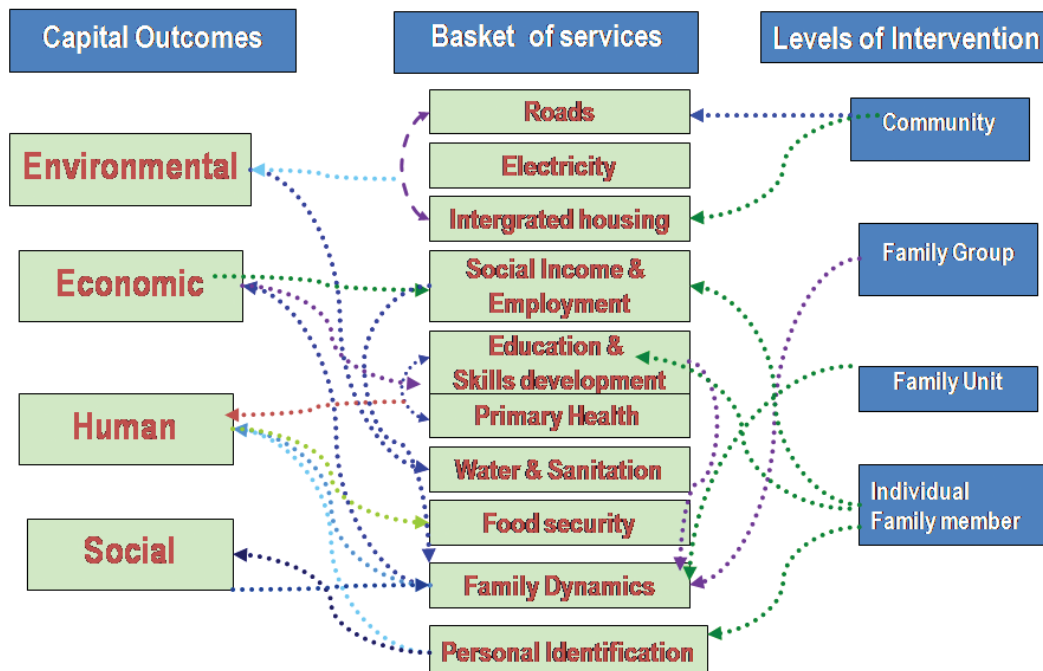


The Development Caravan Model of Poverty Eradication

ACTION LEARNING APPROACH



MILLENNIUM DEVELOPMENT GOALS

GOAL 1: Eradicate extreme poverty and hunger

Target 1. Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day.

Target 2. Halve, between 1990 and 2015, the proportion of people who suffer from hunger

GOAL 2: Achieve universal primary education

Target 3. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

GOAL 3: Promote gender equality and empower women

Target 4. Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015

GOAL 4: Reduce child mortality

Target 5. Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate

GOAL 5: Improve maternal health

Target 6. Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio

GOAL 6: Combat HIV/AIDS, malaria and other diseases

Target 7. Have halted by 2015, and begun to reverse, the spread of HIV/AIDS

Target 8. Have halted by 2015, and begun to reverse, the incidence of malaria and other major diseases

GOAL 7: Ensure environmental sustainability

Target 9. Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

Target 10. Halve, by 2015, the proportion of people without sustainable access to safe drinking water.

Target 11. By 2020, have achieved a significant improvement in the lives of at least 100 million slum-dwellers

GOAL 8: Develop a global partnership for development

Target 12. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system. Includes a commitment to good governance, development, and poverty reduction – both nationally and internationally.

Target 13. Address the Special Needs of the Least Developed Countries

Includes: tariff and quota free access for LDC exports; enhanced programme of debt relief for HIPC and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction.

Target 14. Address the Special Needs of landlocked countries and small island developing states (through Barbados Programme and 22nd General Assembly provisions)

Target 15. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

Target 16. In co-operation with developing countries, develop and implement strategies for decent and productive work for youth.

Target 17. In co-operation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries.

Target 18. In co-operation with the private sector, make available the benefits of new technologies, especially information and communications.



In this African Women's Decade, South African Women in Dialogue (SAWID) is proud to share this template of its Development Caravan Poverty Eradication approach as a civil society contribution to the challenge of poverty and inequality in South Africa.

Ms. Thoko Mpumlwana, Chairperson, SAWID Trust.

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Note: All photos are from SAWID and Development Caravan archives, 2003 -2012

The Development Caravan: A profile

Abstract

The Development Caravan model is a synchronised poverty eradication system for local communities in nodal areas to mobilise support and catalyse community self-organisation through targeting families with a basket of services and stakeholder engagement. The Development Caravan presents a multi-dimensional view of poverty. In particular, it underscores the importance of civil society participation (amplifying poor people's voices) in policy formulation and implementation, capacity building and institutional strengthening. This booklet aims to share the framework of the Development Caravan as a strategy for intergenerational poverty eradication, to analyse the role and great efforts made by civil society as catalysts and intermediaries between local communities and government, and to highlight potential practical implications of this role to practitioners and funders who support the work of civil society.



Introduction



During the first decade of democracy, South Africa's socio-economic development framework and strategies sought to redress disparities created by the *apartheid* past. The outcomes of the framework and strategies were to be guided by, amongst others; principles of addressing micro and local economic development imperatives that seek to complement and sustain the macro-economic stability, improved coordination and integration of service delivery across government, supporting demand-driven approaches to development by using the integrated development planning processes at local level to identify priorities and needs and fostering partnerships to mobilise resources for the local level.

As government's tremendous task of addressing and redressing *apartheid's* legacy of poverty and inequality began, development gaps started emerging from the policies and strategies, highlighting a need for a multi-sectoral response. In the midst of the gaps were:

- The lack of a comprehensive definition of poverty that would inform national statistical data collection, intervention strategies, social indicators for measurement and to be applicable to the three layers of government and all partners.
- The incapacitation of families remained the single most enduring legacy of the previous system of *apartheid*, due to a system that

led to family destruction, human capital deprivation and asset poverty. Just as the family had been the target in the destruction of communities, it stood to reason that a strategy to rebuild the South African society should target families.

- Lack of social cohesion which could promote stable and sustainable communities in order for development to thrive.
- Lack of a targeted approach – targeting the most poor with a basket of services.
- Lack of connection between the grant system and other development initiatives. What has remained elusive to government has been the evidence that people can graduate from the welfare system to a level where they can become self-reliant, when they are hand-held and supported to do so.
- The lack of a social mobilisation fund that would enable civil society to mobilise communities and engage meaningfully in the poverty eradication dialogue.

Government and civil society responded to these challenges by conducting more research in various countries to learn best practice and by 2007 government launched the War on Poverty; a strategy that sought to change the trajectory of the country's anti-poverty initiatives. The strategy would involve the following elements:

- Defining clearly the poverty matrix of our country;

- Developing a proper database of households living in poverty;
- Identifying and implementing specific interventions relevant to these households;
- Monitoring progress in these households as the programmes take effect in graduating them out of poverty; in this context, address all indigence, especially the high numbers of women so affected;
- Co-ordinating and aligning all anti-poverty programmes to maximise impact and avoid wastage and duplication; and,
- Accelerating the training of family social workers at professional and auxiliary levels to ensure that identified households are properly supported and monitored. This would ensure the systematic linkage of beneficiaries of social assistance to municipal services and work opportunities, continuously focused on the task to ensure that as many of our people as possible graduate out of dependence on social grants and enter the labour market (SA President; State of the Nation Address, 2007:5).

Implementation of this strategy appears to have proceeded slowly, with challenges of operational capacity, coordination and creating coherence, threatening a loss of focus and a delay in attainment of the set goals.



Women empowerment and poverty eradication strategies in South Africa: an analysis

The South African democratic government has a strong foundation of socio-economic policies, strategies and programmes residing in various ministries, departments and even stand-alone entities that are aimed to address poverty reduction and underdevelopment; achieve increased equity; attain social cohesion; enhance local government capacity to deliver; and promote innovation in approaches to planning, design, implementation and financing.

These include programmes of Local Economic Development, the Urban Renewal Programme, Project Consolidate, the Expanded Public Works Programme, Agriculture and Rural Development and Small Business Development Initiatives, Affirmative Action and Broad Based Black Economic Empowerment (BBBEE), an extensive social grant system targeted to the elderly, children and people with disabilities, youth training and funding programmes, etc .

The government has also made gains in creating an enabling constitutional, legislative and institutional environment for women's empowerment; namely

- *A Progressive Constitution* – Clause 9 of the Bill of Rights guarantees the promotion of equality
- *Strong Constitutional, Legislative and Political Quotas* – Up to 40% of the seats in Parliament are held by women, women coun-

cilors in local government and women leaders in some political parties.

- *An Institutional Gender Framework* – the Commission for Gender Equality (CGE), the Ministry of Women, Children and Persons with Disability, gender focal points in departments; and a Committee on the improvement of the Quality of Life and Status of Women in Parliament, who focus their efforts on either policy, the implementation or monitoring of gender mainstreaming.
- *Gender Instruments*- SA signed and ratified CEDAW, (15 December 1995) and the Convention on the Rights of the Child (16 June 1995); adopted the Beijing Platform for Action (December 1995); and the SADC Declaration on Gender and Equality (1997); is party to Human Rights Conventions like the UN Convention against Trans-National Organised Crime (August 2003); and signed and ratified the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially Women and Children (August 2003) and others. South Africa also signed the SADC Gender and Development Protocol (2008), and is party to the *AU Protocol on the Rights of Women in Africa* (2003), and *The Solemn Declaration on Gender Equality in Africa* (2004), by AU Heads of State. The SA Government is therefore committed to gender equality and women's empo-

werment as stipulated in the *UN Security Council Resolution 1325* of 2000.

The government has made significant progress in achieving macro-economic stability and restructuring the economy, thus enhancing prospects for future growth and development. It has also achieved major successes in social transformation, extending coverage and improving the quality of service delivery to communities. As articulated by the Education and Training Unit (n.d):

The adoption of the policy in 2000/1 to provide a basket of free basic services to all, linked to an indigent policy which targets the poorest sections of communities, is an integral part of the programme to alleviate poverty among poor households.

In spite of these positive steps, wide gaps still remain.

Poverty and inequality are still widespread and manifest themselves in high rates of unemployment, extreme land hunger and lack of access to basic human needs (Edighedji, 2007). The majority of South Africa's population continues to experience conditions of severe deprivation and squalor in both urban and rural areas. A number of South African households continue to be poor or vulnerable and many households still have unsatisfactory access to education, health care, energy and clean water. Poverty is perceived by poor South Africans themselves to include alienation from the community, food insecurity, crowded

homes, usage of unsafe and inefficient forms of energy, lack of jobs that are adequately paid and/or secure, and fragmentation of the family (African Peer Review Mechanism Country Review Report, Nov 2006 pg 254). In addition, the distribution of income and wealth in South Africa is among the most unequal in the world with some studies placing the gini coefficient at 0.6 % (Landman, 2003:3; Schwabe, 2004:2). Furthermore, fuelled by high levels of unemployment, poverty provides the bedrock for HIV and AIDS. It also poses a threat to democracy as it pushes large numbers of citizens outside the economic mainstream, with severely limited opportunities to improve their lives. This condition undercuts the promise of democracy.

There are multiple levels to the problem:

The South African basket of socio-economic development interventions can be commended in that it is more comprehensive than the minimum standard suggested by the United Nation's Millenium Development Goals (MDGs) (South Africa Government, 1996). Ironically, government's own policies appear to have amplified these gaps somehow. The "new" universal access in the form of government's expanded services, were correctly availed to all because *apartheid* exclusion affected all black people with segmentation/stratification applied only according to race. This measure was intended to bridge the *apartheid* inequality gap as well as reduce poverty



levels. There was however no differentiation between middle-class, relatively poor and indigent people. Thus the poor and indigent have generally had to compete for access with the better resourced non-poor. Because society is not statistically stratified, services for socio-economic development are not appropriately targeted for poverty eradication at the household level, where access by the poor can be assisted by family social workers and progress monitored.

Lack of Appropriate Targeting

Government's expanded services were correctly available to all because apartheid exclusion affected all black people with segmentation/stratification applied only according to race. The poor will generally exclude themselves from services that are accessible to all or more specifically to services that are used by the non-poor.

"Like good old Gresham's law, it is wise to remember that in the world of development, if one mixes the poor and the non-poor within a programme, the non-poor will always drive out the poor, and the less poor will drive out the more poor, and this may continue ad infinitum unless one takes protective measures right at the beginning. And what will happen is that in the name of the poor, the non-poor will reap the benefits." (Banker to the Poor – Autobiography of Muhammad Yunus, Founder of the Grameen Bank, pg 72)

It is for this reason that Nobel Laureate Prof Mohammad Yunus introduced a banking me-

thod of targeting the poorest borrowers and taking services to their doorstep. This is done without diluting programmes that are universally available to the general public, and reaches the really poor people who have despaired and who need special assistance to restore their confidence and belief in their own potential.

It appears that the South African society is not statistically stratified and services for socio-economic development are not appropriately targeted for poverty reduction at the household level, where access by the poor can be assisted by family social workers and progress monitored in health, housing, identification, education, livelihoods and access to government's social security safety-net. Even though the SA basket of socio-economic development interventions might be more comprehensive than the minimum standard suggested by the UN/MDGs; it still does not seem to be part of a coordinated Plan of Action; it is not measurable through clear social indicators, and it is therefore difficult to statistically document progress. South Africa has also not yet developed targeting tools to identify the indigent and provide them directly with a minimum set of services that will graduate them upwards.

Marginalization: Continued social exclusion from the mainstream society

Poor families are usually isolated from each other for whatever reason; either by fear or suspicion. The possibility of neighbours connect-

ing to address a community problem is remote. Most of those who are poor are also emotionally exhausted; they often do not have enough energy to deal with their own problems, let alone to try to give help to others. Nodal communities are often located away from general city activity. Furthermore, the central-planning model adopted and used by government leaves a legacy of misallocated resources, which have contributed to the poor productivity and performance of the rural economy. Poor public investments in physical infrastructure and social services in the rural areas, combined with the geographic isolation of many such areas, have further marginalized the rural poor. In general, the rural population, especially women, has very little political influence, is poorly organized and is often not reached by social safety nets and poverty programmes.

Limited Support to grassroots Initiatives

Rapid population growth and persistent droughts in the 1980's had caused food production and agricultural income decline in the country. The preoccupation of government with other emergent issues caused declines in allocations to small scale farming also. The diminishing capacity of agriculture to provide for household subsistence increased the workload shouldered by women. Against this background, the situation of rural women is increasingly characterized by overwork, low productivity and little access to credit, land, training, and the use of elementary technology.

Women have to make up for the family's food deficit by working as casual hired labour on larger farms, or by starting up income generating activities in addition to other household tasks.

At the same time, government interventions scarcely reach women on the farms and in rural areas to address their plight. Women's low participation in national and regional policy-making, their invisibility in national statistics and their low participation in extension services has meant that those issues of most concern to women have been neglected in the design and implementation of many development policies and programmes. When women are targeted as beneficiaries, it is generally in their reproductive capacity or as targets of welfare interventions. Small, dispersed "women-specific" projects, or project components focusing on their productive role in agriculture and the economy, remained isolated from national planning and policies.



Partnerships for development and women's empowerment



The South African Women in Dialogue (SAWID) is an NGO established in 2003. For more than 8 years SAWID has been at the forefront of building the capacity of communities to fight poverty. They achieve this by mobilising local resources and by increasing the capacity of individuals in poor communities and families to rely on themselves to make positive change. SAWID is led by a dedicated volunteer Board of Directors, as well as a Professional Advisory Board that is made up of sector specialists, academics and professionals.

SAWID has three programmes:

- Participatory Management: Promoting group formation, providing a forum for

articulation of ideas and mutual support, promoting ongoing effective women representation in decision making structures, participatory consultation with women's groups and development institutions.

- Research and Knowledge Management
- Advocacy

In July 2003 around 1000 South African women from all walks of life met in Pretoria to reflect on their past; to acknowledge and celebrate their achievements since 1994; to identify emerging challenges under the new dispensation; to plan together for the next decade; and, in that regard, to draft a practical and implementable

Program of Action. The theme of the meeting was South African Women in Dialogue (SAWID) which subsequently came to define the forum. The SAWID forum was prompted by the desire to craft a new vision for women after ten years of democratic experience.

The SAWID 2003 Dialogue, therefore, began as a civil society initiative whose aim ultimately was to exercise their right as women to participate fully in the development activities of



their country and continent in partnership with government and the private sector. At the end of the Dialogue, five days later, the participants recognized and appreciated the gains already made by the democratic government in providing women with institutional, political and socio-economic liberation. However, they noted with concern that despite all these gains, South African women in particular remain disadvantaged and did not benefit fully from the emerging democratic spaces. Of the twelve key challenges that frustrated them, they prioritized poverty.

In this regard SAWID 2003 collectively drafted a Plan of Action based on the daily experiences as lived by women in their communities.

The women sought to unleash the under-utilized resource that women represent; a resource which is under-valued by the structural frameworks that governments often adopt for women's development. At the end of the five (5) days there was a resolve that the Dialogue should lead to effective action against poverty. The challenge therefore for the SAWID secretariat was to identify practical and implementable successful models of poverty eradication that would inform the SAWID Plan of Action. Such a plan of action would aim;

- to influence South Africa's public policy on poverty eradication by encouraging a country-wide and inter departmental dialogue on the



critical analysis of poverty in South Africa

- to explore a multi-level, integrated, decentralized, interdepartmental approach as a model for poverty eradication in South Africa
- to coordinate the efforts of government, civil society organizations, business, communities and the volunteer contributions of individuals in addressing poverty

The SAWID Secretariat was therefore tasked to identify practical and implementable success-

ful models of poverty eradication that would inform the Plan of Action: The establishment of an out-reach focused mechanism that would serve as a conduit for families and communities at local level to have a platform to voice their challenges, intentions and promote their initiatives for adequate support.

And so the SAWID Development Caravan (DC) was born.



The Development Caravan (DC)

The Development Caravan is a synchronized poverty eradication system for local communities in nodal areas to mobilize support and catalyze community self-organization through targeting families with a basket of services and stakeholder engagement. Through the Development Caravan programme, SAWID targets the most pressing social problems in geographically isolated and economically marginalized areas in the country. The Development Caravan trains jobless youth in Social Auxiliary Work in order to raise their technical skills in this industry and provide them with secured and stable employment opportunities that meet the labor market demand. The Social Auxiliary Workers (SAWs) are appointed as Family Development Workers to improve the social and economic status of poor people and communities in nodal areas.

The Development Caravan amplifies resources by integrating indigenous practices and organic economic development. The SAWs work through existing networks and organisations. The SAWs apply a variety of approaches to engage communities around poverty eradication issues with the overall purpose of creating an enabling environment to promote and sustain behaviour change, help local problem solving and generate demand for services and to hold service providers accountable for services. They link poor families to government services and use a case-work approach to restore family systems, create stronger community networks,

ensuring increased family participation within and outside of the households. They promote partnerships and linkages through bridging gaps within local economic development interventions, established enterprises and small businesses. They link micro-enterprises to the inputs, information and institutions required for sustainable economic activities.

The DC is designed to focus on the most vulnerable groups in society to directly tackle extreme



poverty by facilitating access to resources, focusing interventions on the family as opposed to the individual and



creating opportunities for vulnerable groups, like children, and people with disabilities. The system is based on the assumption that extreme poverty is a multi-dimensional problem related to variables such as insufficient income, scarcity of human capital, weak social systems and a high level of risk associated with unemployment and disease. It is evident that for the DC to be successful, implementation will depend on the cooperation and coordination of services amongst the various public and private institutions e.g. government departments and local municipalities.

Objectives of the model

- To facilitate the eradication of absolute poverty in nodal areas by strengthening the capacity of targeted households to graduate out of indigence
- To support municipal and community capacity building for better coordination and mobilization of resources
- To amplify civil society voices in service delivery and policy making
- To make sure that social cohesion results in social capital

The DC strategy and program design is based on six pillars

i. **Capacity and skills development.** Strengthening, and when needed, creating, local capabilities to respond to institutional

development needs. i.e. building capacity to build capacity

- ii. **Social development.** Enabling the poor to make full use of opportunities to improve their living standard, and establish programs that directly address the severity of poverty.
- iii. **Pro-poor, sustainable economic growth.** Based on policies and programs that facilitate employment and income generation for the poor: Local economic development; Rural development, cooperatives strategy etc.
- iv. **Good governance** to ensure that the poor have better access to basic services and greater voice and participation in the decisions affecting them.
- v. **Inter-sectoral collaboration and the Integrated Development Program**
- vi. **Best practice** – local and international initiatives and lessons.

Change Agents (Social Auxiliary Workers) Approach

The Development Caravan adopts psychosocial models that attempt to reduce dependency on others for sustenance and livelihoods, overcome feelings of shock, fear and helplessness, focus on options, implications and potential outcomes and seek to address immediate individual needs. To achieve this, the DC intervention applies direct human interventions



by training key individuals in psycho-social approaches and assigning them to individual families to facilitate the household intervention, thus strengthening the resilience, thinking and problem-solving skills that the families need to survive and graduate from poverty. Psycho-social interventions strengthen the capacity of individuals and communities to cope with stresses, particularly those associated with poverty, conflict and violence. It addresses people's well-being by focusing on their sense of value for self and others. Women and girls find an opportunity and space to break the silence about isolation and personal internal conflicts, are able to express themselves, finding a sense of solidarity with other women and learning new skills. The DC integrates this awareness through mainstreaming a psycho-social approach and applying it to how its programmes are designed, implemented, monitored and evaluated.

Transforming youth community members into resource persons for communicating and counselling on poverty and development within

community members is often a complex task. Capacities of the SAWs are built through a combination of structured; formal in-class training sessions and on-the-job support by the supervisors and program managers. The completion and graduation follows a process of a series of assessments, verification and evaluations by the Health and Welfare SETA and Quality Assurance Authority. As a legal requirement, the Social Auxiliary workers who wish to practice the profession have to register with the South African Council of Social Work (SACSS) and for them to remain registered they must participate in Continuing Professional Development (CPD). The aim of the CPD is:

- Building knowledge and skills
- Keeping practitioners abreast of developments in their field
- Promoting confidence in practitioners' abilities to provide a high standard of services
- Maintaining professional standards; and
- Promoting excellence



<p>Understanding the National Qualification Framework(NQF)</p> <p>Understanding the unit standards</p> <p>Self Awareness</p> <p>Definition of Social Work and Social Auxiliary Work (SAW)</p> <p>Social work values and principles</p> <p>Human rights and its relevance in service delivery</p> <p>Introduction to working with families</p>	<p>Definition of social problems.</p> <p>Population at risk.</p> <p>Introduction to methods used in Social Work.</p> <p>Types of Social work resources and their relevance in service delivery.</p> <p>Definition of team work.</p> <p>Report Writing</p> <p>Definition of supervision</p>	<p>History of Social Auxiliary Work (SAW)</p> <p>Developmental model of Social Work.</p> <p>Code of ethics</p> <p>Definition and role of the South African Council for Social Services Professions (SACSSP)</p> <p>Sectors in Social Welfare</p> <p>Basic needs</p> <p>Definition of Family</p> <p>Family characteristics and Life cycle</p>
<p>Introduction to communication</p> <p>Definition and purpose</p> <p>Messages and communication channels</p> <p>Resources in the Social Work profession</p> <p>Theoretical model explaining social problems</p> <p>Social work teams and their roles</p> <p>Multisectoral teams and their roles</p>	<p>Contributing factors to social problems and specific needs</p> <p>Guidelines to report writing</p> <p>Types of S.A.W. reports</p> <p>Introduction to research</p> <p>Ethical issues of supervision</p> <p>Roles and functions of S.A.W.</p> <p>Budgeting and budgeting process</p> <p>Logistics including assignments and written evaluation</p>	<p>Development of Social Auxiliary Work</p> <p>Field of Social Work practice</p> <p>Developmental model of Social Work</p> <p>Code of ethics</p> <p>Developmental of Social Welfare (background)</p> <p>Developmental social welfare principles</p> <ul style="list-style-type: none"> • three sectors in social welfare • basic needs theory
<p>Different working environments</p> <p>Challenges of social work services in different environments</p> <p>Systems theory</p> <p>Components of worker-client relationships</p> <p>Family intervention model</p> <p>Functions of a family</p>	<p>Definition of poverty</p> <p>Causes of poverty</p> <p>Case work</p> <p>Linkages and referrals</p> <p>Skills needed in referrals</p> <p>Resource problems in South Africa and the role players</p> <p>Introduction to social security grants</p>	

Fig. 1. Curriculum of the Social Auxiliary Worker

Duties of the Social Auxiliary Workers

- Community and family profiling: The profiling process involves family identification, verification and household assessment. Pre-identification is done by the ward committees, use of hospital and Social Development records; physical verification and a scored questionnaire. This process may last up to 6 months.
- Development of a personalized and relevant work plan according to each family's reality. The family and their SAW prioritize the family's goals, create a family development plan and establish concrete commitments that the members must fulfil in order to improve their quality of life. By including confidence-building activities that introduce the SAW to the family's history and current situation, the SAW gains a personal and integrated knowledge of their situation. At the end of the intensive work phase, the family and their SAW will evaluate their progress towards the completion of the minimum conditions. If the family has not completed the 10 minimums, the SAW will continue working with and guiding them. If the family has met the conditions, they will then sign a commitment contract in which they make concrete commitments designed to sustain the progress that they have made. In both cases, the personalized intervention will last 36 months (3 years) with each family.
- Organising families into self help groups

through social mobilisation. The SAW's initiates and sustains the process of social mobilisation for poverty eradication by formation, development and strengthening of self help groups (SHG). The entry points for organising are the issues that are key to poverty eradication. There are different entry points for different SHG depending on the local situation.

Families participate in the programme voluntarily and the programme is not imposed. The reasons for the participatory approach are:

- To ensure that accountability and responsibility reside in the beneficiary families. An underlying principle of sustainable development is the empowerment of individuals to take charge of their own development.
- To engender ownership. Families identify their needs and set their own objectives and participate in the decision making (planning and management of the family plan).



- To enhance the lobbying power of families and communities. Poor people tend to be voiceless or have a weak voice in decision-making on issues that concern their lives. When mobilised and supported, families are able to lobby government and development agencies for developmental support that is relevant to their needs and circumstances, rather than supply driven interventions.
- To harness family initiative and strengths.
- To enhance motivation and enthusiasm.

- To broaden family support and maximise the impact of development. Intervention levels start from an individual through to the communal level.

Emphasising local-level institutional development and promoting joint implementation.

The Municipality plays a key role in the DC program as a primary stakeholder. By involving the municipality, the Development Caravan strengthens the capacities and increases the effectiveness of the local government

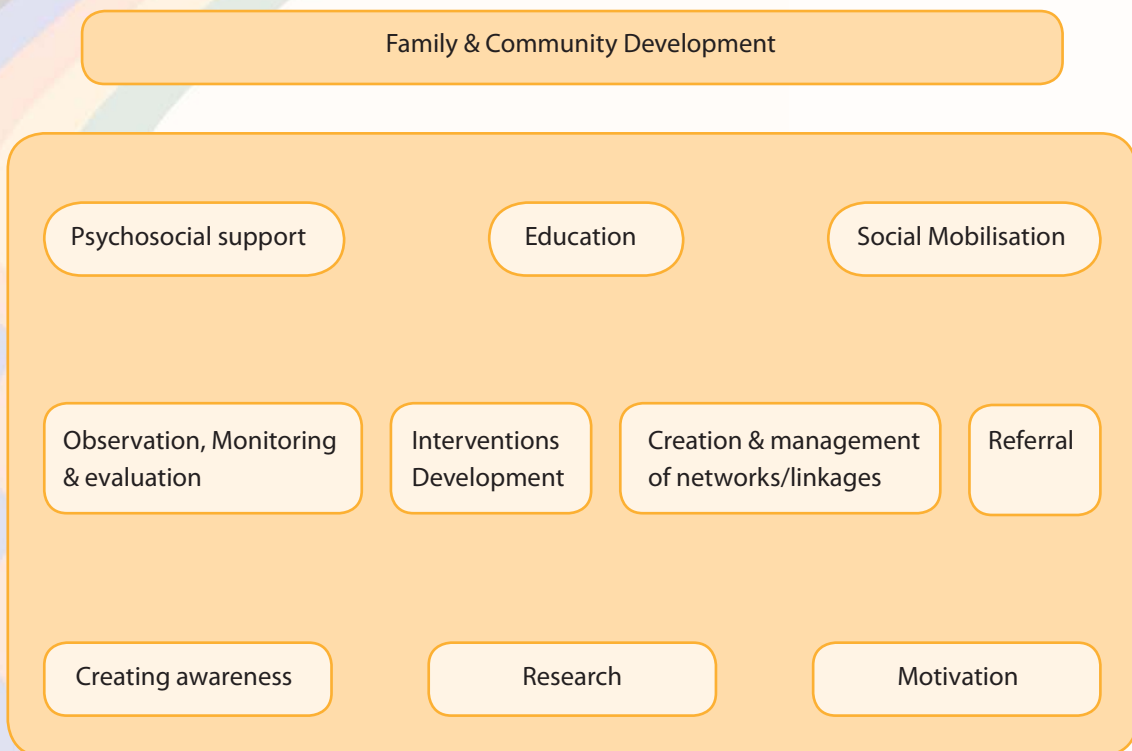


Fig 2. Diagrammatic representation of the roles of the SAW

to conduct public participation, attain greater understanding of their own environment and channelling resources in the best interest of communities.

The DC appoints local site Project Managers to support; guide and coordinate the work of the SAW's and their Supervisors. The duties of the project managers are: planning, general administrative duties, attending to team meetings to facilitate coordination, understanding, cooperation and support of the DC program as well as to entrench municipal ownership through capacity building processes of ward committees to take responsibility for expanding the implementation of the DC program.

Knowledge management

The knowledge management of the DC involves identification of data and information needs, and development of data formats to support strategic decision-making, planning and quality management activities. It also involves development, implementation and maintenance of the management information system, including the integration of data from various primary sources for management information purposes. The ultimate is to build an interactive knowledge hub in partnership with research and academic houses that will be accessed by various stakeholders as a platform for learning.

Building relations with government and other agencies as a systematic effort to aligning the Development Caravan within the socio-

economic development frameworks; positioning it as key model for implementation of the National Poverty Strategy

The DC has played an important role in promoting an increased and systematic collaboration and forging strategic alliances among key actors in poverty eradication, concentrating on government agencies and donors. The DC has built a strong relationship with the Independent Development Trust (IDT) and several other government departments and private institutions, to leverage support and increased financial resources for the existing pilot and identifying appropriate entry points in new sites. The DC coordinates periodic dialogue as a platform of sharing ideas; evaluating progress and drawing strengths from partners, and as a means to inform policy.

- **Bigger households; fewer assets.** Poor households tend to have bigger families than non-poor households. While previous research stated that SA families are 1: 5; the DC pilot learned that many poor families have a mean of 1:8. There is also a significant difference between poor and non-poor households in quality and quantity of housing. In poor households crowding is a problem, with room space for each family member limited to a door size.
- **Livelihood structure:** The average annual expenditure of the families is spent on living expenditure, leaving no room for self-developmental expenditure; thus the families cannot afford to send their children to further education or acquire new assets.



- **Isolated geographic conditions and closed communities:** The geographic conditions are relatively isolated and adverse, making it difficult to have access to exchanges of commodities and to obtain technological information. Moreover, the lack of electricity, road and television signals makes the situation of poverty in the rural areas worse. This creates a further expense to poor people as they have to pay more for food and other necessities, due to paying a local premium.

Strengths of the DC model

The Development Caravan is informed by good practices from other developing countries and integrates indigenous practices. The programme prioritises rural communities and focuses on families, especially those headed by women and children. It recruits, trains and employs individuals resident in target communities and extends these through the establishment of local implementation teams. It uses poverty-targeting tools within a clearly defined problem framework in the context of this programme. There is a good fit between the model and government's agenda of retention of trained social service workers, skills development, women's empowerment and municipalities' capacity building.



Current challenges

Depleted development funds

The success of the Development Caravan programme is predicated upon access to substantial financial resources for developing the capacities of partnering communities. Communities that host most of the poorest people are themselves under-resourced. They lack physical infrastructure and are not equipped to attend to all their local challenges. In order to reach the poorest families, who may be cut off from existing municipal services by the lack of access to roads, have poor schools, inadequate housing, limited or no access to electricity and water, the DC creates conditions that enhance such access.

In situations where local municipalities are severely under-capacitated, access to a substantial development fund to implement or roll-out a DC programme is vital to enhance existing municipal resources. Traditional development funds are continuing to dry up at a fast rate, due to various factors and the emerging nature of relationships between donors and government and between donors and NGOs and CBOs. The democratic South African government is viewed by many donors as the channel for donor funding unlike in the past where CBOs and NGOs were funded directly for development and fighting *apartheid*. NGOs are now expected to obtain money from government. The recession has not helped. "Internally, rising operating costs, mounting debts, and the inability of some CSOs

to sustain the same level of work as they used to before are some of the challenges that are worsening the crisis "...". There is also a dearth of skilled employees as the State and other sectors continue to poach key personnel from the NGO sector".(Noxolo Kabane: An emerging funding crisis for SA civil society, google)

HIV and AIDS

Even though there is accelerated efforts by government to fight the scourge of HIV and AIDS, South Africa remains the country with the largest estimated number of People Living with HIV (PLHIV) in the world and as in the rest of sub-Saharan Africa, the epidemic disproportionately affects women (UNAIDS and WHO, 2008). AIDS undermines food security through its impact on incomes and food purchasing power, on people's ability to engage in agriculture for both food and cash crop production, and its effects on diverse livelihood strategies, including those that are essentially non-agricultural in nature. (HRSC, 2004)

Insufficient coordination and collaboration

Existing poverty reduction initiatives not coordinated between government departments and between government, private sector and civil society organs that lead to duplication of resources and inefficiencies.



Tracking: Ineffectiveness of information systems

Monitoring and Evaluation (M and E) is fundamental to the successful implementation of the poverty reduction strategy approach. It is intended to provide the means for supporting evidence-based policy decisions, for evaluating development effectiveness and for making adjustments in implementation as needed. Without a strong and central M and E system it would be impossible to enhance development effectiveness and reinforce mutual accountability to eventually reach national development goals and The Millennium Development Goals.



Towards the development of an anti-poverty strategy

- Poverty must be recognised as complex and associated with natural, physical, financial, human and social capital access and development, that it is individually variable and that it is affected by externalities;
- Development of a National Definition of poverty and an income poverty line, and development of indicators for the wider definition of poverty and development of poverty measurement techniques that help to capture the status of poverty in relation to the wider definition;
- The poverty eradication goals need to address policy, stimulate economic growth, ensure income redistribution, promote gender equality and livelihood quality, facilitating access and include the environment;
- Poverty eradication should accommodate a multi-sectoral approach; address local and national governance issues; encourage partnerships of all types (NGOs, public and private)
- Individual projects should build on people's strengths, target households, communities, implementing agencies and wider policy; Design should be participatory, iterative and flexible in implementation and should recognise the long-term nature of capacity building and social capital development and sustainability
- Pilot on a small scale at the local level and in due course roll out some components of the pilot that's proving to be sustainable designs for poverty eradication.
- Piloting of new funding mechanisms and sources that can supplement budgetary resources and may in due course justify the more rapid reduction in relative poverty through the greater and more efficient application of such resources;
- Foster better governance at the provincial and district and local levels in the use and management of poverty eradication funds from both government and other sources; and a role in the overall management of any new funding mechanisms adopted nationally.



Conclusion

What has made a difference in other countries which are regarded as best practice like Chile and Brazil was the forging of a national consensus that poverty eradication should be given priority status, that an attitude of solidarity and volunteerism should be fostered, so that the privileges, knowledge and resources of one sector of the population could come in direct contact with the needs of another, and that the efforts of all stakeholders

should be coordinated. The Development Caravan is a demonstrably innovative and integrated strategy of tackling inter-generational poverty that has potential to impact positively in the lives of the most poor, related to the goals of the national strategy, as well as to the priorities of the country, the outcomes of which are to be translated into policy.





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DEVELOPMENT CARAVAN MINIMUM CONDITIONS

1. PERSONAL IDENTIFICATION

- All members of the family must be incorporated into the Civil Registry and have an identity document or birth certificate.
- Members of a family who have a disability should be registered as such in the Department of Social Development Registry and be receiving a disability grant.

2. FAMILY DYNAMICS

- The family should have adequate abilities to deal with conflict.
- There should be a fair distribution of household chores, so that girls do not do the bulk of the household chores.
- The family should be linked to community resources and development programmes available through local networks (sports clubs, senior citizens' centers, action groups and community organisations, amongst others.)
- Children who qualify for free education should be registered to receive it.
- Families with reported incidents of domestic violence should be enrolled in an appropriate support programme.
- A family with a child in jail should support him/her and collaborate in their rehabilitation programme

3. FOOD SECURITY

- The family has access to basic nutrition, three

meals a day.

- The family has a door-sized garden

4. PRIMARY HEALTH

- The family must be registered in the Primary Health Care System.
- Pregnant women should have medical check-ups corresponding to the guidelines established by the Ministry of Health.
- Children under six years of age should have their medical check-ups and vaccinations up to date according to the guidelines established by the Ministry of Health.
- Women over 35 years should have a periodic Papanicolaou smear test.
- Members of the family who suffer from a chronic illness should be under the supervision of a doctor from the corresponding health center.
- Family members with a disability, who would benefit from rehabilitation, should be participating in a rehabilitative program.
- All members of the family should be given personal healthcare information.

5. EARLY LEARNING, EDUCATION AND SKILLS DEVELOPMENT

- Children in the preschool age should attend a preschool or kindergarten program.
- If the mother works and there is no other adult able to care for the children, children under six years of age should attend a daycare program.



- Children under 15 years of age should attend an educational institution, or be in the process of reintegration if they have previously dropped out.
- Children 12 years of age or older should be able to read and write, or in the process of learning.
- Children with disability who are able to study should be incorporated into the standard or special education system.
- An adult responsible for the education of the children should be in contact with the school and have attended the most recent parent/guardian's meeting.
- The adults should be able to read and write (or those who desire to learn to read, write and perform basic mathematics should be in the process of learning.)

6. INTEGRATED HOUSING

- The family should have a house with the minimum standards: mud covered in cement; enough rooms for privacy of individuals.
- If the family wishes to apply to the municipality housing program, they should be in the application process.
- The family should have access to clean water 6 metres from the house.
- The family should have appropriate and safe sewage disposal.
- The family should have appropriate waste disposal provided by the municipality,
- The family should have safe and reliable energy for lighting and equipment.
- The family should have access to a public road for emergencies and access to markets.

7. SOCIAL INCOME AND EMPLOYMENT

- All members of the family who have the right to the Family Support Subsidy should be receiving it.
- All members of the family who have the right to Social Security Assistance should be receiving it.
- The family should have an income above the line of extreme poverty, and be registered on the indigent list of the municipality.
- The family should have a budget organised to their resources and priorities.
- At least one member of the family should have a regular job and a stable salary.
- No child under 15 years of age should leave school in order to work.
- All unemployed persons should be registered with the Municipal Employment Information Office.

Members of the SAWID Development Commission:

Dr. Vuyo Mahlali (Chairperson)

Prof. Edith Vries

Ms. Feziwe Ngqoloba

Dr. Lillian Thembi Cingo

Ms. Doris Skosana

Dr. Lulama Makhubela

Prof. Sazile Mtshali

Ms. Laura Mphahlwa

Ms. Lorato Scherpernhuyzen

Prof. Connie Moloji

Ms. Suraya Bibi Khan

Ms. Ntjantja Ned

Dr. Anne Letsebe

2008 DECLARATION AND PLAN OF ACTION

We, the women of South Africa, convened by the SAWID National Steering Committee and supported by the Isigodlo Trust, held a dialogue under the theme "Financing for Women's Empowerment and Gender Equality: Towards an inclusive macro-economic framework", at the OR Tambo Conference Centre, Birchwood Hotel, from the 28th of September to the 3rd of October 2008, representing all nine provinces and all sectors of our society, including older women, the young, women living with disabilities, women living in rural areas, development practitioners, researchers and academics, women in civil society and the private sector, women working on farms, faith based communities and youth structures, to share our experiences and celebrate our diversity and reflect on the continuing challenge of poverty and inequality.

Recognising and applauding the gains made by our democratic government over the past fourteen years in creating an enabling constitutional, legislative and institutional environment for women's empowerment, such as a

- Progressive Constitution – Clause 9 of the Bill of Rights guarantees the promotion of equality
- Strong Constitutional, Legislative and Political Quotas –Up to 38% of the seats in Parliament are held by women, we have a women Speaker of Parliament, a woman Chairperson of the Independent Electoral Commission, and women councilors in local government and women leaders in some political parties.
- An Institutional Gender Framework – the Commission for Gender Equality (GCE), the Office on the Status of Women (OSW) and Gender Focal points; the Joint Parliamentary Committee on the improvement of the Quality of Life and Status of Women (JMC), who focus their efforts on either policy, the implementation or monitoring of gender mainstreaming.
- Gender Instruments- We have signed and ratified CEDAW, (15 December 1995) and the Convention on the Rights of the Child (16 June 1995) ; adopted the Beijing Platform for Action (December 1995) ; the SADC Declaration on Gender and Equality (1997); we are party to Human Rights Conventions like the UN Convention against Trans-National

Organised Crime (August 2003); and signed and ratified the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially Women and Children (August 2003) and others.

- Strong women representation in both business and civil society: Through affirmative action and BBBEE women today serve in company boards, own companies, spearhead entrepreneurial initiatives, are astronauts, and can both work and have a family. They are CEO's in both the civil and private sectors.

Supported by the South African Women's movements to keep women's priorities on the agenda of the African Union and recognising the efforts and commitments of the SADC Heads of State with the recent signing of the Gender and Development Protocol (2008), the AU Protocol on the Rights of Women in Africa (2003), The Solemn Declaration on Gender Equality in Africa (2004) UN, AU Heads of State and Government to gender equality and women's empowerment as stipulated in the UN Security Council Resolution 1325 of 2000,

We acknowledge the impact SAWID has made in the South African women's movement; national policy discourse and in the lives of women in South Africa and abroad and treasure the opportunity the SAWID platform provides for us to name and heal our pain whilst also defining our vision for a desired future. Since 2003, SAWID has become an effective platform which amplifies women's voices in shaping our democracy. We celebrate the five years since SAWID's formation as we affirm our commitment to the vision, mission and values of unity, integrity, sensitivity towards each other's difference, tolerance and empathy as espoused by SAWIDIANS since the first dialogue;

We further reaffirm our solidarity with the growing South African Women's movement and the women of our continent, particularly those who are emerging from and those who continue to live in conditions of war, conflict and dehumanising poverty. We remain committed to work with government and international partners and through NGO's CBOs and FBOs in our communities and provinces in order to avoid fragmentation and to strengthen mutual capacities in addressing local challenges.



WHAT WE CAME FOR

Since 2003 the Forum has identified development and in particular poverty eradication as our priority. Following extensive research, including study tours to Chile and Tunisia, SAWID has developed its own civil society-based poverty eradication programme, the Development Caravan, which targets indigent families in select nodal areas with a basket of services and physical infrastructure, in partnership with government, the private sector as well as research and training institutions. SAWID has also impacted profoundly on government's poverty eradication policy as evidenced by the 2007 State of the Nation pronouncement, as well as government's recently outlined poverty eradication strategy designed to reverse and reduce the incidence of poverty as well as prevent the recurrence of poverty.

We have since ascertained that

- Financing for women empowerment and gender equality is a critical part of the discussion on financing for development and that all national and international economic policies affect women, in ways that serve to advance or hinder their livelihoods;
- Economic growth and human development, to be sustainable, requires women's full participation in the economy, making it necessary to tailor development finance to the needs of women.
- To eradicate poverty, government has to be re-configured and work in an integrated manner. Working in silo's or in competitive ways by government departments and different layers presents a problem to the major objective of lifting the most vulnerable from poverty.
- Ongoing discussions on financing for development emphasize that economic growth is essential for achieving the Millennium Development Goals (MDGs), including poverty reduction and gender equality; hence

At the 2008 Forum we aimed at raising the level of debate on financing for women empowerment and reiterated our call for effective institutional mechanisms for the advancement of women which would include a Minister Responsible for Women's empowerment, a Ministry for Planning and a special development/ solidarity fund for women.

We also sought to honour the contributions of older women in sustaining and nurturing our communities over the years by hosting a lunch celebration for them on the 1st October International day of the Older Person.

We had set the dialogue objectives as follows:

- To explore budgeting models for women's empowerment
- To strengthen national women's empowerment strategies that will lead to real gender equality and women's greater participation in our democracy
- To identify sources of funds to strengthen the South African Women's Movement
- To propose financing mechanisms for women's empowerment, including a Women's Research Facility and a Training centre
- To identify funding sources for women's grassroots socio-economic projects.

Challenges

We have noted with concern that despite government's comprehensive agenda and great strides in the implementation of pro-poor policies and initiatives, grave challenges remain that continue to limit women's ability to participate fully in the democratic spaces that have emerged:

- Poverty persists characterized by alienation from the community, increasing food insecurity, crowded homes, usage of unsafe and inefficient forms of energy, lack of jobs that are adequately paid and/or secure, and fragmentation of the family. Women especially those in farming communities and in informal settlements, as well as the children, older persons and those with disabilities bear the brunt of poverty.
- The absence of a co-ordinated and integrated strategy for women's empowerment places a disproportionate burden on women in the protection and care of children, the youth, older persons, those infected and affected by diseases especially HIV and AIDS as well as other diseases;
- Poor access to development resources, including a dedicated fund for women's empowerment, limited access to land as well as sustainable agricultural practices/skills and limited access to income-generation

projects as well as formal employment opportunities

The prevalence of food and resource insecurity that can potentially trigger war and instability and xenophobia in the country

- Emerging trends in the region with regard to respecting democratic processes and the rule of law in areas such as elections which increasingly result in and trigger violent conflict. These trends undermine social stability and exacerbate especially the marginal situation of women, and their limited participation in democratic processes by exposing them to intolerable levels of gender-based exploitation and lack of human security.
- There is a paucity of institutional arrangements for strengthening women's capacities, as well poor implementation and or monitoring of existing provisions, for example implementation of the 54% quota for women in the National Skills legislation and ;
- Lack of an integrated peace policy and strategy with adequate resources committed to partner with civil society in addressing domestic, regional and continental threats to survival and security of all citizens.

We therefore recommend the following:

1. Institutional and Funding Mechanisms

- An accountable Planning Ministry with executive authority to ensure integrated planning, monitoring and coordination of all poverty eradication activities, and also to maximize initiatives of business and civil society
- A Ministry of Women with a budget and executive authority, accountable to cabinet regarding women's advancement in all areas of human development.
- A national centre for research and studies on women to be established to feed into and support policy and programs.
- Structured and funded institutions with civil society partnerships charged with social mobilization and facilitation of all sectors of society to the goal of poverty reduction
- Creation of a special fund to support women initiatives as well as to
- Support infrastructure linkage of poor communities to mainstream municipalities using government, private sector and citizen

financial contributions.

- Government to honour the commitment made in the Beijing Platform of Action by reviewing the current macro-economic framework, taking into account the ways in which women continue to subsidise government through their unpaid care work

2. Proposals to Eradicate Poverty and Inequality

- Engaging with government, not only to mobilize grassroots communities to be involved in decision-making processes, but to also have effective collaboration with synergy in local, national and regional initiatives to eradicate poverty.
- Women's development to be a critical factor in addressing poverty
- Poverty Eradication as focus for all socio-economic interventions with targeting of the most vulnerable families
- A common definition of poverty and an integrated multi-dimensional approach to service delivery.
- A National Framework driving policy and co ordinating programs in all departments, involving private sector and civil society
- Direct human interventions through psycho-social workers assigned to individual families

We commit to going back to our communities through our structures, including projects, NGO's and CBO's to contribute to the national project of eradicating poverty with government and the private sector as our partners.

Thank you

3rd October 2008

SAWID Forum



*Compiled by Ms Girlie Silinda,
Development Programmes Advisor,
South African Women in Dialogue*





SAWID

SAWID (South African Women in Dialogue) is an independent South African Women’s forum committed to improving the status of women by engaging national government, the private sector, civil society organizations (NGOs, CBOs and FBOs) and donors; and forming partnerships to shape development agendas. The **SAWID** Forum is impartial, not-for-profit and tied to no partisan interest.

SAWID Vision

“South African Women united in our diversity acting together for a better future.”

SAWID Mission

“We, the Women of South Africa, stand together for Women’s participation on issues of national, regional, continental and international importance. Through our Dialogues, we seek to establish a common agenda for the development of Women, and to ensure that Women’s views are considered whenever decisions are taken on all issues that impact on our lives. We commit ourselves to work together to ensure that fundamental rights gained through our liberation are entrenched and protected, and emergent challenges are addressed.”

Values

We are patriotic, accountable and responsible citizens of South Africa. We are self-reliant, independent and tolerant. We are women of integrity who are confident and committed in our

actions. We engage with one another with honesty, empathy and respect for our differences. We are guided by the spirit of *ubuntu* which underpins all the above values.

SAWID Trust Objectives

- To promote creative dialogue amongst South African Women;
- To promote Pan-African solidarity for peace, equality, and development;
- To promote Women’s leadership;
- To support the African Union (AU) principles and the New Partnership for Africa’s Development (NEPAD) at local level;
- To support initiatives aimed at the upliftment and development of poor communities, with specific focus on women, and
- To structure fundraising efforts to support the above objectives.

The Development Caravan is a project of the SAWID Trust, under the guidance of the Development Commission, chaired by Dr Vuyo Mahlati. (See full DC Commission on page 28)

SAWID gratefully acknowledges the sponsorship and support of the Independent Development Trust, the Nepad Spanish Fund, the Health and Welfare SETA, the De Beers PonaHALO Fund for Disadvantaged Women, Macsteel, the National Lottery and all other organisations and individuals who have contributed and continue to contribute to the Development Caravan Action Learning Model.

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