstly, congratulations and well done on participating in the Community Development Worker Learnership! As you know this learnership is a special and important project for South Africa. In fact, President Mbeki himself has pointed to the importance of having such a programme. You, as the Community Development Worker, play an important role in *Batho Pele*, which is People First. We believe that Community Development Workers will play an important role in improving service delivery of government to rural, poor or neglected communities. It is therefore very important to government that we find out how the programme has benefited you, what you have learnt, how you have used the training and how the programme has helped communities. This is also very useful for you.

You can use this workbook to tell government about the training programme. By doing this you will be providing us with valuable information that we can use to improve the programme. This workbook will also benefit you, as you will be able to think back about your own learning and career as a Community Development Worker.

The workbook is written in a friendly manner, and we hope that you will be able to complete it easily. Please note that this workbook and the questions contained in this book is not a test. There are no right or wrong answers. We want to know how you the Community Development Worker feels about the training programme. Your responses will be confidential.

Government is keen to know as soon as possible how the programme worked.

Your contribution is important to us. We look forward to reading your responses and hearing from you! This workbook has been specially prepared for you, so have fun in completing it.

action notes

Indicate date when you have received this workbook	
What does CDW stand for?	
Write down any initial questions or issues you may have related to completing this workbook. Please feel free to discuss with facilitator	


Introduction
to the
Workbook

What is the role of CDWs in SA?

The Community Development Worker Project (CDWP) is an important project for South Africa. In fact, President Mbeki himself has pointed to the importance of having such a programme. The CDWP is supposed to improve the quality of life of communities that are poorer or do not have certain basic resources. The Community Development Worker (CDW), such as yourself, should be able to obtain the participation of local communities and to work with communities. The CDW should be able to assist communities so that communities are able to help themselves in developing themselves.

What is the purpose of the evaluation?

The CDWP is a very important project for South Africa. The project that you have been participating in has been a new project and government has invested a lot in it. It is important that we know how the project has helped you, and how you are using what you have learnt in functioning as a CDW.

What will the participatory evaluation examine?

Participatory evaluation is a process of involving participants (such as yourself) in programmes (such as the Community Development Worker Programme, CDWP) to think deeply on how they have participated in a programme and how the programme has benefited them.

This type of evaluation is action oriented as you, the CDW, has to think about the training programme whilst you are either still on the training

programme, or, if you have completed the training, whilst you are actually employed as a CDW.

Your role is to complete the workbook as honestly as you can, and to think carefully about each response. When responding to each question you should consider the positives and negatives, and look at each issue from all angles.

action notes

This workbook will take about 3 hours to complete. Enjoy it!


Tell us
about
yourself

1. As we have explained to you, the feedback that you provide to us will not be in any way linked to you. In fact, your responses, feelings and views about the learnership will be confidential. The following questions are general questions that will assist to find out where you underwent your training, who your training provider was, which community you work in, and so forth.

In which area did you undergo your training?			
Who was your training provider? (institution)			
Please tick which of the following applies to you	I am still on the learnership	I have completed the learnership and am currently employed	I have completed the learnership, but am not employed

What is your age category?	18-24	25-34	35-44

What is your racial classification?	African	Coloured	Indian	White

What gender are you?	M	F

Are you a person living with disabilities?	Yes	No

What is the highest educational qualification that you have obtained?	NQF Level
Doctorates	8
Honours / Master's degree	7
First degrees/ Higher diplomas	6
Diplomas /Occupational certificate	5
Matric/ N3	4
Std 9/ Gr11 / N2	3
Std 8/ Gr10 / N1	2
ABET 4 (Std 7/Gr9)	1
ABET 3 (Std 5/Gr7)	0
ABET 2 (Std 3/Gr5)	0
ABET 1 (Std 1/Gr3)	0
No Schooling	

If you have completed the learnership, what is your job title?							
If you have completed the learnership, where are you currently working?	Municipality		NGO		Other		
Have you had any previous work experience? If yes, please list the types of job functions you have had							
Where did you get your previous work experiences?	NGO	Govt	Private company	Volunteer	Church	School	Self-employed
Total number of years of work experience							

2. If you think about the time before you started the learnership, how would you describe your situation? Please tick more than one response.

I was not working	I had just completed secondary school and did not know what to do	I was looking for any job	I was looking for work related to community development	I wanted to participate in a training programme and was applying for various courses
I felt lost and did not have any plans	I was working but always wanted to enter the community development field	I was working but wanted a qualification	I had a temp job	I was volunteering

3. Can you think carefully about why you participated in the CDW Learnership? Please tell us which of the following applies to you. You may choose more than one response.

I have always wanted to be working with communities	The programme was free	I wanted a qualification	The programme provides me with an allowance	I wanted to obtain skills
I felt the programme was unique and was keen to participate	It was an opportunity and I felt I had nothing to lose	Other. Please describe		


Getting on
the
learnership

4. When you think back to before you started the learnership, did you know or did you hear the term community development worker?

I haven't heard about community development work and had no idea what it was about	I heard about community development work but did not know exactly what it was all about	I heard about it and knew what it was - explain what you thought it was

5. When you think back to before you started the learnership, did you know or did you hear the term learnership?

I haven't heard about learnerships in general and had no idea what it was about	I heard about learnerships in general but did not know exactly what it was all about	I heard about learnerships in general and knew what it was – Explain what you thought it was

6. How did you hear about the Community Development Worker Learnership? You may tick more than one response.

I heard from a friend/ family member/ church/ NGO	I read about the programme in a brochure	I heard about the programme on the radio	I attended a road show/ presentation/ imbizo	I saw an advert in the newspaper
I found out from the local municipality	Other. Please describe			

7. Before a person starts any training or employment programme, they have certain expectations. Tell us which of the following were your expectations of the learnership. You may tick more than one response. Then think about the learnership as you have experienced it and tell us whether the learnership has met your expectations or not.

I had expectations about the learnership	**Yes**	**No**

Expectations:	**Did you have this expectation?**		**Did the programme meet this expectation?**	
	Yes	**No**	**Yes**	**No**
I wanted the programme to give me a formal accredited qualification				
I wanted the programme to provide me with **generic or general skills**				
I wanted the programme to provide me with employment				
I wanted to work in the area of community development but did not have the skills needed - so I wanted the programme to give me the **specific skills** needed				
Other expectations? Please describe				

8. Thinking back to the process when you applied to be on the learnership, which of the following happened to you? You may choose more than one response.

	Yes	No
The learnership was explained to me		
Community development was explained to me		
I filled an application form		
I wrote a selection test		
I was interviewed		
Orientation/Induction		

9. Please tell us more about the following:

What selection tests did you write, e.g. numeracy, literacy, etc.	
Tell us what you were asked during the interview	
How do you feel about this whole process? In your view what worked, what didn't work and why didn't it work?	

10. Thinking back to before you started the learnership, and to the learnership now, do you believe you had any specific skills or knowledge that you could have obtained recognition for? If yes, please describe these skills and knowledge.

_____

_____

_____

_____

_____

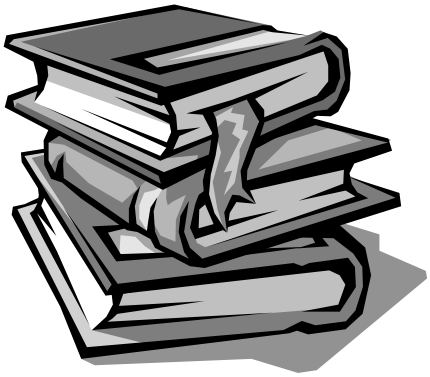

Starting
the
programme

11. Once you were selected and started the programme, were the following explained to you and did you completely understand it?

	Yes it was explained	No it was not explained	Yes I understood	No I did not understand
What a learnership is				
What a skills programme is				
How the learnership works				
Your role in the learnership				
Your employer's role in the learnership				
The training provider's role in the learnership				
What a formative assessment is				
What a summative assessment is				
How the learner allowance works				
What the public sector, Batho Pele, community development is				
What would happen if you were found to be not yet competent				
Your obligations and what is expected of you				
A job description of a community development worker				
The type of work environment you could expect				
The types of cases you would come across				
The people you would interact with				
The institutions you would interact with				
The learnership contract				
The employment contract				


The
programme

12. Thinking about the theoretical (classroom) and practical training you have received so far, which of the following describes the way you feel.



Please answer all the questions.

	Strongly agree i.e. definitely yes	Somewhat agree i.e. maybe, yes and no	Strongly disagree i.e. definitely no
I feel that the learnership has taught me a lot and I am able to assist communities.			
I would be able to work with different types of communities			
The learnership has prepared me to handle difficult community situations			
The courses cover all that is needed in the workplace			
Most of the time, I find it easy to relate the training with actually being a community development worker			
When I am working and have questions, I am able to find someone who is willing and able to assist me			
As I start the practical side of working as a community development worker, I feel that I am benefiting the community			
Once I became more involved in the learnership I enjoyed working as a community development worker			
Community development work is an important job function			
Now that I am on the learnership, I know I would have chosen community development again			

13. Please indicate if you had the following within your learnership:

Resource	Yes	No	Comments
A mentor: someone who was able to help you, for example showing you how to work with a difficult community issue			
An assessor: a person who marked your assignments			
A supervisor: someone whom you reported to at the workplace and who managed your performance			
Training resources such as the internet, library			
A logbook or learner file/ plan			
Training material e.g. assignments, articles etc			
Courses offered on the programme			
Job description of community development worker			

14. Thinking about the blocks and then the modules within these blocks that you have attended, can you tell us what your experience was? We are also interested to know how you are applying what you learnt in the programme in the communities you work in.

Blocks attended	Modules attended	What did you think about each of the courses? Please rate			In your view based on working with communities, do you think this training is related to community development work?			How have you applied the knowledge you received through the training? Provide one example please
		Good	Average	Poor	Yes	Maybe	No	
Block One: Orientation	Orientation							
Block Two: Communities informed and assisted with access to service	Co-ordinate service providers in all government institutions at community level							
	Conduct research online research to ensure information on services reaches the communities							
	Establish and maintain mechanisms to liaise with local communities and stakeholders							

Blocks attended	Modules attended	What did you think about each of the courses? Please rate			In your view based on working with communities, do you think this training is related to community development work?			How have you applied the knowledge you received through the training? Provide one example please
		Good	Average	Poor	Yes	Maybe	No	
	Facilitate and promote the participation of communities in government development projects and programmes							
	Develop and maintain a database on all FAQs* and utilise this information to compile local information products. *FAQ=frequently asked questions							
	Develop evaluation mechanisms							
	Conduct information sharing with stakeholders							

Blocks attended	Modules attended	What did you think about each of the courses? Please rate			In your view based on working with communities, do you think this training is related to community development work?			How have you applied the knowledge you received through the training? Provide one example please
		Good	Average	Poor	Yes	Maybe	No	
BLOCK 3: Community needs determined and communicated	Facilitate development of community structures							
	Assist the communities and community structures to identify and articulate needs							
	Identify service delivery blockages and develop solutions							
	Conduct awareness and advocacy campaigns							
	Intervene and resolve disputes around service delivery							

Blocks attended	Modules attended	What did you think about each of the courses? Please rate			In your view based on working with communities, do you think this training is related to community development work?			How have you applied the knowledge you received through the training? Provide one example please
		Good	Average	Poor	Yes	Maybe	No	
BLOCK 4: Networks promoted and activities enhanced	Link up with existing programmes							
	Liaise and network with existing structures							
BLOCK 5: Records updated regarding services rendered and mechanism to access services	Develop and maintain a database on and interventions							
	Consult with government departments/institutions to determine services provided and mechanisms to access these services.							

Blocks attended	Modules attended	What did you think about each of the courses? Please rate			In your view based on working with communities, do you think this training is related to community development work?			How have you applied the knowledge you received through the training? Provide one example please
		Good	Average	Poor	Yes	Maybe	No	
	Consult information sources (including the Gateway electronic Portal) for information on services							
	Conduct research on policies and legislation							
	Develop monitoring and evaluation mechanisms							

15. Thinking about the theoretical part (classroom training) of the learnership, what problems did you experience?

_____

_____

_____

_____

_____

16. Thinking about the theoretical part (classroom training) of the learnership what did you find the most valuable?

_____

_____

_____

_____

_____


Practical
experience

17. Where are you currently working or undertaking your practical training?

Organisation	
Community development organisation such as church	
Non-government organisation, NGO, such as youth organisation	
Municipality	
Other, please state what	

18. Which community are you working with, state location:

Name of Community

19. Thinking about the work you do in the community, how do you believe Community Development Workers benefit the community?

_____

_____

_____

_____

_____

20. In working as a learner on the Community Development Worker Programme or if you have completed and now working fulltime, which of the following do you perform, and what problems do you experience and how have you solved the problems?

Job functions	Do you perform this function		Are you able to use what you have learnt in the CDW training programme to conduct these functions at your best		Of all the job activities listed in the first column, rate them by which you do the most to the least, where 1 is most and 10 is least.	What problems or challenges have you experienced?	Which department or professional have you worked with?
	Yes	No	Yes	No			
1. Integrate service delivery for poor communities							
2. Assist communities defining and communicating their needs							
3. Identify service delivery blockages in communities							

Job functions	Do you perform this function		Are you able to use what you have learnt in the CDW training programme to conduct these functions at your best		Of all the job activities listed in the first column, rate them by which you do the most to the least, where 1 is most and 10 is least.	What problems or challenges have you experienced?	Which department or professional have you worked with?
	Yes	No	Yes	No			
4. Source solutions by interacting with different govt structures							
5. Promote development by assisting people to access govt services and benefits							
6. Ensure that govt services get to where they are targeted							

21. Do you believe that the learnership has provided you with the necessary skills to be a good CDW?

Yes	No	If no, explain

22. If you had a mentor or supervisor (someone who advised you in the workplace), complete this section. Is or was your mentor:

	Always	Sometimes	Never
Knowledgeable about your job as a CDW			
Available to you			
Knowledgeable about the CDW learnership			
Able to answer any questions relating to the CDW learnership or relating to your job as a CDW.			

23. Were you provided with sufficient on-the-job experience related to your learnership?

Yes	
No	

24. Would you like to continue working as a CDW?

Yes	No	Explain your answer

25. Are you able to identify future job opportunities?

Yes	No	If yes, indicate what job opportunities

26. Are you able to identify future learning opportunities?

Yes	No	If yes, indicate what learning opportunities

27. Thinking about working as a trainee CDW, what have been the main problems or obstacles you have experienced in terms of being a good community development worker?

_____

_____

_____

_____

_____

28. Thinking about working as a trainee CDW, what helps or has helped you the most to do your work better?

_____

_____

_____

_____

_____

29. Thinking about working as a trainee CDW in general, what have you enjoyed the least?

_____

_____

_____

_____

_____

30. Thinking about working as a trainee CDW in general, what have you enjoyed the most?

_____

_____

_____

_____

_____

31. Any other comments?

_____

_____

_____

_____

_____

THANK YOU FOR YOUR PARTICIPATION!

ANNEXURE C

South African Management Development Institute

Interview with Training Providers

HSRC

All information will be treated in strict confidence.

Purpose

- Firstly, to collect information in order to establish a context for the CDW programme in terms of its origin, the development of the notion and the implementation of the CDW from inception to the completion of the first pilot.

- A further purpose is to determine to what degree (a) the initialisation, (b) operationalisation and (c) the governance of this national project assures the quality and progress of the project according to agreed deliverables and timeframes.

- To provide a suggested job profile for the CDW

The assumptions are:

1. The programme has been initiated, governed and implemented at national level, provincial government level and local municipal level
2. That the programme has been developed and launched through national government interdepartmental partnerships
3. That these partnerships extended to provincial and local governments, industries (Sector Education and Training Authorities (SETAS) especially the Education Training Quality Assurance (ETQA) bodies, training institutions (Higher Education and Further Education) the municipalities and communities
4. Five provinces form the basis for the research project: Gauteng, Eastern Cape, Limpopo, Mphumalanga, and Kwazulu-Natal
5. The role of the CDW is shaped by the geographic features, the demographics, culture, social development needs and political and other dynamics of each province
6. The target audience meets the criteria and definitions of the National Skills Development Strategy 2005 – 2010, which is:

   designated groups meaning Black women (56% - 80% being Black African women, 20% being Black Coloured and Indian women) 40% being black youth and workers and 4% black people with disabilities all mainly from rural (forgotten) communities
7. The CDWs could be active in the municipalities, non -governmental organisations or local government
8. The CDWs could amongst other areas be active in social development, health care, education, tourism, sport, entrepreneurship, agriculture and industry (the list is not exhaustive)

SECTION A

THE INITIALISATION AND GOVERNANCE OF THE CDW PROGRAMME

1. How was the CDW programme initialised?

_____

_____

_____

_____

_____

2. Which government department and other organisations formed part of the initial discussions? Tick the relevant and applicable boxes and provide any organisations not mentioned under 'other' below:

3.

Organisations	**Ticks (√)**
South African Management Institute	
National Skills Fund	
Department of Labour	
Local Government Sector Education and Training Authority	
DPSA	
Department of Local Government	
Department of Health	
Department of Social Development	
Department of Trade and Industry	
Department of Public Works	
University of South Africa	
Other (please indicate) …….. …….. ……	

4. Once launched which national body was nominated to assume fiduciary and governance accountability for the programme? If not one body, please describe:

_____

_____

_____

_____

_____

5. At provincial level which government department / institution / organisation assumed fiduciary and governance accountability for the programme? If not one body, please describe.

_____

_____

_____

_____

_____

6. At local government level which municipal department or other institution / organisation assumed fiduciary and governance accountability for the programme? If not one body, please describe.

_____

_____

_____

_____

_____

7. Provide a flow diagram which describes the initialisation, launch, operationalisation of the CDW programme starting at national government, to the level at which delivery takes place. Show the lines of communication using the same flow diagram. Provide one for each of the designated five provinces.

_____

_____

_____

_____

_____

8. How much funding was allocated for the project?

_____

_____

_____

_____

_____

9. Show by means of a funding flow diagram how the funding flowed from national sources to provincial departments and through to local points of delivery.

_____

_____

_____

_____

_____

10. Which department / organisation / institution took the place of the 'lead employer'?

_____

_____

_____

_____

_____

11. By means of the use of percentages estimate how much funds were allocated for:

Learnership areas	**%**
Governance	
SAQA development of certificate which includes unit standards	
Curriculum development	
Materials development	
Training provision	
Recruitment, selection and registration of learners	
Induction	
Support (mentorship)	
Portfolio development	
Management information systems	
Workplace -based training	

Learnership areas	**%**
Learner stipends	
Certification	
Employment of CDWs	
Salaries of employed CDWs	

12. Does a management information system operate from National level to local level? Tick Yes / No

Yes	No

13. If 'no' describe what the governance structure is.

_____

_____

_____

_____

_____

14. Which organisation designed the CDW job specification that informed the pilot learnership qualification?

_____

_____

_____

_____

_____

15. Read the following checklist of outcomes as trained by the pilot programme and tick the outcomes relevant to the CDW job specification:

Note: A certificate is normally developed around the learning areas that the job specification indicates.

CDW Job specification indicated by the learnership certificate	**Ticks (√)**
Know and navigate government structures that impact on community development and service	
Monitor budgets related to community projects	
Co-ordinate service providers in all government institutions at community level	
Build update, and maintain resource databases relevant to: • the service provision of a CDW • the stakeholder group • the partnerships and • the service offerings of government	
Facilitate local government / community service provider groups	
Manage governmental, community, organisational politics and dynamics	
Develop and maintain networks with all groups that could contribute to the development of and service delivery to the community	
Establish, build and maintain mechanisms to liaise with the community	
Communicate effectively by means of verbal, electron, written, media, presentations	
Identify and effect developmental interventions in the community	
Compile local information products	
Participate in the development of local community structures	
Research the needs of the community, sectors of the community, organisations in the community, develop key trends which emerge from the needs analyses	

CDW Job specification indicated by the learnership certificate	**Ticks (√)**
Identify service delivery blockages and develop solutions	
Conduct awareness and advocacy campaigns	
Develop recommendations on how the community needs can be met	
Support community consultation and mediation processes	
Problem solve	
Research policies and legislation	
Monitor and evaluate every aspect and component of service delivery to the community	
Other:	
Other:	
Other:	
Other:	
Other:	

Add further job specifications on separate sheet.

_____

_____

_____

_____

_____

15. Are their specific behaviours and attitudes required of a CDW?

Yes	No
Explain and provide a list: ……... …….. …….. ……	Explain …… …… …… ……

……	……
……	……
……	……
……	……
……	……
……	……
……	……
……	……

SECTION B

QUALITY ASSURANCE REGARDING THE DEVELOPMENT OF THE CERTIFICATE

16 Who researched the proposal regarding the CDW learnership certificate?

_____

_____

_____

_____

_____

17 Against which national and / international models have this qualification been benchmarked?

_____

_____

_____

_____

_____

18 Was the proposal forwarded to the South African Qualifications Authority for consideration and development?

Yes	No
	Explain: …… …… …… …… ……

19 If yes which National Standards Body assumed responsibility for the qualification?

_____

_____

_____

_____

_____

20 Has the qualification been registered or how far along the process of registration is the qualification? If not, please explain why not.

_____

_____

_____

_____

_____

SECTION C
CURRICULUM DEVELOPMENT

Assumptions:

The curriculum can be developed by one institution or oganisation for all the training required to meet the outcomes of the CDW learnership qualification.

OR

The various training providers can develop their own curricula and training programmes quality assured by the relevant SETA's ETQA..

QUESTIONS

21 Who quality assured the curriculum and training materials?

_____
_____
_____
_____
_____

22 Study the following checklist and tick the applicable descriptions:

Curriculum	Tick the appropriate boxes
1 outcomes based	
2 unit standard based	
3 credit - bearing learning	
4 certificate assured	
6 adult education principles	
7 learner-centred	
9 criterion- referenced	
10 continuous assessment	

11 individualised learning	
12 theoretical learning combined with	
13 workplace- based learning	
14 includes recognition of prior learning	

SECTION D

ACCREDITATION OF TRAINING PROVIDERS

23 With which SETA has the training provider been accredited?

_____

_____

_____

_____

_____

24 Provide the registration number of the training provider in terms of applicable legislation.

_____

_____

_____

_____

_____

25 Complete the following checklist by ticking ‘yes’ or ‘no’

Quality assurance checklist	**Yes**	**No**
Has the training provider been accredited with a SETA?		
Is the training provider registered in terms of legislation?		
Has an internal evaluation committee been set up?		
Do the vision, mission and purpose reflect the degree of excellence to be achieved?		
The quality management policies define that which the provider wishes to achieve?		
Are there quality management policies and procedures in place?		
Is there a clear statement of the areas of learning in which the provider operates and the services provided in respect f these areas?		
Is there a clear and unambiguous commitment to learners?		

Quality assurance checklist	Yes	No
Has review mechanisms been put into place?		
Are the reviews results implemented, maintained and recorded?		
Does the training provider have the necessary financial, administration and physical resources to ensure effective provision?		
Are there policies and procedures in place to accurately capture, maintain, and update learner information and records?		
Are the training facilities maintained?		
Are the resources and training materials upgraded and maintained?		
Does the staff and the learners have well-equipped resource centres for the enhancement of learning?		
Does the training provider have proper financial resources, management and budgetary processes in place to sustain the provision of services throughout the period of accreditation?		
Is provision of training effectively governed and managed?		
Do staff selection, appraisal and development policies and procedures ensure quality of learning?		
Are the policies and practices for learner entry, guidance and support systems flexible and learner-centre to ensure a quality experience for all learners?		
Do the off-site practical or work-site components ensure valid and quality learning experiences and safeguard learner rights?		
Is the assessment of practical or experiential learning managed and is learner information verified and recorded?		
Is the system for management of assessment which include an assessment appeals system a part of the quality assurance cycle and ensures learner achievement of learning outcomes specified in the National Qualifications Framework registered standards and qualifications?		

Quality assurance checklist	Yes	No
Do the learning programmes, which are developed delivered and evaluated, culminate in registered standards and qualifications?		
Is there sufficient staff suitably qualified in the learning programme, sector and assessment, available?		

SECTION E
TRAINING PROVISION

26 ACCESS / ENTRY REQUIREMENTS

Tick the following checklist:

Requirements	**Tick relevant areas**
Open – previous experience	
Grade twelve – national certificate equivalent	
Level 3 qualification – forms the basis of the level 4 learning	
Recognition of prior learning based on level 3 unit standards – policy and process by which access is obtained through the recognition of learning obtained through qualifications and previous experience / by experiential learning	
Interview to determine suitability	
Other: Describe …….. …….. …….. …….. ……..	

27 FEATURES OF QUALITATIVE TRAINING PROVISION

I. Describe the ratio between theoretical training and workplace based training:

_____
_____
_____
_____
_____

II. Describe how the theoretical training and the workplace based training is integrated:

_____
_____
_____
_____
_____

III. Describe the assessment system:

_____
_____
_____
_____
_____

IV. Describe the assessor guides provided for the learners and the facilitators / assessors and the purpose of the guides:

_____
_____
_____
_____
_____

V. Tick the relevant areas which describe the assessment methods used:

Assessment methods	**Ticks**
Project based	
Assignments	
Tasks	
Questions and answers	
Demonstrations	
Observations	
Role plays	
Simulations	
Interviews	

VI. Describe the logbook and its purpose

_____
_____
_____
_____
_____

VII. Describe the portfolio of evidence and its purpose

_____
_____
_____
_____
_____

VIII. Describe what critical-cross field outcomes are and why they are important

_____
_____
_____
_____
_____

SECTION E
LEARNER SUPPORT

28 How were the learners supported?

_____
_____
_____
_____
_____

29 How often was the support provided?

_____
_____
_____
_____
_____

30. What learning obstacles were identified?

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_____
_____
_____
_____

31. How were these overcome?

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_____

32. How did mentorship form a part of the support?

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_____

33. How long were the mentorship sessions?

_____
_____
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_____

34. Describe a mentorship session.

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_____
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_____
_____

35. Were the mentorship sessions recorded?

_____
_____
_____
_____
_____

36. Where were the records kept?

_____
_____
_____
_____
_____

37. Was confidentiality regarding mentorship records ensured?

_____
_____
_____
_____
_____

38. Was there a policy and procedure regarding the confidentiality of learner records in place?

_____

_____

_____

_____

_____

39. To what degree did the learner support impact on the learner's achievement?

Choose an appropriate description:

Not at all, Somewhat, Very much

Explain your answer:

_____

_____

_____

_____

_____

SECTION F
CERTIFICATION

40. Give a step- by -step description of how certification was obtained:

_____
_____
_____
_____
_____

41. Have the learners received their certificates?

_____
_____
_____
_____
_____

42. When did they receive their certificates?

_____
_____
_____
_____
_____

THANK YOU FOR YOUR PARTICIPATION!