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PACT South Africa Program

USAID Cooperative Agreement #: 674-0301-A-00-1062-00

Midterm Evaluation Report

22 March 1993 - 30 April 1993

"Evaluation is a development process."

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ACRONYMS

A B A S A	-	Association for Advancement of Black Accountants of Southern Africa
A B E L	-	Advanced Basic Education and Literature
A C A	-	Advice Centres Association
A I A	-	African Institute of Art
B C H P	-	Bellville Community Health Project
B L G's	-	Black-Led Groups
C B O	-	Community Based Organization
C D F	-	Community Development Foundation
C D P A	-	Community Development Projects Association
C O L D	-	Community Outreach and Leadership Development
C O P E	-	Cooperative Planning and Education
C O R E	-	Cooperative for Research and Education
C S T P	-	Community Service Training Program
D B S A	-	Development Bank of Southern Africa
D R C	-	Development Resources Centre
E D T	-	Education Development Trust
E L E C	-	Edendale Lay Ecumenical Centre
F C R	-	Foundation for Contemporary Research
H A P - O D S	-	Human Awareness Program - Organizational Development Services
I D T	-	Independent Development Trust

N A D E L	-	National Association of Democratic Lawyers
N A P	-	National Aids Program
N C R C	-	National Children's Rights Committee
N G O	-	Non Governmental Organization
P A C T	-	Private Agencies Collaborating Together
R A C	-	Rural Advice Centre
S A	-	South Africa(n)
S A A Y C	-	South African Association of Youth Clubs
S A B S W A	-	South African Black Social Workers Association
T A P	-	Township AIDS Project
T C O E	-	Trust for Christian Outreach and Education
U S A I D	-	United States Agency for International Development
V U C O S A	-	Vulindlela United Community of South Africa
Z C P	-	Zikhuliseni Community Programs

PACT/SOUTH AFRICA PROGRAM

MID-TERM EVALUATION

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I. REPORT SUMMARY

This report documents a mid-term evaluation carried out between 22 March and 30 April, 1993 of the PACT/SA program (USAID Cooperative Agreement Number 674-0301-A-00-1062-00). The stated purpose of the evaluation is to assist USAID and PACT/SA to determine to what extent the strategies being used to meet expected outcomes for the project are adequate and effectively being implemented. It is intended also to assist both PACT/SA and USAID to identify ways that might expand or change these strategies in order to be more effective in meeting project goals and objectives and to fulfill the project's purpose.

The goal of the project is to strengthen the South African NGO* sector to play an effective role in the development of a non-racial, pluralistic society in a democratic South Africa. The purpose of the project is to assist South African NGOs to serve their constituencies better by improving the quality and availability of the services they provide.

In addition to the presentation of the evaluation of the PACT/SA program, the report includes a section on key issues which provide a context in which to better understand the dynamic environment in which NGOs have evolved and the challenges they must address as they become active partners in the development process. These include: a description of the socio-political climate; the role of NGOs in the provision of social services, which gives the history of social services in South Africa as a forerunner of NGOs as they exist today; an overview of the difficulties facing NGOs during this transition period; and the discussion of the unique funding opportunities which exist in South Africa.

During the past four decades, apartheid policies have been designed to institutionalize social control and erode any challenge from the community. Despite past South African government opposition, community based and other NGOs have persistently sought to give the Black majority an opportunity to express their objectives and priorities through peaceful means.

The successful development of a post-apartheid society will, in large measure, depend upon the degree to which community organizations and leaders are provided with an opportunity to develop and use the skills, procedures and processes that form an integral part of community-based activities. Training of community leaders is seen to be a key ingredient in the process of constructing a civil society and undertaking national development efforts.

The NGO sector has a shared goal and vision in opposing apartheid but has yet to evolve a common concept with which to take up the challenge of defining the role which they will play in the emerging civil society and in national development efforts.

Several NGOs have grown rapidly, and virtually all are experiencing tremendous pressures to reassess and reformulate programs. Many lack the capacity and experience to define or manage an organizational strategy to make a transition into the future. Many lack a cohesive development philosophy to plan effectively for the future which exacerbates the effects of

*For the purpose of this report, the term "NGO" is used to denote both non-governmental organizations (NGOs) and community-based organizations (CBOs).

organizational weakness. Few Black South Africans and almost no Black women are to be found in management positions. These issues must be addressed if donor support is to be effective in the long-term.

The existing legislation concerning NGOs aims at controlling rather than facilitating development and will require drastic revision to incorporate national development. Clearly defined legislation is in the best interest of NGOs and they need to participate in the dialogue and drafting of policy. With few exceptions the NGOs interviewed, particularly the Black-led groups, are not represented at national forums, which have been established to discuss topics relevant to national development. Many NGOs express the fact that they are not involved in strategy and policy planning at the national level. Regional disparities also exist in terms of levels of debate in this area. There is a lack of structures and mechanisms which provide an effective opportunity to engage the debate on critical development issues.

Two options open to South African NGOs when it comes to defining their roles in civil society and the national development processes are: (1) to wait patiently for the interim or eventually elected government to address these issues, in which case they may be forced to continue their reactive role should they not agree with decisions that are taken; or (2) to begin the process of taking a proactive role and encourage such debate.

Should NGOs choose to follow a more proactive position, they will need assistance to come together to create the structures and mechanisms required for such an approach. There is a need for structures which will encourage cooperation and coalition building and systems with which to gather and disseminate information. NGOs need expanded opportunities to see, visit and study alternative approaches so that they may select systems and mechanisms appropriate to South Africa.

This task of building effective coalitions and systems must be undertaken at a time when NGOs are faced with a myriad of complex and demanding challenges. Not only do they require skills training and professional development, they also must build their organizations, continue to work with their constituents, develop new tools, deliver programs, struggle to find new sources of funding (as the nature of donor support changes) and develop their capacity to deliver services.

Training is only one step in the process. NGOs must also gain experience as development agents and this takes time. Programs which support the strengthening of these organizations must be flexible, dedicated to the process of organizational and sectoral development, committed for the medium term (3-5 year period from the present time) and be willing to act as a catalyst. They cannot take on the training role alone, but must be willing to provide technical assistance, follow-on activities and follow-up support. They must advocate and promote the development of structures which will enable NGOs to undertake a constructive, sustainable and long-term role as development partners in South Africa.

PACT/SA should play an important, flexible, catalytic role in addressing macro-level issues by encouraging and supporting opportunities for a more inclusive debate at the regional and national levels. By so doing, PACT/SA could not only enhance individual organizations but also assist the development of a framework critical for the long term sustainability necessary for NGOs to participate effectively in South Africa's development.

Since 1992 PACT/SA has undertaken more than 40 activities, involving some 300 individuals, with 30 NGOs in three geographical regions. Of these 300 participants, 54 percent were women, and 79 percent were Black. Of the 30 NGOs, 26 or 87 percent were Black-led organizations.

Institutional strengthening is a developmental process which includes various stages and evolves over time. It cannot be put on a time schedule. It requires flexibility and both follow-up and follow-on. The staffing component of PACT/SA must be increased if PACT/SA is to continue to meet the ever increasing demand for support from the NGO sector.

The PACT/SA NGO Support Project has been established with credibility in South Africa. This has been accomplished through a systematic and collaborative approach to achieving its stated objectives. Factors which facilitated this credibility are that PACT/SA has deliberately chosen to take a low-profile approach within the NGO sector; has worked systematically with and respected the NGOs' perceived needs and time schedules; has modeled affirmative action by hiring a staff composed of Black African women; and has engaged service providers (trainers, facilitators and advisors) from within South Africa who are familiar with the NGO community. This has allayed any potential misapprehensions concerning outsiders, or Americans, telling South Africans how to conduct their affairs. Some fine tuning is required which will be discussed elsewhere in this report.

PACT/SA should remain actively involved in SA, build upon this credibility and take a more pro-active, catalytic approach to working with South African NGOs, while maintaining its current policy of providing opportunities to women and Black South Africans. PACT/SA should continue to identify and expand its use of service providers from across the country.

PACT/SA should not expand its current mandate. However, PACT/SA should extend its services to include more USAID recipients, especially those whose programs focus on or support community based development. PACT/SA should include more program and field staff in training opportunities.

PACT/SA should increase both its presence in and support to other regions of the country. PACT/SA may choose to establish a stronger presence in one of two ways: either (1) through increased staffing regionally if the demand is great enough; or (2) through increased staff centrally to furnish additional backing to regional NGOs who have the capacity to provide services to NGOs.

As NGOs reorganize to address emerging needs in the new South Africa, they require technical assistance to enhance the capacity of both individuals and institutions. It is essential that individuals be provided with the opportunity for professional development, and that the institutions they represent have opportunities to acquire the skills and tools required for organizational development.

PACT/SA should extend assistance to more of the NGOs with which it works to enhance their ability to undertake strategic planning to ensure long-term viability and sustainability.

South Africa is unique in having a strong national donor base. It has been estimated that approximately 74 percent of donor giving in South Africa is contributed by individuals, while

approximately 7 percent of donor funds is derived from direct foreign funding. However, South Africa is presently experiencing a difficult economic period which threatens to remain in place for the foreseeable future.

International donors, once generous in support of the struggle against apartheid are transferring funding to other areas of the world, and implementing new modalities such as regional funding, at a time when South Africa is facing a new range of development issues.

Existing funds targeted for poverty alleviation are not transferred to their intended beneficiaries due to the complexity of accessing the funds. All of this may be placing Black-led groups (BLGs) at a disadvantage, for often they have not had the opportunity to develop skills such as proposal writing and log-frame development.

Given this situation USAID should continue to encourage sectoral meetings and facilitate a donor round-table involving representatives from the private and industrial sectors, multi- and bi-lateral donors and national and international NGOs, as appropriate, to discuss issues relevant to the emerging NGO development sector. Not only do such meetings provide a forum to discuss donor issues, but they also allow for NGO/donor dialogue and sensitize both sides to the others' concerns, potential and limitations.

One critical crisis facing South Africa is grassroots and community development. Central to this development is literacy. It is estimated that some nine million Black adults in South Africa are unable to functionally read or write. In other countries and regions of the world NGOs have been successful in incorporating functional literacy programs into their work with communities and have developed modalities, materials and training. In order to assure the emergence of a stable and productive civil society in South Africa, NGOs must consider the role which they will undertake to address this critical and urgent problem.

Regional and urban/rural disparities mark not only the work but also the needs of NGOs. An inequity exists between funds which are available to NGOs versus CBOs at a time when the latter are taking on increased responsibilities for community development as frontline organizations. Existing structures which foster an increased quality of life in rural areas are inadequate to meet the demands of development in these areas. Strengthening local community leadership, whether in rural or urban areas, is paramount to accomplishing effective development in South Africa.

While it is agreed that PACT/SA cannot and should not take on new mandates, it should remain sensitive to these issues and, when possible, support NGOs which may address these disparities.

Within the NGO sector there is a lack of documentation and research on NGO activities and their impact. This contributes to a sense among NGOs and development workers of constantly "reinventing the wheel". PACT/SA should encourage and facilitate NGO partners to undertake documentation activities.

NGOs which provide specialized services such as information, networking and training to other NGOs, are emerging in South Africa. However, in the Black community this type of NGO service-providing organization remains nascent and requires assistance to develop

institutionally and to develop and implement the programs and services which NGOs require to become actively involved as development partners.

PACT/SA should continue to assist with the development of an NGO enabling environment by identifying initiatives and emerging structures throughout the country which take leadership in strengthening the vision, advocacy, networking and coalition building among NGOs. PACT should try to defer services to Black-led South African NGOs, where appropriate, and to work towards the ultimate transfer of its activities to South African institutions.

This evaluation has afforded the South African team members an opportunity to gain experience, a better understanding of the theoretical and practical applications of evaluation and planning processes and access to individuals and organizations not normally open to them. At the same time it has provided the NGO sector with first-hand experience of PACT/SA's approach which emphasizes support to women and Black South Africans. Some of those interviewed expressed surprise that PACT/SA has been successful in identifying and employing capable, qualified and skilled individuals from these two communities.

II. FINDINGS AND RECOMMENDATIONS

1. NON-GOVERNMENTAL SECTOR

1.1 FINDING

During this transition period towards a non-racial, fully democratic, civil society in South Africa, NGOs are beginning to emerge from their role as political and social activists into development organizations. Tremendous problems facing the already over burdened and over extended individuals working within the NGO community include: (1) lack of a clear definition of what constitutes a non-governmental organization; (2) lack of a facilitative legal framework within which NGOs may be constituted and which provides structural and financial guidelines; (3) lack of national and regional support structures and forums, although some single interest NGO networks are beginning to emerge; (4) lack of a shared vision of the role which they are willing to play in the future development of the country; (5) limited representation particularly by BLGs in policy discussions; (6) an atmosphere of distrust remaining from past experiences; and (7) competition for decreasing international aid and scarce national resources due to the economic recession.

RECOMMENDATION

PACT/SA should play an important, flexible, catalytic role in addressing some of these macro-level issues by encouraging and supporting opportunities for debate at the regional and national level. By so doing, PACT/SA could not only enhance individual organizations but also assist the development of a framework critical for the long term sustainability necessary for NGOs to participate effectively in South Africa's development.

1.2 FINDING

Since there is no explicit, legal definition of what constitutes an NGO, present estimates range from between 20,000 to 40,000 organizations claiming the title, including a broad range of activities, resources, capability, funding, ability, etc. Not all of these organizations will survive. However, at this time of increasing demand for services and decreasing means,

better use of existing resources is essential.

RECOMMENDATION

PACT/SA should support resource identification activities among USAID beneficiaries. In collaboration with regional and national NGOs, it should facilitate the identification of sources of existing information and/or the development of such information when required. It is not intended that PACT/SA should collect nor store this information. Rather, by supporting such initiatives, it will reinforce the capacity of South African NGOs to provide services which avoid duplication and enhance collaboration. Workshops focused on how to access and use information will assist NGOs in this much needed exercise.

2. PACT PROJECT

2.1 FINDING

Since 1992, PACT/SA from its office in Johannesburg, has undertaken more than 40 activities, involving some 300 individuals, with 30 NGOs in three geographical regions (Transvaal, Natal and the Cape). In addition, some NGOs look upon PACT/SA as a resource centre. This increases the burden on an already overtaxed staff. Furthermore, institutional strengthening is a developmental process which includes various stages and evolves over time. It cannot be put on a time schedule. It requires flexibility and follow-on.

RECOMMENDATION

The staffing component of PACT/SA must be increased if it is to continue to meet the ever increasing demand for support from the NGO sector. Recruitment and hiring should focus on individuals with skills that complement those of existing staff and possess in-depth knowledge and experience in regions where PACT/SA intends to operate.

2.2 FINDING

The PACT/SA NGO Support Project has been established with credibility in South Africa. This has been accomplished through a systematic and collaborative approach to achieving its stated objectives with NGOs who are receiving financial assistance from USAID. Factors which have facilitated this credibility are that PACT/SA has deliberately chosen to take a low-profile approach within the NGO sector, has worked systematically with and respected the NGOs' perceived needs and time schedules, has modeled affirmative action by hiring a staff composed of Black African women and has engaged service providers from within SA who are familiar with the NGO community. This has allayed potential misapprehensions concerning outsiders, or Americans, telling South Africans how to conduct their affairs.

RECOMMENDATION

PACT/SA should remain actively involved in South Africa, build upon this credibility and take a more pro-active, catalytic approach to working with South African NGOs. While contributing to the development of a non-racial South Africa, PACT/SA should continue its current policy of providing opportunities to women and Black South Africans. PACT/SA should continue to identify and expand its use of service providers from across the country.

2.3 FINDING

During this time of transition in the country, the needs expressed by South African NGOs for additional support from PACT/SA far outweigh both its mandate and service delivery

capacity.

RECOMMENDATION

PACT/SA should not expand its current mandate. However, PACT/SA should extend its services to include more USAID recipients, especially those whose programs focus on, or support, community based development, and include more program and field staff in training opportunities.

RECOMMENDATION

PACT/SA should increase both its presence in and support to other regions of the country. PACT/SA may choose to establish a presence in one of two ways: either (1) through increased staffing regionally if the demand is great enough; or (2) through increased staff centrally to furnish additional backing to regional NGOs who have the capacity to provide services to NGOs.

3. NETWORKING AND EXPOSURE

3.1 FINDING

South African NGOs have been isolated from their counterparts which are addressing problems in other regions of Africa and around the world. Interaction and exchange with NGOs elsewhere could assist South African NGOs in addressing a broad range of issues. For example, among others, Sri Lanka and Malaysia, both of which have minority-majority political disparities similar to South Africa and have experienced NGOs who have contributed significantly to development issues in their respective countries. There is also an emerging NGO movement across the continent of Africa.

RECOMMENDATION

PACT/SA should continue to encourage and expand support for exposure visits with emphasis on South - South exchanges which enable NGO representatives to travel abroad. PACT/SA should use its experience and vast international network to identify and invite relevant foreign NGO leaders to visit South Africa and share their experiences with South African NGOs.

4. INSTITUTIONAL DEVELOPMENT

4.1 FINDING

As South African NGOs reorganize to address emerging needs in the new South Africa they require technical assistance to enhance the capacity of both individuals and institutions. Often, Black-led groups have lacked opportunities to develop skills and expertise while women, for the most part, are not found in decision making positions in organizations. It is essential that Blacks and women be provided with the opportunity for professional development, and that the institutions they represent be provided with the skills and tools required for organizational development. PACT/SA is just beginning to provide Training of Trainers opportunities.

RECOMMENDATION

PACT/SA should continue to provide support for individual skill development, especially of Black women and Black-led groups. To increase the multiplier effect of its activities

PACT/SA should expand on the Training of Trainer opportunities in the various workshops with a view to expanding its services in the regions.

RECOMMENDATION

PACT/SA should extend its assistance to more of the NGOs with which it works to enhance their ability to undertake strategic planning to ensure long-term viability and sustainability.

5. SUSTAINABILITY AND FUNDING

5.1 FINDING

South Africa is unique in having a strong national donor base. It has been estimated that approximately 74 percent of donor giving in South Africa is contributed by individuals while approximately 12 percent is derived from direct foreign funding. However, South Africa is presently experiencing a difficult economic period which threatens to remain in place for the foreseeable future. International donors, once generous in support of the struggle against apartheid, are transferring funding to other regions of the world and implementing new modalities such as Africa regional funding, at a time when South Africa is facing a new range of development issues. This may be placing Black-led groups at a disadvantage. Most BLGs have not had the opportunity to develop skills such as proposal writing and log-frame development.

RECOMMENDATION

USAID should continue to encourage sectoral meetings and facilitate a donor round-table involving representatives from the private and industrial sectors, multi- and bi-lateral donors and national and international NGOs, as and when appropriate, to discuss issues relevant to the emerging NGO development sector. Not only do these meetings provide a forum to discuss donor issues, they allow for NGO-donor dialogue, and sensitize both sides to the other's concerns, potential and limitations.

6. GRASSROOTS/COMMUNITY DEVELOPMENT

6.1 FINDING

One critical crisis facing South Africa is grassroots and community development. Central to this development is literacy. It is estimated that some nine million Black adults in South Africa are unable to functionally read or write. In other countries and regions NGOs have been successful in incorporating functional literacy programs into their work with communities and have developed modalities, materials, training, etc. In order to assure the emergence of a stable and productive civil society in South Africa NGOs must consider the role which they will undertake to address this critical and urgent problem.

RECOMMENDATION

PACT/SA should integrate the discussion of both grassroots/community development and literacy into its dialogue with South African NGOs, use its contacts around the world to identify relevant and practical resource people and programs, and use its experience and influence to advance these vital development issues.

7. REGIONAL/URBAN-RURAL DEVELOPMENT

7.1 FINDING

Regional and urban/rural disparities mark not only the work, but also the needs of NGOs. An inequity exists between funds which are available to NGOs versus CBOs at a time when the latter are taking on increasing responsibilities for community development. There is a critical need for community development assistance in rural areas where services are minimal.

RECOMMENDATION

While it is agreed that PACT/SA cannot and should not take on new mandates, it should remain sensitive to these issues and, when possible, support NGOs who may address these disparities.

8. DOCUMENTATION

8.1 FINDING

PACT/SA is doing an excellent job of documenting its various activities. Some of these reports are of value to the NGO sector. PACT/SA is encouraged to undertake the editing and publishing of such documents. Within the NGO sector there is a lack of documentation and research on NGO activities and their impact. This contributes to a sense among NGOs and development workers of constantly "reinventing the wheel" because they do not have access to each others' resources.

RECOMMENDATION

PACT/SA should encourage its NGO partners to undertake documentation activities, while recognizing that the Black education system has been unable to provide students with English writing competency. PACT/SA must accommodate this deficiency until such time as it can be redressed. In the interim, PACT/SA may be required to provide support for activities such as improving writing skills, report writing, word processing, etc. Such activities will contribute to the long-term development of the South African NGO community.

9. PARTNERSHIPS

9.1 FINDING

NGOs which provide specialized services to other NGOs, such as information, networking, training, etc., are emerging in South Africa. However, in the Black community, these remain nascent and these organizations require assistance to develop institutionally and be able to develop and implement the programs and services which NGOs require to become actively involved as development partners.

9.2 RECOMMENDATION

PACT/SA should continue to assist with the development of an NGO enabling environment by identifying these emerging structures, supporting their activities where possible through networking and coalition building, and deferring services to them when appropriate. In these ways PACT/SA will be working towards the ultimate transfer of its activities to South African institutions.

III. EVALUATION AND PROGRAM BACKGROUND

This section provides a background to the evaluation of the PACT/SA program.

(i) PURPOSE OF THE EVALUATION

The stated purpose of the evaluation is to assist USAID and PACT/SA to determine to what extent the strategies being used to meet expected outcomes for the project are adequate and effectively being implemented. It is intended also to assist both PACT/SA and USAID to identify ways that might expand or change these strategies in order to be more effective in meeting project goals and objectives and to fulfill the project's purpose. It was considered too early in the project to measure long-term impact.

(ii) TIME FRAME

The evaluation was carried out between 22 March and 30 April, 1993.

(iii) EVALUATION TEAM

The Evaluation Team was composed of five individuals including the Team Leader from the United States, three Black South Africans and one American who has lived in South Africa for a number of years. The entire team was included in each aspect of the planning, data collection, evaluation, report preparation and debriefings, to provide members with a better understanding of the evaluation process, to provide a learning environment and the opportunity with which to gain experience and improve skills.

It has been noted that, in their role as evaluators, team members had access to individuals and organizations not normally accessible to them. In some instances, the presence of qualified Black South African evaluators and information concerning the existence of PACT's roster of experienced Black SA service providers, was a revelation to some NGOs interviewed, thus allowing the PACT/SA mid-term evaluation to serve as a model for other organizations.

(iv) METHODOLOGY

The team leader was briefed by PACT's Africa Regional Director prior to leaving the United States. Upon arrival in Johannesburg he was further briefed by the PACT/SA staff.

The evaluation team met for a two day planning session to: (1) establish criteria for selection of project site visits; (2) design an interview guide to assure consistency in data collection and (3) to establish a schedule and workplan which would accommodate the part-time availability of each consultant.

Selection criteria for site visits included: (1) type of intervention received from PACT/SA; (2) type of NGO; (3) field of activity or specialization of NGO and (4) geographical region. A preliminary selection made by the evaluation team was presented to the PACT/SA staff for their comments and input, upon which a final selection was made. This final selection included: (1) NGOs which had received PACT/SA support and with which PACT/SA support is presently being negotiated; (2) Service Providers; (3) PACT/SA staff; (4) relevant NGOs or South African institutions which are supporting NGO development or activities; and (5) USAID personnel.

Interviews were carried out over a three week period in the Johannesburg, Pretoria, Durban, Pietermaritzburg and Cape Town areas. In principle, each interview included at least two members of the evaluation team and included at least one South African.

During the period of the evaluation, Chris Hani, a prominent Black South African leader, was assassinated. The resulting political and social unrest impacted upon the availability of NGO leaders for scheduled interviews and provided the evaluation team with an opportunity to experience first hand the dynamic, ever changing environment in which flexibility is essential for PACT/SA and South African NGOs to carry out their work.

A review of project documentation included the Cooperative Agreement, work plans for year one and two, project database reports, activity documents, scopes of work for service providers and workshop materials. PACT/SA documents such as job descriptions, personnel evaluations and budgets were also reviewed. In addition, relevant background documents concerning South African NGOs and their activities, theme papers on issues such as affirmative action, gender and race issues were identified and shared among team members.

Additional activities which provided evaluation team members with insight into, or better understanding of the PACT/SA project included: an opportunity for team members to participate in or observe a PACT/SA training workshop; a meeting with a team of service providers; and group interviews held with NGOs as deemed appropriate or preferable to individual interviews.

Initial findings were presented to both USAID and PACT/SA staff before the report was finalized. In addition, debriefings were held with USAID and PACT/SA staff, NGOs and service providers involved in the evaluation or PACT/SA activities.

A final debriefing was held with the evaluation team during which the process was reviewed to ensure that members could apply this experience in other situations.

(v) PROGRAM GOAL AND PURPOSE

The goal of the project is to strengthen the South African NGO sector to play an effective role in the development of a non-racial, pluralistic society in a democratic South Africa. The purpose of the project is to assist South African NGOs to serve their constituencies better by improving the quality and availability of services they provide.

(vi) PROGRAM OBJECTIVES

The program objectives are to help South African NGOs to:

- strengthen their institutions and services through high quality training and technical assistance;
- gain exposure to the thinking and methodologies of similar groups in other countries;
- establish development linkages among organizations in South Africa, in the Southern Africa subregion and internationally; and
- develop useful channels of communication with organizations throughout the world for information-sharing and access to technical data.

(vii) PROGRAM BACKGROUND

During the past four decades, apartheid policies in South Africa have been designed to institutionalize social control and erode any challenge from the community. Despite past South African Government opposition, community-based and other NGOs have persistently sought to give the Black majority an opportunity to express their objectives and priorities through peaceful means.

The successful development of a post-apartheid society will, in large measure, depend upon the degree to which community organizations and leaders are provided with an opportunity to develop and use the skills, procedures and processes that form an integral part of community-based activities. Training of community leaders is seen to be a key ingredient in the process of constructing a civil society and undertaking national development efforts.

As political and social change unfolds in South Africa, NGOs have a crucial role to play in both the transition and post-apartheid eras. A great number of NGOs and individuals within these organizations have become influential in the process of political and social change that is occurring. In particular, they are receiving public service experience denied to them within apartheid South Africa. This experience will prove invaluable when some of these same people are called upon to manage the political, social and economic structures of the future.

NGOs have been providing a variety of needed services to the disenfranchised majority, which may increase as the new government struggles to establish and address its priorities. The changing environment of South Africa affects the focus of these organizations as well as their ability to meet new challenges. After being predominately politically-oriented, NGOs are now expected to be change agents for economic and social development. Several NGOs have grown rapidly, and virtually all are experiencing tremendous pressures to reassess and reformulate programs. Many lack the capacity and experience to define or manage an organizational strategy or cohesive development philosophy or to plan effectively for the future, all of which exacerbate the effects of organizational weakness. NGOs are focusing their efforts on keeping up with a quickly changing external environment often at the expense of internal growth and development.

To address the above issues and support the development and strengthening of the NGO sector in South Africa, PACT/SA initiated a program of organizational and technical support for NGOs. USAID agreed to fund this program targeted towards USAID grantees under the Community Outreach Leadership Development (COLD), Human Rights, Housing and Private Sector Programs.

In 1990 the Community Outreach Leadership Development (COLD) program conducted an evaluation to: (1) revisit the assumptions made in 1986; (2) review the criteria for the selection of grantees and (3) assess the extent to which COLD was meeting its objectives. The most urgent and significant issues highlighted in the evaluation report were to strengthen and build capacity in the NGO sector.

IV. THE CURRENT SOUTH AFRICAN CONTEXT

This section addresses some key issues central to better understanding the context and challenges facing NGOs in this period of transition.

(i) The Changing Political Dynamic

With the assassination of Mr Chris Hani on April 10, 1993, South Africa entered a new phase in the political scenario of the country. The killing immediately evoked intense feelings of anger among the majority Black population and increased feelings of fear and insecurity among Whites - a revisit of the "swart-gevaar" (black danger) era of P.W. Botha. The information that the assassin was White recalled the period of the long fought race wars with colonialists. The realization that the person who provided valuable information leading to the capture of the assassin was a White woman helped contain the flames that could have led to a racial war in the country.

At the political level, the immediate reaction of some within the liberation movement was to call for the justification of the armed struggle while others called for the abandonment of the negotiation process. A major challenge for the ANC was to provide space for all Black people to express their feelings, to channel the anger and direct the masses to a national goal without being seen to be too complacent in the face of a "national tragedy".

This has led to a shift in the balance of power in favor of the liberation movement and emphasizes the importance of negotiation between them and the government. Within the ANC alliance the gap between the militants and the moderates was narrowed as general agreement was expressed on the urgency for change. A strategy to mobilize forces is required to push the government to move from its position of perceived intransigence and insensitivity to the aspirations of Blacks in order for the liberation movement to "deliver" and thus deal effectively with the potentially explosive situation which could lead the country into more chaos and maybe civil war.

The positive aspects of this tragedy are yet to be clarified, but present indications are that: (1) the balance of power favors the liberation forces; (2) the Patriotic Front will be re-established with a clearer focus; (3) the populace is revitalized and appears ready for mass actions and to become more involved in the political process; and (4) finally it has become even clearer that the way forward will be through negotiations with a provision that negotiations provide tangible results.

On the economic front, the tragedy has again reminded the country that the inter-relation of the political, social and economic spheres is real and that an "injury to one is an injury to all". The business sector represented by the South African Chamber of Business agreed and cooperated with the call for a "stay-away" as a way of acknowledging the anger and minimizing the potential economic damage to an already ailing economy.

As with the process of development, the political transition in South Africa places immeasurable challenges on NGOs in terms of: (1) defining the way forward - the goal, the objectives, the process and a time-table; (2) dealing with the issues of racism and managing the process towards non-racialism which expresses the aspirations of the Black majority without undermining the fears and concerns of the White minority; (3) accepting the reality

and importance of addressing gender imbalance to the future political dispensation and national development; (4) rebuilding the economy; and (5) creating a climate conducive to change, nation building and national reconstruction.

(ii) A Brief History of NGOs

This section draws upon a paper prepared for PACT/SA in 1992 by G. Zabala. An outline of the various types and the legal implications of South African NGOs is contained in the Appendix.

A definite understanding of what constitutes the NGO sector in South Africa is elusive. The very concept of an NGO within the country is a new one, having only emerged in the past few years. Thus, there is a general lack of a clear definition of what constitutes an NGO, as well as a lack of any legal framework providing constitutional, structural or financial guidelines for such organizations. As a result, estimates of the actual number of South African NGOs varies widely and range upwards of 40,000.

However, despite this lack of clarity most would agree that there is a strong, active and vital NGO sector in South Africa today, which has been nurtured through years of struggle. Up until very recently, the South African NGO sector would have included all those structures existing outside government which function as power centres to act against the exclusion of the majority of South African people from mainstream processes. This definition allows one to trace the emergence of this sector to the 1960s.

The 1960s

This decade was characterized by self-help initiatives started by groups and individuals interested in alleviating the suffering experienced by the African population during a time of hardship and unemployment, which had reached 70 percent in some areas. During this period, many Black people were engaged in various forms of micro-enterprises as a way to support their families. Social centres in the townships sprung up and began doing such things as selling home-cooked meals and organizing concerts. Also, several White-led institutions emerged with the aim of "helping the poor" such as the Institute of Race Relations, and a multitude of church-based organizations, including the umbrella body now known as the South African Council of Churches (SACC).

The 1970s

The '60s self-help promoted a new spirit of self-reliance expressed in the Black Consciousness Movement which emerged full-blown on the South African scene in the 1970s. The threads of an emerging NGO sector were woven into a pattern of community-based projects which clearly emphasized African self-determination and reliance. The Zanempilo Community Health Centre in King Williams Town was established during this time by very politically astute Blacks, including Dr. Mampele Ramphela and Steve Biko.

A host of projects, by Blacks for Blacks, were initiated to address matters of health, literacy, numeracy, skills-training, bursary schemes, the establishment of community centres, and Black theological programs. But as Blacks began to make head-way in self-determination/self-reliance, the government reacted with a more vicious agenda for repression and surveillance. In the eyes of apartheid rulers, efforts at self-determination were often seen

as forms of terrorism against the State. Some Black leaders who were given long-term prison sentences during this time were people like Zeph Mothopeng, the late PAC leader, who was involved in a candle-making and literacy program.

This era of self-reliance came to an effective end with the mass exodus of young people following the 1976 Soweto uprising and the banning of Black organizations on October 17, 1977. This era of Black-reliance was followed by the period during which most South African organizations referred to as NGOs today trace their origins.

The 1980s

This decade saw the emergence of a community based approach to the struggle for liberation. This was the time of the United Democratic Front (UDF) and the National Front (NF). The former was a very broad coalition of "progressive" organizations of all kinds while the latter developed and mobilized essentially Black consciousness-related organizations.

As the struggle intensified in terms of people's determination for liberation, international sanctions were tightened. Repression in South Africa reached new heights. To help support the primarily human rights-related activities of NGOs, funding bodies from the European Economic Community (EEC), private U.S. foundations and others entered the South African scene. USAID began supporting South African NGOs in 1986. South African NGOs enjoyed a "special status" in the eyes of foreign donors eager to engage themselves in "the" international issue of the time - the fight against apartheid.

These donors were not very concerned with the lack of professionalism which characterized many organizations receiving their funding. Police surveillance and harassment during this time greatly affected the quality of NGO project management, including things like record keeping and other project documentation. This sloppy reporting, unmet targets and deadlines, and disordered finances were tolerated, and were often the result of a lack of training opportunities. Simply by being "politically correct" an organization could almost ensure generous funding. Resistance and activism against the apartheid regime was financed by the "world-at-large".

This was a time of euphoria amongst the emerging NGO sector. Many organizations, created almost over-night, were poised to take advantage of lucrative funds coming from abroad and the sector grew substantially. Organizations were involved in a range of activities including welfare, land struggle issues and human rights and a small number began to address issues of development. By the close of the 1980s, over 2 billion Rands could be accounted for within the NGO sector, and most of today's existing NGOs had established themselves.

The 1990s

With the dawning of the 1990s, the whole nature and direction of the work being done by South African NGOs began to change drastically. The liberation movements were quite suddenly unbanned by the De Klerk government, Nelson Mandela was released from prison and talks to start real negotiations had begun.

These changes prompted an overall review of funding programs by foreign donors in terms of both their criteria for and levels of funding. It was no longer enough to be "politically correct". Funders began to require concrete results and maximum possible returns in terms

of impact for monies which they provided. In short, their interests shifted to the more substantial issue of "development".

Donors started to demand more professionalism on the part of recipients in terms of planning, monitoring and reporting. One could argue to what extent this change in donor focus helped to prompt changes in the South African NGO community, but it is clear that the NGO focus did change and is still changing from one of "resistance" to that of "development".

This is a period of significant transition for South African NGOs and this passage is not without its difficulties. Increasingly NGOs are, and will continue to be, forced to confront the myriad challenges resulting from the legacy of apartheid rather than focusing on more immediate concerns which arise directly from apartheid itself. As NGOs struggle to transform themselves, they are keenly aware of their lack of basic tools in terms of skills, theoretical understanding and the requisite capacity to address the urgent development needs which have been ignored and exacerbated by decades of apartheid rule.

The sector is aware that as it moves from being anti- or an alternative-to-government to become more mainstream, its interests are converging with that of government-liaising development structures. These include, among others, the Urban Foundation (a business sector initiative), the Independent Development Trust (a 2 billion Rand government initiative started in 1991) and the Development Bank of Southern Africa (a long-standing government vehicle to channel funds initially for the development of homelands). Others, such as university and church-associated development initiatives, have frequently shared the struggle with the wider NGO sector.

While the weaknesses of the South African NGO sector are to be found primarily in its lack of professional skill, capacity, shared vision and future strategy, the sector's strength certainly lies in its depth of experience and commitment built through decades of struggle against incredible odds.

(iii) Transition and NGOs

This is a period of transition in South Africa from apartheid to a democratic non-racial system. The non-governmental sector is moving from an activist, anti-apartheid stance to a development model. Among the challenges facing NGOs are better collaboration, a need for structures to improve communication, a need for legislation and the definition of a shared vision and the role NGOs will play in national development.

For the most part the NGO sector is composed of the "children of apartheid". They move into this transition period without the skills or experience required to implement development projects. This is exacerbated by the fact that many of those who led the struggle towards this period of transition did so at the expense of their own learning and training and now often lack marketable skills.

The NGO sector has a shared goal and vision in opposing apartheid but has yet to evolve a common concept with which to take up the challenge of defining the role which it will play in the emerging civil society and in national development efforts.

The existing legislation concerning NGOs aims at controlling rather than facilitating development, and will require drastic revision to incorporate national development. Clearly defined legislation is in the best interest of NGOs and they need to participate in the dialogue and drafting of policy. With few exceptions the NGOs interviewed, particularly the Black-led groups, are not represented at national forums, which have been established to discuss topics relevant to national development. NGOs must play a role in national and regional development planning but they lack structures which could provide the opportunity to undertake a debate of these critical issues.

There is no common understanding of what role, if any, NGOs may play in the new civil society. Some persons with whom the evaluation team met expressed the opinion that the PACT/SA project should be a training program which provides skills to those presently involved in the NGO sector to enable them to move into the public or private sectors. Others believe that there will be no need for NGOs in the new South Africa or that they would be service providers responsible to the State.

Two options open to South African NGOs when it comes to defining their role in civil society and the national development process are: (1) to wait patiently for the interim or eventually elected government to address these issues, in which case they may be forced to continue their reactive role should they not agree with these decisions; or (2) to begin the process of taking a proactive role and encourage such debate.

Should they choose to follow a more proactive position, they will need assistance to come together to create the structures and mechanisms required for such an approach. There is a need for structures which will encourage collaboration and coalition building and systems with which to gather and disseminate information. They will need opportunities to see, visit and study alternative approaches so that they may select systems and mechanism appropriate to South Africa.

This task must be undertaken at a time when they are faced with a countless number of complex and demanding challenges. Not only do they require skill training and professional development, but must build their organizations, continue to work with their constituents, develop new tools, deliver programs, struggle to find new sources of funding as donor support changes in the post-apartheid period and develop their capacity to deliver services.

Training is only one step in the process. NGOs must also gain experience as development agents and this takes time. Programs which support the strengthening of these organizations must be flexible, dedicated to the process of organizational and sectoral development, committed for the medium term (defined as three to five years from now), and be willing to act as a catalyst. They can not take on the training role alone, but must be willing to provide technical assistance, follow-on activities, follow-up support and advocate and promote the development of structures which will enable NGOs to undertake a constructive, sustainable and long-term role as development partners in South Africa.

(iv) Gender, Women's Issues and NGOs

Gender imbalance has been identified as one area requiring redress to provide access to women for whom opportunities for education, training and work experience have been limited.

It is crucial to make a distinction between gender and women's issues. Gender refers to socially constructed perceptions which have influenced practice and are not static. Over time they become institutionalized by social environments which dictate the appropriate roles for men and women in a given culture, i.e. social constructions of masculinity and femininity. Women's issues refer to the biological or natural state of being which are unchanging.

Until now, programs of NGOs have been largely focused on human rights and were formulated to fight against the apartheid system. The current shift and emphasis toward development is aimed at improving, if not changing, the quality of life. Programs are no longer concerned with survival but strive for transformation of existing structures, perceptions and power relationships.

NGO work should be analyzed to ensure that programs address both practical gender needs and strategic gender needs. Literacy organizations or self-help projects/programs concentrate mainly on practical gender needs. They make life more liveable and create space for better understanding and/or survival but do not alter or change power relations. Health programs address the health needs, child rearing, malnutrition, etc, of women and their families, and nothing at all about power sharing. There is entrenched subordination of women in these programs. Mavivi Manzini, in a paper entitled "Women And Power", states that "This subordination of women is rooted in, and reflected by the persistent and deeply entrenched ideologies that separate the private world of women from the public world of men".

The result of these gender relations can be seen within NGOs. While a few of these organizations are led by women, the governing board, which determines the mission and vision, is often predominantly male.

In an attempt to address strategic gender needs, a more focused gender training program is overdue. Programs are needed that aim at distinguishing what is natural and biological and what is socially and culturally constructed. Such programs must negotiate the boundaries between natural and transformable social perceptions. It must strive to remove societal stereotypes and gender inhibitions and create more equitable and just power relations. It is imperative that women themselves articulate and spell out how gender issues should be addressed. The National Women's Coalition's Campaign is one initiative currently confronting these questions.

During the Women's Foundation Conference held early April, Pumzile Ngcuka, the outgoing Director of WUS-SA, said that women's leadership in NGO work will be evidenced when the pyramid of the status-quo is turned upside down. Traditionally a large number of Black women are found at the bottom ranks, doing menial and low skilled jobs which have nothing to do with power. The next level, classified as "middle-management" requires some skills and offers some privileges but does not include decision making. Here we find fewer Blacks but more Indians and Coloureds.

Leadership roles are filled mainly by Whites who, when they resign, create a void in their NGOs which subsequently leads to ineffectiveness. In most of these structures, young and disabled women are totally marginalized.

Around 1985 a strong mobilizing message was "a nation will never be free until women are free". This era saw a reawakening of women who were not only making their voices heard, but were also mobilizing for action as conferences were organized and books were published which increased consciousness about women and gender.

Through the various conferences in the nineties, issues surrounding women and gender continue to be articulated. The themes center mainly around work and economic empowerment, education, training and development, women's health issues and family life and affirmative action.

Questions which require broader and further discussion in the South African context relate to how NGOs work and NGO programs fit with and address these issues, particularly as they relate to gender. PACT/SA has entered the South African NGO sector at a time when these issues merit serious and urgent discussion.

In February of 1993 the government published bills concerning the "Abolition of Discrimination Against Women" and the "Promotion of Equal Opportunities". The accompanying memoranda spoke of "a comprehensive program to abolish all forms of discrimination against women".

These bills, which are due to be voted on before the end of the current parliamentary session, have come under heavy criticism as the period of time allowed for consultation and process has been unduly short and amendments which are considered essential will not be included in the upcoming vote.

These bills are being seen as legislation which assumes that people start on an equal footing and disregards the more complex forms of discrimination based on both race and gender. They ignore social, economic and historical differences between women and men (Black and White).

PACT/SA has already started to assist South African NGOs to address the question of how to balance practical and strategic gender needs in the transition phase by its own organizational example. It is clear that PACT/SA must continue to encourage and strengthen the capacity of the NGO sector to make the development of skills of Black women a priority, in order to help them engage the change process.

(v) NGOs Addressing Racial Inequality

During the hey-day of apartheid, Black-led groups were of critical importance in the provision of social services to the disenfranchised majority, because the social services sector has historically been biased towards providing services to White people in South Africa.

The involvement of the state in the provision of social services was marked by the establishment of a State Department of Social Welfare in 1937. Its establishment was strongly influenced by the political priorities of addressing the needs of what is historically known as the "poor white problem".

This history has shaped the form and direction of the provision of social services up until today. Its primary focus is on service to Whites who receive higher standards and the bulk of services. These exclusive rights to privileged Whites have become institutionalized within

a system of racial exploitation which permeates all levels of South African life and have become the dominant ideological frame work within which social welfare policy was formulated.

A residual effect, and one of the main features of the present system, is racial differentiation in line with the "Republic of South Africa Constitution Act" of 1984, which perpetuates racial discrimination in the distribution and delivery of national welfare resources.

This constitution, which still governs the country to date, makes provision for a tri-cameral parliament representing the White, Coloured, and Indian population groups to the exclusion of the Black majority. Within the context of this constitution, social services are provided within "own-affairs departments" of each house. Thus, each of the aforementioned populations can, within their budgets, decide how funds will be utilized to meet their respective needs. The Black Africans in urban areas are catered for within the now discredited department of development aid; those outside the urban areas are catered for through ten ethnically divided homeland departments of health and social services. Needless to mention, the social services rendered to these homelands are very limited and poor in quality due to budgetary constraints and human resource shortages. Thus, the brunt of the problems caused by apartheid is borne by the NGO sector.

Two forms of social service delivery systems co-exist in South Africa. One is the formal system which incorporates state and para-statal services which are also referred to as "voluntary social welfare services". The second is called non-governmental services sector.

As previously explained on page 14 of this report, the non-governmental sector of social services incorporates community based and grassroots organizations and progressive social services. They have their origins in popular social resistance movements which developed in response to the repression and deliberate exclusion of people, other than Whites, from the provision of social services. Their history can be traced from the 1960s to the present.

Collectively, services rendered by the NGO sector are directly related to meeting the felt needs of beneficiaries and redressing the social, economic and political consequences of apartheid. The values espoused by the NGO sector are equity and justice in the provision of services, participation in decision making and appropriateness of services to the needs of communities.

The challenge to NGOs in the 1990s and beyond, is to translate the values they espouse into practice in a way that reflects the demographics of the country and to involve all concerned with the provision of services in decision making. In the management and leadership of the NGO sector there is, at present, an over-representation of skilled White males and an under-representation of Blacks and women, who tend to remain at the service level. A conscious effort is needed to put in place the resources and training required to ensure access to members of the South African population who have hitherto been denied the opportunity to participate in decision making and hold positions of authority.

For the NGO sector, one of the single most important challenges is a commitment to the genuine transformation of attitudes and behaviors on the part of those who hold power. It is also fair to assume that, given the South African experience of decades of institutionalized racism and its many manifestations, grounded in the ideology of White supremacy and Black

inferiority, the achievement of genuine transformation, even within the NGO sector, may be elusive.

(vi) USAID in South Africa

USAID/SA is in the unique position of not having a bilateral agreement with the South African government. As such, it works directly with and presently funds some 400 NGO projects across the country. PACT/SA is presently working with a small percentage of the NGOs receiving financial assistance from USAID active in the following sectors: community development, education, AIDS, private sector development, democracy, human rights, and housing.

In meetings with USAID/SA representatives responsible for these various programs, it was stated repeatedly that NGOs presently receiving financial assistance lack institutional capacity. In order for USAID/SA to reach out to more Black-led groups, it must offer more support to these organizations.

Macro-level issues such as lack of vision, capacity for strategic planning and opportunities for groups to meet and discuss issues which they share in common were also identified as concerns. Some concern was expressed that, given its present capacity, PACT/SA cannot address all of USAID/South Africa program needs.

It was agreed that PACT/SA is doing good work and is credible among USAID/SA beneficiaries in its role as a broker or facilitator of technical assistance and training. The new AIDS support project will model its technical assistance program to NGO beneficiaries on the PACT/SA model. However, there is need for additional support for financial management and strategic planning.

There was general agreement that three years is not sufficient time to allow PACT/SA to impact NGOs in a way which will be sustainable. Building trust is a difficult process and the opinion that USAID/South Africa should "stick with a winner" was expressed. The PACT/SA project needs to be expanded without losing credibility, while providing more assistance to CBOs and aiding the development of structures which support these grass-roots organizations.

Further discussion is required concerning the possible expanded role of PACT/SA as a service provider to USAID/SA to provide organizational development support to all USAID beneficiaries requiring such assistance.

USAID/SA supports sector meetings which bring together project partners, including other donors. These provide an opportunity to discuss not only specific projects, but also provide a forum in which the various partners become familiar with each others' concerns, potential and limitations. Such occasions need to be encouraged and expanded.

(vii) Grantmaking for Social Change

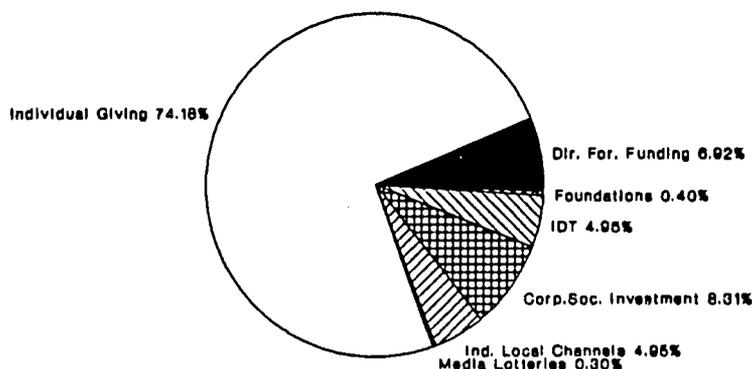
If the NGO sector is to become sustainable, it requires not only improved institutional capacity, it must also develop a plan of how it will finance activities in the medium and long-term.

In September 1992 the Kagiso Trust, in collaboration with the United States/South Africa

Development Exchange Mission, sponsored a workshop entitled "Grantmaking For Social Change". In a paper delivered to delegates during the workshop, David Bonbright of the Development Resources Centre used the term "diverse" to describe the development and welfare funding sector in South Africa.

He also stated that "the South African-sourced funding for development is at least as large as the foreign-derived component" and "when we include the welfare component, it is six times larger". Of the estimated approximately R10 billion which were donated in 1991 for education, welfare, religious and development purposes, roughly 74 percent came from individual citizen giving, 8 percent from corporate social investment, and 12 percent from foreign sources. This is unique among foreign aid receiving countries in terms of generating

CATEGORIES OF SOUTH AFRICAN PHILANTHROPY
Total R10.110 Billion



Category	Approximate Funding in 1991* (in millions of rands)
• Direct Foreign Funding	700
• Independent Local Channels of Foreign Funding	500
• Corporate Social Investment	840
• Independent Local Channels of South Africa Gov't Funding (IDT)	500
• Corporate-created Independent Grantmaking Trusts (Foundations)	40
• Media Lotteries and games of chance	30
• Individual Giving	7500
Total	10,110*

so much "development finance" internally. Indeed, South Africa compares favorably with the USA where it is estimated that about 83 percent of the philanthropic donations made in 1991 came from individuals.

During this time of transition, it is important to note two trends which are having an impact upon fundraising in South Africa: corporate and international donor cutbacks. In an article entitled "Corporation Cuts Donations" which appeared in Business Day 21 April, 1993 it stated that the South Africa Rail Commuter Corporation (SARCC) had cut back on its contributions to service organizations. Whereas a year ago, it had contributed R400,000 to 20 community organizations involved in social assistance projects, it is disbursing R245,000 among 40 organizations this year. Corporation sources attributed the cut to the recession.

An article entitled "Foreign Funding Cuts Damage Advice Centres", which appeared in the Weekly Mail of 23 April, 1993, states that the once dynamic advice centre movement which grew out of political repression during the 1980s, which empowered whole communities and enriched the legal system, have become the casualties of foreign donors' decisions to focus on development work.

The centres have depended entirely on foreign aid, lack managerial and accounting skills and a number are unable to account properly for the funds which they received from donors. According to the article, over the years nothing was done to teach these skills to advice office workers.

The author, a founder member and president of two centres, says that this shift by donors towards development has cut off thousands of affected communities and individuals from what was often their only access to law and justice. He expresses the opinion that, while development is a desirable priority, the over emphasis by donors, the declining investor confidence and the start-stop of negotiations creates uncertainty. The depressed economy has placed the people intended by donors to benefit from development projects in a situation where they are battling for survival.

In addition to cuts in foreign aid, available funding is also being re-allocated. At a recent donor meeting in Harare, Zimbabwe, convened by the Canadian International Development Agency (CIDA), heretofore a generous supporter of the anti-apartheid cause, announced that it was moving away from a "national" towards an Africa "regional" model for development assistance.

The implications for the long-term sustainability of the newly emerging NGO development sector, especially Black-led groups which have not had the opportunity to develop the skills required for fundraising and sound fiscal management, requires serious discussion and planning at a time when they are facing a growing list of urgent issues and challenges. NGOs have been generously funded in their common struggle towards a democratic, nonracial South Africa. Now they are compelled to compete for decreasing funds, which will require more collaboration at a time when there is increased demand for services.

Sustainability includes not only skills training and institutional strengthening, but also dialogue between the various development players, namely NGOs, international donors, the corporate and industrial sector, and eventually the duly elected government. These exchanges provide the various players with an opportunity to get to know each other and begin to understand the role which each must assume in the development process. By so doing they can lay the groundwork for negotiations which must be undertaken with the new government when it is in place. It will provide NGOs with an opportunity to be seen for what they are and what they might become as well as put them on a more equal footing with other key participants in the development sector.

USAID/SA is well placed to encourage and foster such a dialogue, given its unique situation of being able to directly fund NGOs and their activities. Such an initiative would contribute greatly to the development of the NGO sector.

V. PROGRAM ANALYSIS AND RESULTS

This section deals with an analysis of the various components of the PACT/SA program, namely program objectives, management and implementation, gaining exposure to the thinking and methodologies of similar groups in Southern Africa and elsewhere; establishing developmental linkages in the Southern Africa subregion and internationally and strengthening institutions through high quality training and technical assistance.

(i) Program Objectives, Management and Implementation.

To determine the extent to which the strategies used by PACT/SA are being effective, and to identify how best to expand or change these strategies, the evaluation team used interviews, project and NGO documents and the log-frame to establish PACT/SA's achievements during the 18 months in which it has been actively involved in South Africa.

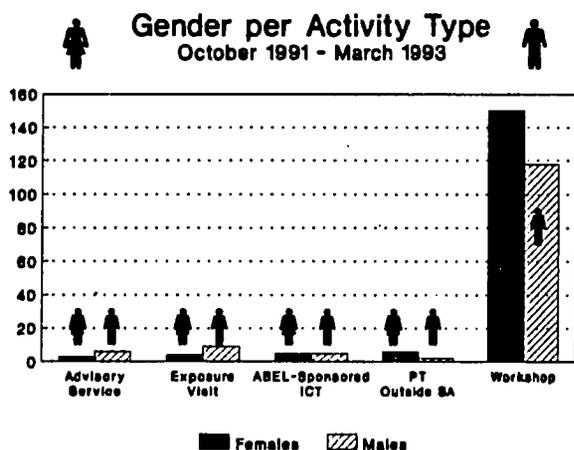
According to the stated objectives in the PACT/SA/USAID cooperative agreement, PACT/SA aims to assist South African NGOs through institutional strengthening activities including: training, advisory consultations, exposure visits and support in building networks with NGOs inside and outside of South Africa.

The adequacy of these strategies were assessed against the following assumptions: (1) training involves the acquisition of skills as well as personal development; and (2) change is inevitable if acquired skills, knowledge and experience can be implemented. It is change of individuals and the organizations in which they work that PACT/SA sees as strengthening the NGO sector to be more effective in the development of a democratic, non-racial South Africa.

During the interviews with NGOs, concerning their participation and perceived results in PACT/SA activities, the team was struck by the level of demand and need for continued and increased assistance across the broad spectrum of needs and types of organizations. There is unanimous agreement that PACT/SA arrived at the "right time" in terms of addressing their needs and in support that PACT/SA remain in South Africa and take a more active role in institutional strengthening and capacity building.

(ii) Gaining Exposure to the Thinking and Methodologies of Similar Groups in Southern Africa and Elsewhere.

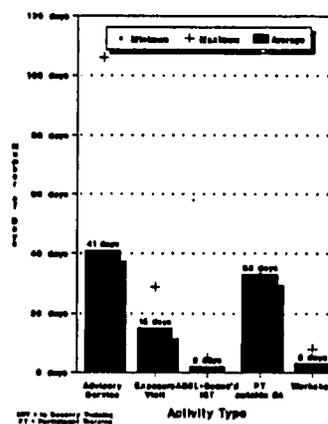
Participants expressed satisfaction with the exposure visits, stating that the visits helped them to broaden their perspectives. Assessing the impact of exposure visits is not possible at this time. However, several observations can be made. PACT/SA administers the exposure visits. Tertiary Education Program Support (TEPS) administers short-term scholarships for study outside of South Africa. PACT/SA helps TEPS by identifying candidates for these training programs. This creates problems such as: (1) there is confusion as to who establishes the criteria for selection and who makes the final selection; and (2) the fact that TEPS and PACT/SA are sometimes communicating with the same organizations about the same short-term training opportunities creates confusion and communication problems. Several of those interviewed expressed a desire for clarity on these issues.



More males than females have been involved in exposure visits and PACT/SA should consider involving more women during the second half of the project. Factors which may need to be considered to facilitate the involvement of more women are distance and duration, as it is more difficult for women to be away from their families for longer periods of time. On average, exposure visits were 15 days in duration. For example, women's participation has been very high in workshops which on average take 3 days.

(iii) **Establishing Development Linkages Among Organizations in Southern Africa Subregion and Internationally**

There has been minimal contact between NGOs within South Africa and little opportunity for contact with other NGOs outside of the country. Linkages among NGOs within South Africa itself have not been strong historically. Factors such as suspicion, mistrust, competition for resources and "empire building" have contributed to this problem, to a sense of isolation and an absence of networking structures and mechanisms. Those NGOs interviewed expressed great interest in more contact and better networking opportunities with other organizations, particularly with South-South dialogue.



PACT/SA is doing an excellent job of documenting its various activities. Most of these reports are of value to the NGO sector and PACT/SA is encouraged to facilitate the editing and publishing of such documents. Among participating NGOs, there is a lack of documentation and research on NGO activities and how these impact on development. This results in development workers constantly "reinventing the wheel" as well as undermining attempts to effectively network among themselves and with other internal NGOs.

There is much need to identify existing NGO and human resources, such as existing programs, models, and materials. Activities to identify and assess existing sources of information resources and workshops that focus on how to access and use information could contribute significantly to better information sharing and improved opportunities for collaboration among national and regional NGOs.

PACT/SA has played, and must continue to play, a valuable role in facilitating linkages in the South African NGO community. Focus should be placed on supporting stronger development linkages within South Africa and with the various NGO and development networks across the African continent.

(iv) **Strengthening Institutions Through High Quality Training and Technical Assistance**
PACT/SA aims at building the institutional capacity of NGOs currently receiving funds from USAID. To date approximately 30 NGOs, of which 72 percent are COLD grantees, have participated in PACT/SA sponsored activities. These activities have included workshops on areas such as management and planning, women and management, team building, fundraising, evaluation and strategic planning workshops with special emphasis on skills transfer. These institutional strengthening activities provide opportunities to NGOs, whose activities have heretofore focused on basic service provision, with an opportunity to learn skills and gain experience.

The training and technical assistance provide staff, board members and committees with an opportunity to define, analyze and plan the organization's vision, strategies, resources, target population and systems of management and decision making away from the demands of daily responsibilities. In turn these exercises can serve as models for organizations with whom the NGOs work.

PACT/SA should encourage its NGO partners to undertake documentation activities. PACT/SA may be required to provide support for activities such as improving writing skills, report writing, word processing etc. Such activities will contribute to the long term development of the South African NGO community.

Regional and national workshops in which a broad range of NGOs participate provide opportunities to individuals to learn skills or information which are useful to them as individuals but do not necessarily impact their institutions. These workshops could have greater institutional impact if they were to include at least two persons from each institution, especially if the participants have decision making responsibilities. "In-house" training and technical assistance has the advantage of providing information and learning opportunities to people with similar levels of understanding of an organization.

This provision would assure continuity in the event the trainee uses these new skills to seek employment opportunities elsewhere as has reportedly happened in some instances. Movement between NGOs and into the public and private sectors is to be expected as individuals become more skilled and experienced and opportunities for Black South Africans become open.

Only 11 percent of participants took part in more than one activity. The evaluation team was not able to assess whether or not participation in more than one activity guaranteed greater institutional impact. The team is not clear as to which levels of staff participated in PACT/SA's training opportunities. However, there is anecdotal evidence that the selection process sometimes favored the leadership. PACT/SA should encourage the selection and participation of staff who offer the greatest possibility of a multiplier effect inside and outside the organization.

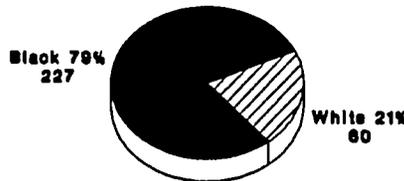
As a further basis for measuring the end-of-project impact on the NGO sector, PACT/SA may wish to implement a systematic follow-up process by which to assess the level to which an NGO has been able to internalize new skills, gained by individual staff participating in PACT activities, into its organization's operations and activities.

Problem areas identified during the interviews which PACT/SA needs to address include: (1) longer lead time for workshops in which NGOs can prepare for staff absences; (2) clarification of the reasons why individuals are not chosen as participants; (3) more effort to assure that the targetted number of individuals actually participate and remain for the duration of an activity. This might be addressed by holding more residential workshops away from major centers.

Of the participants in PACT's activities, 79% were Black.

Of the total number of participants, 54% were women.

**Racial Composition
October 1991 - March 1993**



This, coupled with PACT/SA's staff component of Black South African women and exemplary performance in

utilizing many Black South African Service Providers, have been some of the factors contributing to PACT/SA's credibility in the NGO community.

By continuing to support training and technical assistance to Black South Africans, PACT/SA is contributing to strengthening a sector of the NGO community for which such opportunities have not previously been afforded. To date the total number of participants in PACT/SA supported activities has been 287 including 227 Blacks and 60 Whites. These numbers compare favorably with the socio-demography of the country.

Since few Black South Africans are to be found in the management of NGOs and even fewer Black South African women, PACT/SA may need to focus more on the activities at the levels where they are functioning.

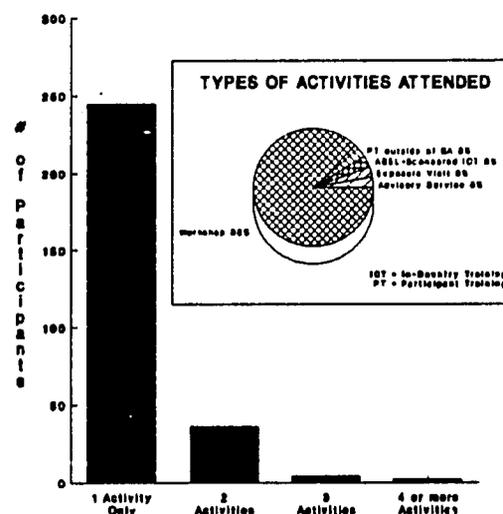
One interpretation of these graphs raises a question of quality versus quantity, the level of development, the size and strength of Black led organizations. On the other hand, there is a question as to how much skill and information transfer is taking place with the Black staff within White led organizations who have participated in PACT/SA activities. The unique nature of South Africa is that each racial group is engaged in and committed to NGO work and each has expertise and knowledge which could benefit the other.

Our findings were that the racial origin of an organization's leadership most often determined the racial component of the staff. In one NGO the majority of one race is contributing to a split in the program because of racial power struggle and activities being led by Black and White coordinators who function independent of one another.

PACT/SA's approach, to work with individual NGOs, allows it to address the specific needs and capacity of each organization. A more established NGO such as Black Sash needs follow-up for activities such as defining its mission statement and goal-setting workshops for management and planning, as compared to the needs of the FUNDA Centre groups for technical assistance in assessing their needs.

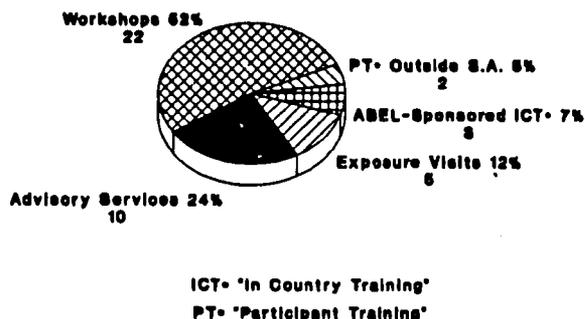
PACT/SA should continue emphasizing its support for individual skills development for Black led groups and Black women in particular. Increased "Training of Trainers" opportunities will ensure the multiplier effect of PACT/SA training programs.

According to the graph on the right, showing how many individuals participated in one, two, three or four activities, the greatest number, 88 percent of the 287 individuals, attended only one activity. Interviews indicated that those who attended more than one activity were staff from particular organizations which had staggered their organizational training needs in phases, by centres or by regions. Examples include: (1) a relatively new organization which benefitted from training opportunities designed and offered by PACT/SA or through PACT/SA by TEPS & ABEL and (2) a more mature NGO which was able to articulate its needs and help to design its own activities in strategic planning and mission review.



Eighty-six percent of the NGOs participating in PACT/SA activities came from organizations whose organizational development was on average low. One is reminded that Black-led organizations have been disadvantaged historically. This argues for more follow-on and better follow-up with these groups to assure improved possibilities for better assimilation of newly acquired skills and identification for further assistance. It was noted that organizations are not always clear on what activities PACT/SA is able to provide and how often an NGO can request additional services, which argues for clearer communication on the part of PACT/SA. A brochure outlining goals, objectives and services could facilitate improved communication. Allowing for greater follow-up and follow-on may require amending the cooperative agreement.

October 1991 - March 1993



Fifty-seven percent of the workshops have taken place in the greater Johannesburg area. More emphasis needs to be placed on regional activities and the use, when possible, of regional resource people or regional organizations which possess the capacity to provide services. Greater use of regional resources could possibly cut down on transport costs, which are presently a major part of PACT/SA program activity expenses.

Considering the highly-skilled pool of people engaged as service providers, PACT/SA might explore the possibility of using some of these individuals as an advisory group with which it could discuss issues relevant to PACT/SA or the NGO sector, such as designing joint training methodologies. Service providers should develop manuals and training materials which could be used by NGOs other than those receiving assistance from PACT/SA.

Greater effort should be put into developing relevant resource methodologies to enhance PACT/SA's objective of helping local NGOs to build and improve their capacity to provide technical assistance to other NGOs.

One of PACT/SA's targets is to support the development of a core of four support organizations with improved capacity to provide technical assistance and training to NGOs. While such organizations are nascent in the Black NGO community, PACT/SA should continue to support the development of such organizations, both nationally and regionally, to assure that upon PACT/SA's departure from South Africa that the NGO community will have the capacity to provide these services.

(v) Project Management

PACT/SA works from its base in Johannesburg with a full-time staff of three. While PACT/SA has been successful in achieving many of its mid-term objectives, it has done so at the expense of over-taxing and over-utilizing its present staffing component. It is urgent that PACT/SA staffing be increased. In order to enhance current staff, recruitment should be based on skills which complement existing capacity with a special emphasis on regional knowledge and experience.

PACT/SA has used team-work, information sharing, creative problem solving and a keen sensitivity to the political and racial dynamics of South Africa as key management tools to facilitate its work in South Africa. In ways such as the hiring of local Black female staff and the open communication/information sharing between staff members, PACT/SA is modelling organizational features which it aims to promote within the NGO sector. Personnel issues are dealt with in accordance with the PACT/SA Field Administration Manual.

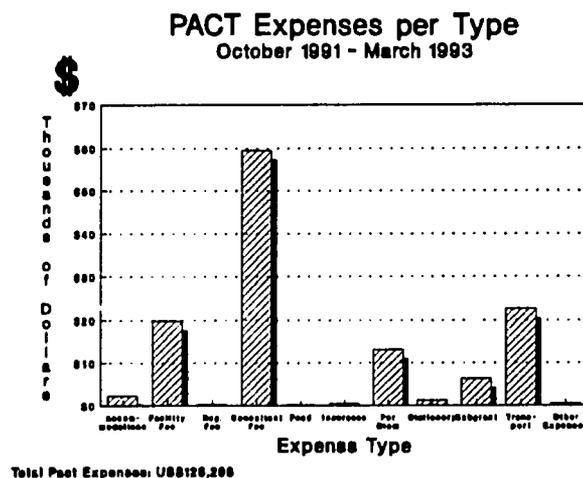
As part of support from PACT/SA staff, it is suggested that ongoing structured supervision be incorporated as part of its internal operations. It is thus recommended that time be set aside at least once fortnightly for the above purpose. Supervision should focus on three interrelated areas of administration, teaching and support for staff. It is envisaged that supervision as a tool will enhance skills transfer while at the same time providing a mutual support base.

Adequate support is received from PACT/Washington to assist PACT/SA in carrying out its mandate. More training in accounting methods is needed by PACT/SA local-hire staff to better meet PACT/Washington reporting requirements.

Key management tools which have facilitated PACT/SA's work include a data collection process which has allowed PACT/SA to compile a comprehensive data-base. This includes detailed information on each NGO with which PACT has worked. This process starts at the time of first contact and is updated annually, or when significant changes occur within the organization.

Records are also kept on the individual service providers and the nature of the PACT/SA-sponsored activity in which the service provider assisted. There is an equal racial spread of Black and White service providers used by PACT/SA, but they are predominantly (9 out of the 12) drawn from the Transvaal region.

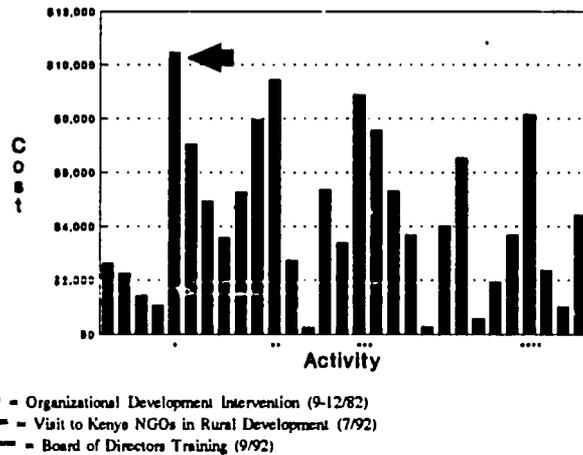
Records of PACT/SA expenditures allow for a detailed analysis of how PACT money is spent and where the major expenses lie. For example the graph below indicates that close to half (47.6%) of the PACT/SA project cumulative program activity expenses have gone to the payment of consultants, acting mostly as service providers for the various PACT/SA sponsored activities.



The following graph provides an analysis of PACT/SA expenses per individual project activity. It indicates, amongst other things, that the Organizational Development Intervention undertaken in 1992 has been the most expensive activity to date. This is a reflection of the great need for this service.

PACT/SA is making full use of the management tools available to facilitate its work. In accordance with the USAID-PACT cooperative agreement, PACT/SA has provided the USAID/South Africa project manager with semi-annual reports (2 to date, one every 6 months) detailing activities and expenditures. These reports are supplemented with regular monthly reports, periodic PACT/SA activities schedules and future plans. Modifications to the USAID/PACT cooperative agreement should follow the mid-term evaluation. Amending this document should then be finalized. PACT/SA may also want to revise its log-frame in view of the results of this evaluation.

PACT Expenses per Activity
October 1991 - March 1993



It should be noted that the level of support shown by the USAID/South Africa project manager, Cecily Mango, to the PACT/SA project has been especially strong. PACT/SA staff have commented that this in-country cooperation between USAID and PACT/SA has been an important factor in the successful implementation of the PACT/SA program.

While the central location in the PWV is justified in terms of PACT's national mandate, it has nevertheless been a restriction in terms of gaining a broad understanding of regional differences in terms of the needs of NGOs in places such as the Cape and Natal. For example, the on-going politically inspired violence in Natal greatly affects development activities and the level of debate there.

Of the total number of in-country activities undertaken by PACT/SA so far, well over half (57%) have taken place in the greater Johannesburg area. PACT/SA should make greater efforts to work regionally either through the hiring of staff from regions outside Johannesburg, holding more regional activities or by utilizing regional NGOs to carry out activities. The Orange Free State, for example, one of South Africa's major provinces and mostly rural in character, has not yet featured in PACT/SA's work. Work in places such as the Orange Free State could give PACT/SA greater understanding of rural/urban disparities and enhance its rural outreach. There is a critical need, for example, of community development assistance in rural areas where, when services exist, they are thinly spread. Community-based organizations in these areas carry a heavy weight of development responsibility, and yet lack the capacity for handling significant funds. PACT/SA must increase its services to the NGOs working in the rural areas.

Literacy training may be a more urgent need in some areas than in others, although it is a critical need in South Africa as a whole. PACT/SA could help to bring literacy training to the agenda of more NGOs.

NGOs interviewed indicated continued interest in working with PACT and there is no evidence that being a foreign NGO is a disadvantage. There is agreement that PACT/SA should remain in South Africa during this difficult time of transition and certainly beyond its current completion date of 10 October 1994. A representative of the FUNDA Centre groups, for example, stated that PACT/SA services are essential to help South African NGOs grow into a stronger development sector. The leader of a Black-led NGO support group indicated the PACT program should continue for the short and medium term (3 to 5 years from now) in order for NGOs to achieve the level of institutional effectiveness necessary to meet the development challenges of South Africa.

PACT/SA's "low-key", individual approach has had advantages in terms of developing its credibility with and access to NGOs. PACT/SA should capitalize on this credibility as it further develops its strategy for expanding its work with the South African NGO sector. Most NGOs expressed a desire for PACT to take bolder steps in pursuing its mandate. In order to achieve the project's goal, PACT/SA should be more proactive and encourage opportunities for debate, at regional and national levels, of macro-level issues relevant to the development of the entire NGO sector.

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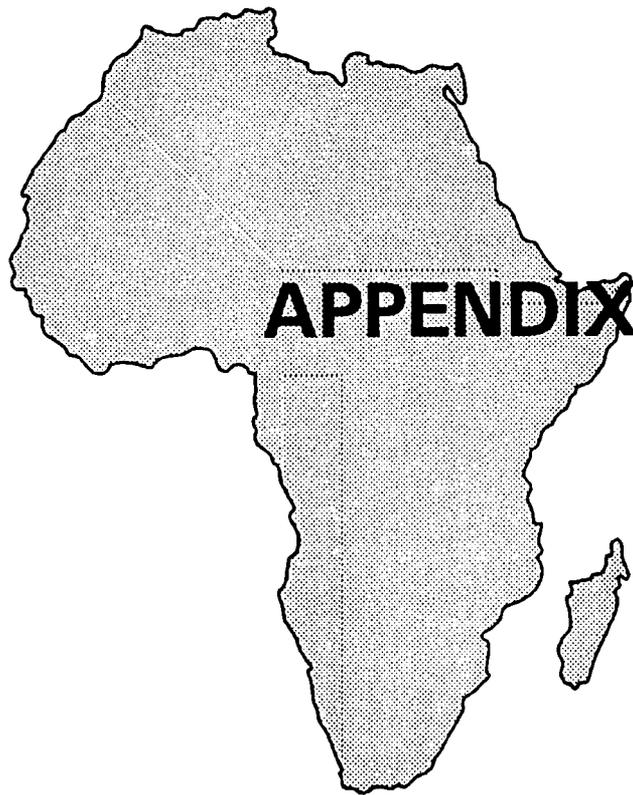
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PACT South Africa Midterm Evaluation Report



SCOPE OF WORK



**Private Agencies Collaborating Together
An International Consortium**

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SCOPE OF WORK

PACT PROJECT EVALUATION MARCH/APRIL 1993

**Evaluation of the Effectiveness to Date in Implementing the
USAID-Funded PACT Project Providing Training, Technical
Assistance, Information Exchange and Networking to Strengthen
South African NGOs¹**

I. PROJECT BACKGROUND

During the past four decades, apartheid policies in South Africa have been designed to institutionalize social control and erode the community power base that might challenge it. Despite past South African Government opposition, community-based and other NGOs have persistently sought to give the black majority an opportunity to express their objectives and priorities through peaceful means. The successful development of a post-apartheid society will, in large measure, depend upon the degree to which community organizations and leaders have an opportunity to develop and use the processes and procedures that form an integral part of a democratic system of government. In short, support for community-based organizations and training of community leaders is believed to be a key ingredient in the process of transforming South Africa into a nonracial, pluralistic democracy.

As change comes to South Africa, NGOs have a crucial role to play in the transition period and in the post-apartheid era. A great number of NGOs and individuals within these organizations have become influential in the process of political and social change that is occurring. In particular, people working in these organizations have received public service experience that would otherwise have been denied them within apartheid South Africa.

¹ For the purposes of this scope of work and the evaluation, the term "NGO" is used to denote both Nongovernmental Organizations (NGOs) and Community-Based Organizations (CBOs).

This experience will prove invaluable to them when some of these same people are called upon to manage the political and economic structures of the country.

NGOs have also been providing a variety of needed services to the disenfranchised majority. The need for these services will not disappear when a new government is in place. In fact, the need may actually increase as the new government struggles to find its feet and determine its priorities.

The changing environment of South Africa affects the focus of organizations as well as their ability to meet new challenges. From being predominately politically-oriented, NGOs increasingly are now expected to be change agents for economic as well as social development. Yet, many lack the capacity and experience to define an organizational strategy or cohesive development philosophy and approach. Structurally, many NGOs are weak in organizational management, financial management and in the ability to effectively plan for the future. Several NGOs have grown rapidly, and virtually all are experiencing tremendous pressures to reassess and reformulate programs, all of which exacerbate the effects of organizational weakness. NGOs are focussing their efforts on keeping up with a quickly changing external environment often at the expense of internal growth and development.

To address the above issues and support the development and strengthening of the NGO sector in South Africa, PACT initiated a program of organizational and technical support for NGOs and community-based groups. USAID agreed to fund the program and targeted it toward USAID grantees under the Community Outreach Leadership Development (COLD), Human Rights, Housing and Private Sector Programs.

A. Project Goal and Purpose

The goal of the PACT project is to strengthen the South African NGO sector to play an effective role in the development of a non-racial, pluralistic society in a democratic South Africa. The purpose of the project is to assist South African NGOs to serve their constituencies better by improving the quality and availability of services they provide.

B. Project Objectives

The project objectives are to help South African NGOs to:

- o strengthen their institutions and services through high quality training and technical assistance;
- o gain exposure to the thinking and methodologies of similar groups in other countries (African, Asian, Latin American/Caribbean, as well as U.S., when appropriate);

- o establish development linkages among organizations in South Africa, in the southern Africa subregion and internationally; and
- o develop useful channels of communication with organizations throughout the world for information-sharing and access to technical data.

C. End of Project Status ²

PACT expects that the following End of Project Status Indicators will be met during the three years of the project:

- o NGOs will demonstrate an enhanced capacity to: identify and solve organizational problems; implement, design and manage programs and projects; be responsive and accountable to their beneficiaries or constituent groups.
- o South African NGOs will become integrated into networks of NGOs in Africa and elsewhere.
- o A core of jointly-designed training methodologies and problem-solving approaches to development will be used by NGOs in South Africa.
- o Five South African NGOs which have the capacity to be support organizations to other NGOs will be providing technical assistance and supportive services to smaller, nascent community groups and NGOs.
- o Cooperation will be evident between South African NGO leaders and the legitimate South African Government.
- o Needs and demands of NGO constituencies will be heard and addressed by legitimate South African Government.

II. PURPOSE OF EVALUATION

The purpose of the evaluation is to assist USAID and PACT to determine to what extent the strategies being used to meet expected outcomes for the project are adequate and effectively implemented. The evaluation should also assist PACT and USAID identify ways that PACT might expand or change these strategies in order to be more effective in meeting project goals and objectives and to fulfill the project's purpose.

While the evaluation might address potential impact of the project, PACT recognizes that it is too early in the life of project to effectively measure long-term impact.

² The achievement of EOPS 5 and 6 are dependent upon factors which fall outside of PACT's project and ability to influence.

III. KEY QUESTIONS TO BE ANSWERED

1. To what extent has the project established credibility among the NGOs with which it is working? Do these NGOs see the project as useful, appropriate, meeting their needs? Is PACT accepted and seen as a credible partner?
2. Are these NGOs making full use of the project's resources? If not, what are the inhibiting factors?
3. Does the project's approach in assessing NGO needs and responding to these needs appear to be effective toward long-term institutional strengthening of each NGO? If not, what modifications in approach might make the project more effective?
4. To date, to what extent has the project made progress toward achieving the End-of-Project Status Indicators (EOPS)? What are the constraints and how might they be overcome? What strategies or approaches could be used to improve the potential for the project to meet the EOPS?
5. Within the parameters established by USAID (i.e., to work with USAID grantees as identified by USAID project officers), are there ways the project's services could or should be extended to reach a broader number and range of NGOs? What are the constraints to expanding the project's services?
6. To what extent has the project identified and utilized a broad and diverse cadre of service providers within South Africa (trainers, facilitators, advisory consultants)?
7. To what extent has the project been able to address affirmative action and gender issues?
8. Are project activities being adequately documented and reported upon?
9. Is the logframe established originally for the project still valid given the current situation of South African NGOs and the experience of the project to date? If not, what revisions are in order?

IV. METHODOLOGY

The evaluation team will be responsible for the evaluation methodology, which will include the following:

1. Review project documentation, including:
 - a. Cooperative agreement between USAID and PACT, the project's initial and year-two workplans and other descriptive documentation about the background and approach of the project.

- b. The project's data base reports which detail all project activities to date.
 - c. Activity documents (cooperation agreements with NGOs; scopes of work for consultants; workshop agenda, materials and documents; reports on workshops, advisory consultancies and exposure visits). This amounts to reviewing about 30 cooperation agreements, 30 activity reports of varying lengths and approximately 26 scopes of work of 1-2 pages each.
2. Interview PACT/South Africa staff and USAID project officers.
 3. Conduct interviews (or a combination of interviews/questionnaires/focus groups) with all the NGOs with which the project has worked to date (approximately 30) and interview an additional sampling of individuals which have participated in workshops and exposure visits.
 4. Interview the service providers which have served as trainers, facilitators and advisory consultants under the project -- approximately 20, including individuals/NGOs/firms.

Actual interview format and questions will be developed by the evaluation team.

To the extent possible, interviews should be conducted in person. This will necessitate travel in the Johannesburg area, as well as to Pretoria, Durban and Cape Town. Use of questionnaires or other methodologies for gathering information can also be proposed for PACT/USAID consideration and approval.

V. EVALUATION TEAM AND SKILLS

The evaluation team will consist of a team leader and up to three additional evaluators, all of whom must have good evaluation experience. In addition,

1. The team leader must be an experienced manager and team leader. He/she must be experienced in development issues and the NGO sector, particularly as these relate to African countries. A strong understanding of institutional development and training for NGOs are also required, as is the ability to write and produce the report.
2. The additional three evaluators must possess a combination of skills and experience to ensure the team includes the following:
 - a. at least one black South African knowledgeable about the South African NGO community,
 - b. training, institutional development and management skills and
 - c. good writing skills.

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VI. LEVEL OF EFFORT

The evaluation will be conducted for six weeks, preferably during the months of March and April. The team leader will devote up to 36 work days. Each of the other evaluators will devote up to 30 work days. (This level of effort is subject to confirmation once the team has proposed its methodology.)

VII. TIME FRAME

The evaluation team will assemble in South Africa to begin work as early as possible in March. Basic project documents can be provided to evaluation team members prior to that date.

A draft summary of findings so far will be presented in writing and orally to PACT and USAID after four weeks. Questions/comments will be made by PACT/USAID. The report will be put in final written draft form and submitted to PACT and USAID

VIII. REPORT FORMAT AND CONTENTS

The evaluation report should be concise and to the point, with Sections 1-6 below comprising about 20-30 pages.

1. Table of Contents
2. Executive Summary
3. Program Background
This should be brief and concise.
4. Statement of Findings, Conclusions and Recommendations:
These should be stated in succinct fashion. They should answer the key questions posed in Section III above. Recommendations should be based on the findings and conclusions and should be practical, action-oriented and prioritized.
5. Body of the Report:
The report should discuss the evaluation methodology, results of interviews and the evaluators' analyses which support and expand on the findings, conclusions and recommendations stated in Section 4.
6. Appendices:
 - a. scope of work
 - b. bibliography of documents reviewed and analyzed
 - c. list of persons/agencies interviewed and their relationship to the project

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IX. LOGISTICS

The evaluation team will need to secure its own meeting/work space and arrange for its own computer, printing and reproduction services. The evaluation team will also be responsible for all necessary typing, clerical and other secretarial support. The PACT staff will not be available to provide secretarial or clerical support to the evaluation team.

PACT staff will be available to meet with the evaluation team on an as-needed and pre-arranged basis during the evaluation.

PERSONS CONTACTED

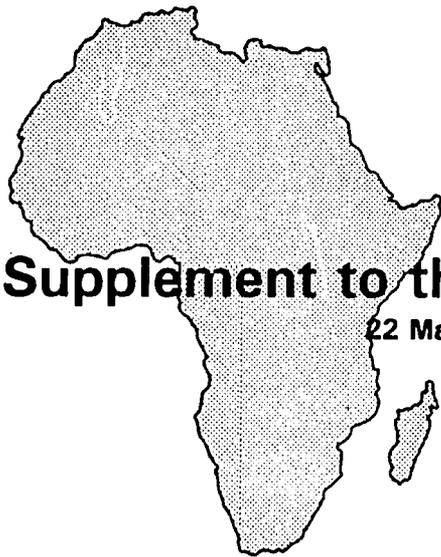
NAME	POSITION	ORGANIZATION
Abrahams, Josephine	- Coordinator	- B.H.C.P.
Abrams, Len	- Executive Director	- RAC
Basela, Fezile	- National Field Worker	- VUCOSA
Bhungane, Mbulelo	- National Coordinator	- N.A.P.
Bodibe, Rama	- Administrator	- T.A.P.
Bonbright, David	- Executive Director	- D.R.C.
Camay, Phiroshaw	- Director	- CORE
Chetty, Kam	- Director	- F.C.R.
Dandala, Mvume (Rev.)	- Former Director	- ZIKHULISENI
De Tolly, Jenny	- National President	- BLACK SASH
De Saldanha, Cristal	- Project Manager	- S.A.A.Y.C.
De Lange, Johnny	- Independant Consultant	
DeGroot, David	- Housing Office	- USAID
Du Toit, Philip	- Senior Specialist	- D.B.S.A.
Edwards, Rita	- Deputy Director	- T.C.O.E.
Frandsen, Sylvia	- Secretary	- VALLEY TRUST
Gayle, Jacob	- C.D.C. Resident Advisor HIV/AIDS	- USAID
Gcabashe, Busi	- Training Officer	- VALLEY TRUST
Jeffreys, Henry	- Regional Director	- URBAN FOUNDATION
Johnson, Harry	- Chief, Private Sector Office-	USAID
Kawa, Wanita	- Project Manager	- PULA FOUNDATION
Keyi, Mzandile	- Chairperson	- INCO
Kheswa, Barbara	- Program Director	- ELEC

Kleinschmidt, Horst	- Deputy Director	- KAGISO TRUST
Kleinsmith, Jeffrey	- Director	- PEOPLES EXPRESS
Kolisang, Khantso	- Field Worker	- VALLEY TRUST
Konar, Len	- Director Job Creations	- I.D.T.
Kubheka, Thandi	- Independant Consultant	
Kumalo, Lemmy	- Project Officer	- C.D.F.
Mabusela, Shirley	- Director	- N.C.R.C.
Macozoma, Sakie	- Executive Director	- PULA FOUNDATION
Madlala, Protas	- Director	- C.S.T.P.
Maholwana, Fundiswa	- Administrator/Trainer	- H.A.P.
Makwetla, Angie	- Independant Consultant	
Mango, Cecily	- Project Officer - COLD	- USAID
Masihlelo, Nomea	- COLD Program	- USAID
Masoga, Mhanganisi	- Coordinator	- MADIMBA
Mathews, Ric	- Independent Consultant	- INTERLINK
Mayet, Moosa	- Director	- H.A.P.
Mazibuko, Fikile	- National President	- S.A.B.S.W.A.
Mkhize, Imogen	- Executive Director	- ABASA
Mkhabela, Ishmael	- Independant Consultant	
Mkwanyana, Kenny	- Coordinator	- C.D.P.A.
Moletsane, Ipatleleng	- Admin Asst./Bookkeeper	- PACT
Mphahlele, Violet	- Advocacy Coordinator	- N.C.R.C.
Mvula, Jabulile	- Homeless Children Project Coordinator	- N.C.R.C.
Napo, Tshidi	- Program Officer	- PACT

Narsoo, Monty	- Coordinator, Inner City Unit- COPE	
Nell, Marion	- Independant Consultant	- NELL & SHAPIRO
Ngobeni, James	- Executive Director	- NEW SA HOUSING ASSOC.
Nkosi, Nondile	- Field Worker	- TAP
Ntshiqela, Eric	- National Coordinator	- VUCOSA
Pieterse, Edgar	- Training Director	- F.C.R.
Rakwena, Mbulelo	- Director	- C.D.F.
Ramashia, Rams	- Independant Consultant	
Rathbun, Daniel	- Director, General Dev. Office	- USAID
Richards, Marilyn	- Director	- PACT
Schoon, Marius	- Senior Specialist	- D.B.S.A.
Sehune, Debra	- Field Worker	- TAP
Sekalo, Jackie	- Project Manager	- INCO
Selepe, Sidney	- Coordinator	- A.I.A.
Seshabela, Khokhi	- Field Coordinator	- S.A.A.Y.C.
Shapiro, Janet	- Independant Consultant	- NELL & SHAPIRO
Sikhakhane, Mboniswa (Rev.)	- Director	- ELEC
Stiglingh, Fred	- Executive Director	- URBAN FOUNDATION
Stobie, Gordon	- Director	- TEMBALETU
Tomlinson, Jane	- Independant Consultant	
Tyobeka, Jenny	- Regional Head	- D.B.S.A.
Whittaker, Brian	- Executive Director National Programs and Planning	- URBAN FOUNDATION
Williams, David	- PACT Africa Coordinator	- PACT WASHINGTON

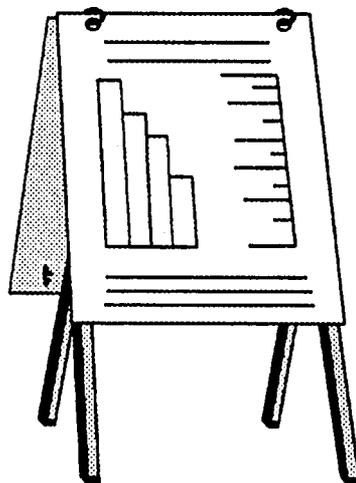
Wimble, Keith	- Director	- VALLEY TRUST
Zabala, Griffiths	- Independant Consultant	
Zondi, Robert	- Coordinator	- L M FOUNDATION

Statistics and Graphics



Supplement to the PACT Evaluation Report

22 March 1993 - 30 April 1993



PACT Information Management System Participant Statistical Report

INDIVIDUALS

Total attending activities:	287
Total males attending:	131
Total females attending:	156
Blacks:	227
Whites:	60
Attended 1 activity only:	245
Attended 2 activities:	36
Attended 3 activities:	4
Attended 4 or more activities:	2
Activity types attended	
Advisory Service:	9
Exposure Visit:	13
ICT sponsored by ABEL:	10
PT outside of South Africa:	8
ICT sponsored by TEPS:	0
Workshop:	268
Region of origin	
Eastern Cape Province	71
Natal	46
Orange Free State	2
Transvaal	159
Western Cape Province	9
Region not specified	1

NGOS

Total attending activities:	30
Black leadership:	26
White leadership:	4
Attended 1 activity only:	11
Attended 2 activities:	11
Attended 3 activities:	1
Attended 4 or more activities:	7
Activity types attended	
Advisory service:	10
Exposure visit:	7
ICT sponsored by ABEL:	8
PT outside South Africa:	6
ICT sponsored by TEPS:	0
Workshop:	21
Activities aimed at single NGO:	34
Region of Origin	
Natal	4
Transvaal	25
Western Cape Province	1

ICT=In Country Training
PT= Participant Training

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PACT Information Management System Service Provider/ Activity Statistical Report

<u>INDIVIDUALS</u>		<u>NGOS</u>	
Total	12	Total	15
Total males:	8	Black leadership:	8
Total females:	4	White leadership:	7
Blacks:	6	Attended 1 activity only:	10
Whites:	6	Attended 2 activities:	1
Provided for 1 activity only:	8	Attended 3 activities:	3
Provided for 2 activities:	2	Attended 4 or more activities:	1
Provided for 3 activities:	1		
Provided for 4 or more activities:	1	Activity types provided in	
		Advisory service:	5
Activity types provided in		Exposure visit:	2
Advisory Service:	6	ICT sponsored by ABEL:	2
Workshop:	9	PT outside South Africa:	1
		ICT sponsored by TEPS:	0
Regions		Workshop:	7
Eastern Cape Province	1		
Natal	1	Regions	
Transvaal	9	Natal	2
		Transvaal	5
Region not specified	1	Other	6
		Region not specified	2

ICT=In Country Training
PT= Participant Training

Statistical report reflects data collected over the period from October 1991 through March 1993.

PACT Information Management System Activity Statistical Report

Total activities: 42

Activity types

Advisory service:	10
Exposure visit:	5
ICT sponsored by ABEL:	3
PT outside South Africa	2
ICT sponsored by TEPS	0
Workshop	22

Activities aimed at single NGO 34

Expenses per activity type (US dollars)

Advisory service	\$38,670.57
Exposure visit	\$25,727.33
ICT sponsored by ABEL	\$0.00
PT outside South Africa	\$0.00
ICT sponsored by TEPS	\$0.00
Workshop	\$61,900.00

Expenses per expense type (US dollars)

Accommodation	\$2,378.82
Conference facility fee	\$19,832.15
Conference registration	\$254.65
Consultant fee	\$59,526.75
Food	\$143.68
Insurance	\$384.00
Per diem project	\$13,116.81
Stationery	\$1,223.00
Subgrant	\$6,334.29
Transport	\$22,622.71
<u>Workshop - other expenses</u>	<u>\$481.58</u>

Total **\$126,298.44**

ICT=In Country Training
PT= Participant Training

Statistical report reflects data collected over the period from October 1991 through March 1993.

Period range of activities

Minimum number of days overall	1 day
Maximum number of days overall	106 days
Average number of days overall	14 days

Minimum period for:

Advisory service	3 days
Exposure visit	3 days
ICT sponsored by ABEL	1 day
PT outside South Africa	33 days
Workshop	1 day

Maximum period for:

Advisory service	106 days
Exposure visit	29 days
ICT sponsored by ABEL	5 days
PT outside South Africa	33 days
Workshop	8 days

Average period for:

Advisory service	41 days
Exposure visit	15 days
ICT sponsored by ABEL	2 days
PT outside South Africa	33 days
Workshop	3 days

ACTIVITIES PER QUARTER**Quarter from 1-Oct-91 to 31-Dec-91**

Advisory service	0
Exposure visit	0
ICT sponsored by ABEL	0
PT outside South Africa	0
Workshop	0

Quarter from 1-Jan-92 to 31-Mar-92

Advisory service	0
Exposure visit	0
ICT sponsored by ABEL	0
PT outside South Africa	0
Workshop	1

Quarter from 1-Apr-92 to 30-Jun-92

Advisory service	2
------------------	---

ICT=In Country Training

PT= Participant Training

Statistical report reflects data collected over the period from October 1991 through March 1993.

Exposure visit	1
ICT sponsored by ABEL	1
PT outside South Africa	1
Workshop	4

Quarter from 1-Jul-92 to 30-Sep-92

Advisory service	6
Exposure visit	2
ICT sponsored by ABEL	2
PT outside South Africa	1
Workshop	6

Quarter from 1-Oct-92 to 31-Dec-92

Advisory service	2
Exposure visit	2
ICT sponsored by ABEL	0
PT outside South Africa	0
Workshop	4

Quarter from 1-Jan-93 to 31-Mar-93**

Advisory service	0
Exposure visit	0
ICT sponsored by ABEL	0
PT outside South Africa	0
Workshop	7

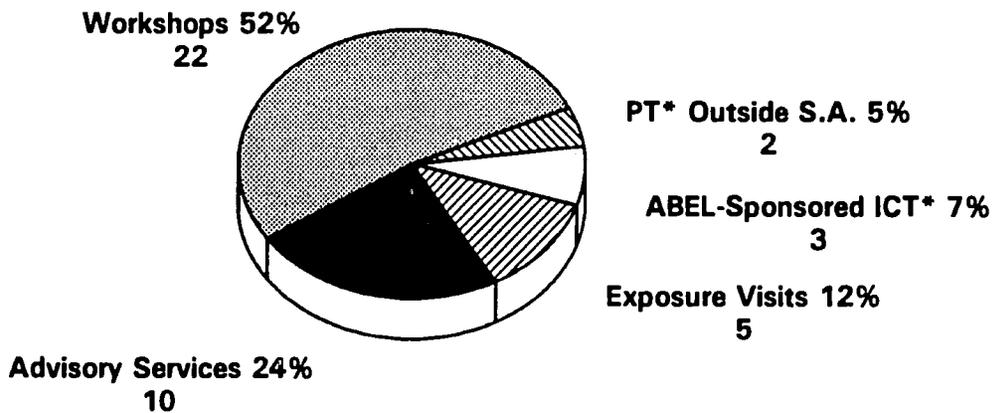
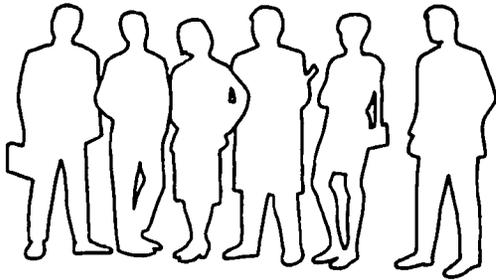
**PACT still awaiting some reports in order to complete March data entry.

ICT=In Country Training
PT= Participant Training

Statistical report reflects data collected over the period from October 1991 through March 1993.

PACT Activities

October 1991 - March 1993



ICT = "In Country Training"

PT = "Participant Training"

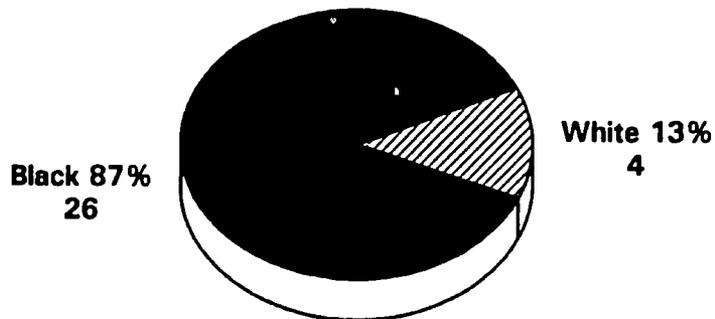
Total PACT Activities: 42

- 56



PACT NGO Data

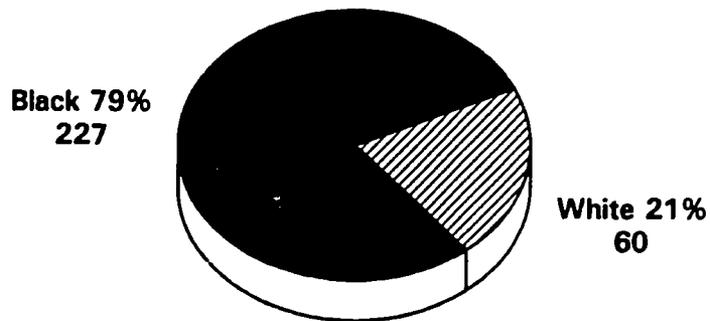
Racial Composition of NGO Leadership Working with PACT October 1991 - March 1993





PACT Participant Data

Racial Composition of PACT Activity Participants October 1991 - March 1993



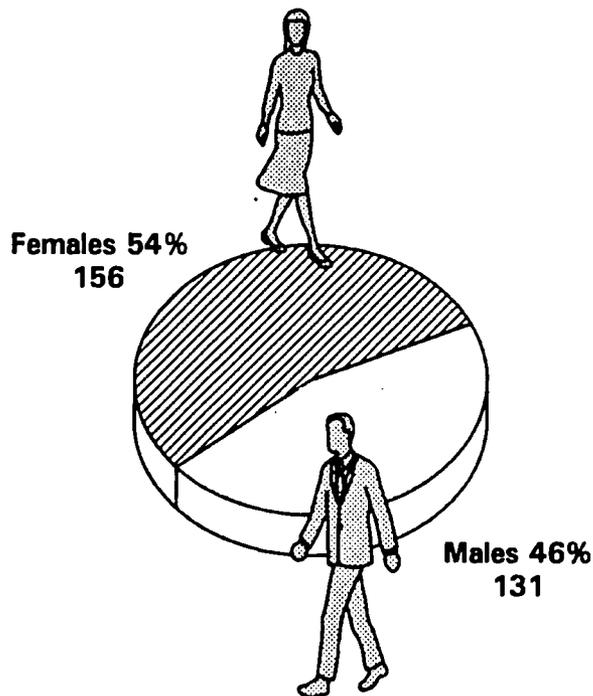
Total PACT Activity Participants: 287

SB

PACT Participant Data

Gender Breakdowns

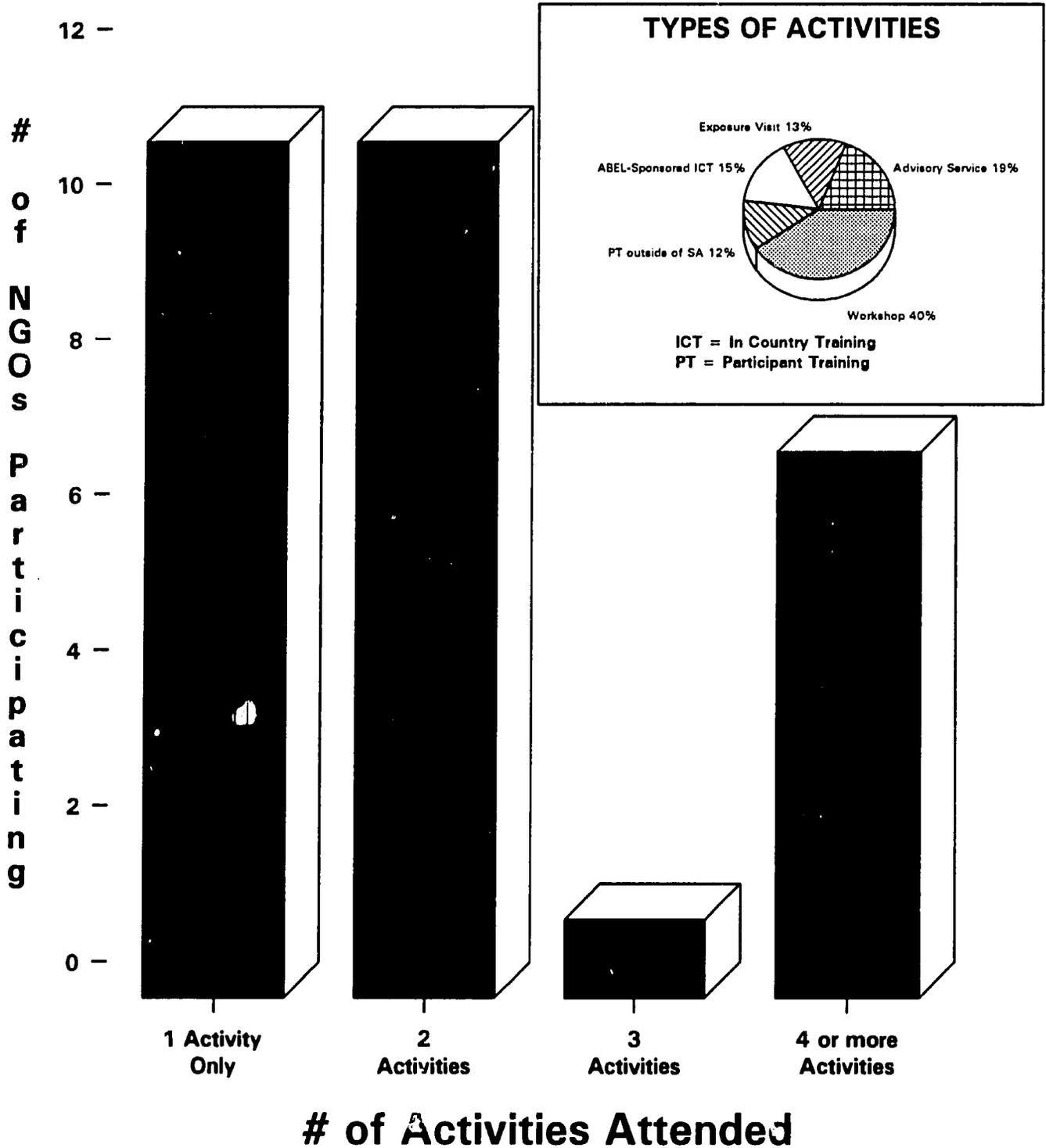
October 1991 - March 1993



Total PACT Activity Participants: 287

PACT NGO Data

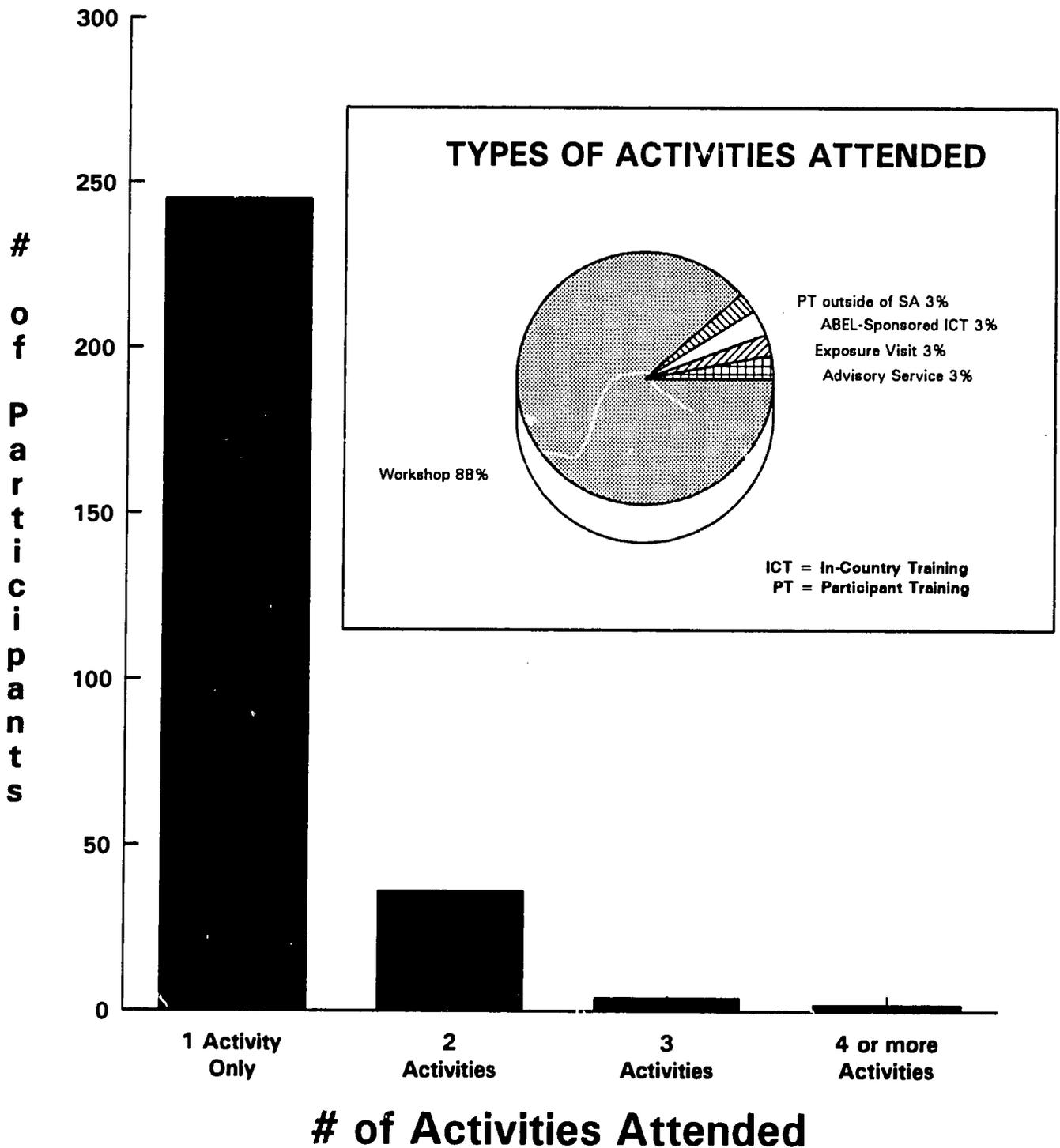
PACT Activity Attendance (10/91 - 3/93)



Total PACT NGO Participants: 30
Total PACT Activities: 42

PACT Participant Data

PACT Activity Attendance (10/91-3/93)



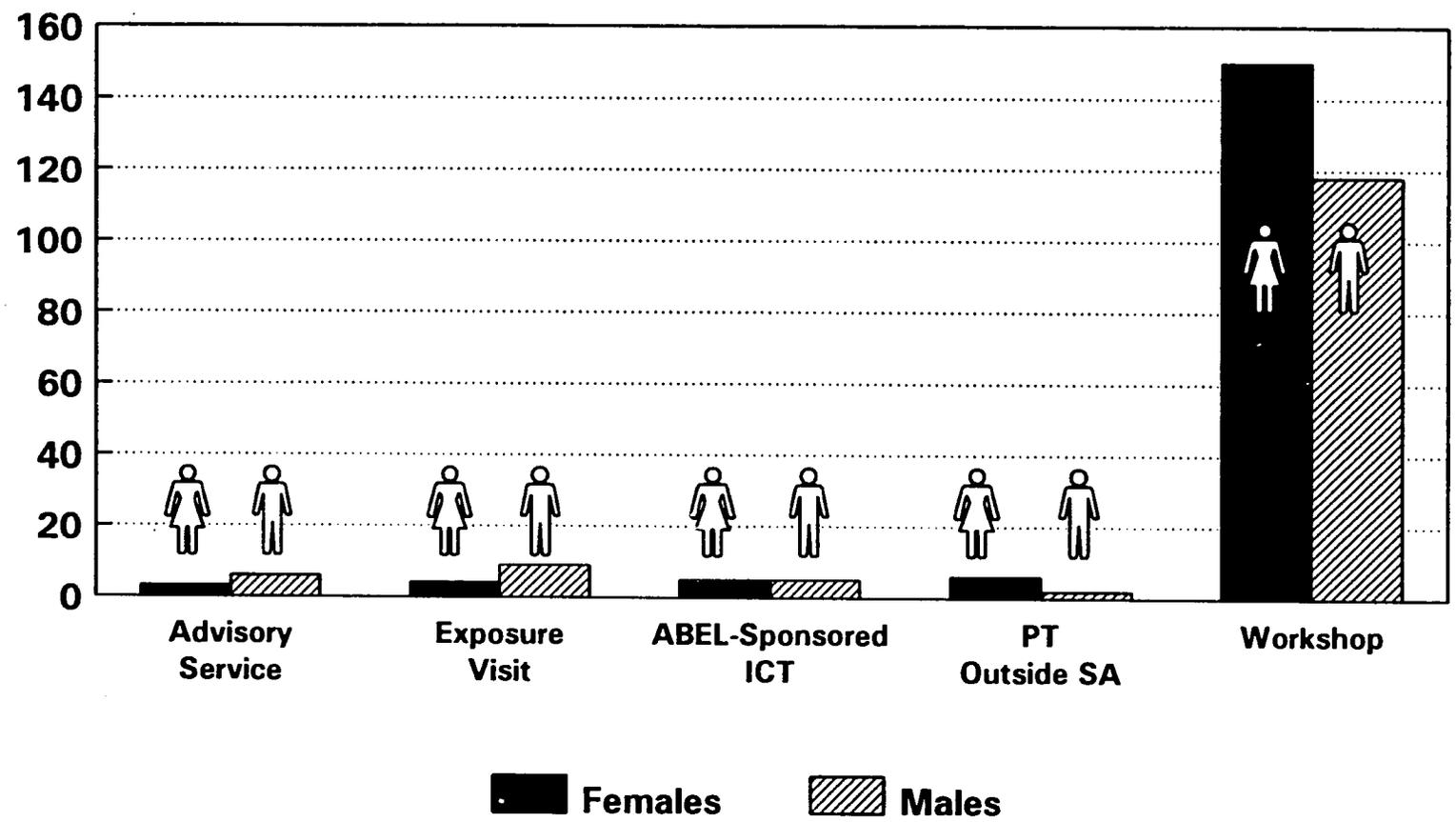
Total PACT Activity Participants: 287
Total PACT Activities: 42

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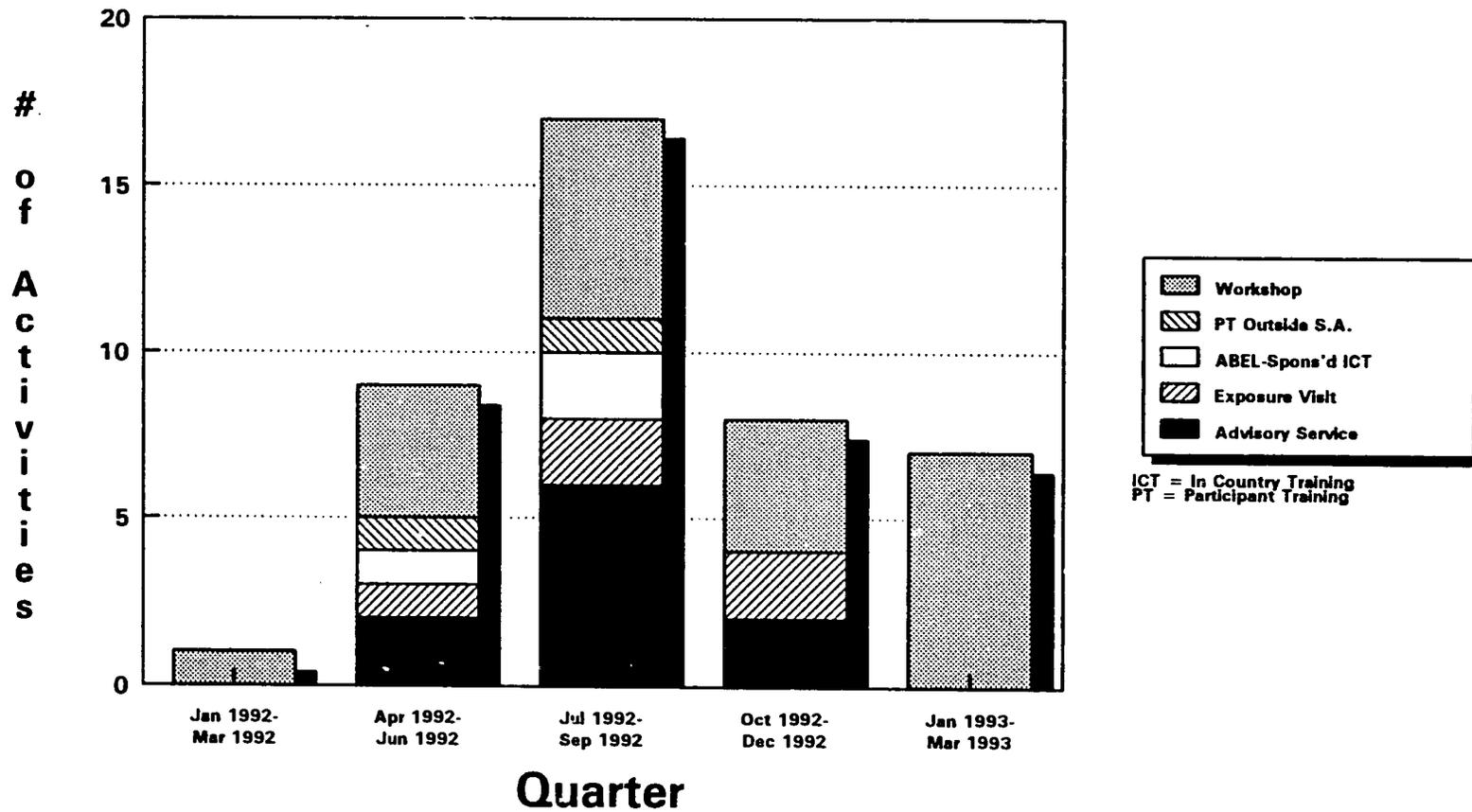
Gender per Activity Type

October 1991 - March 1993



PACT Activities per Quarter

October 1991 - March 1993

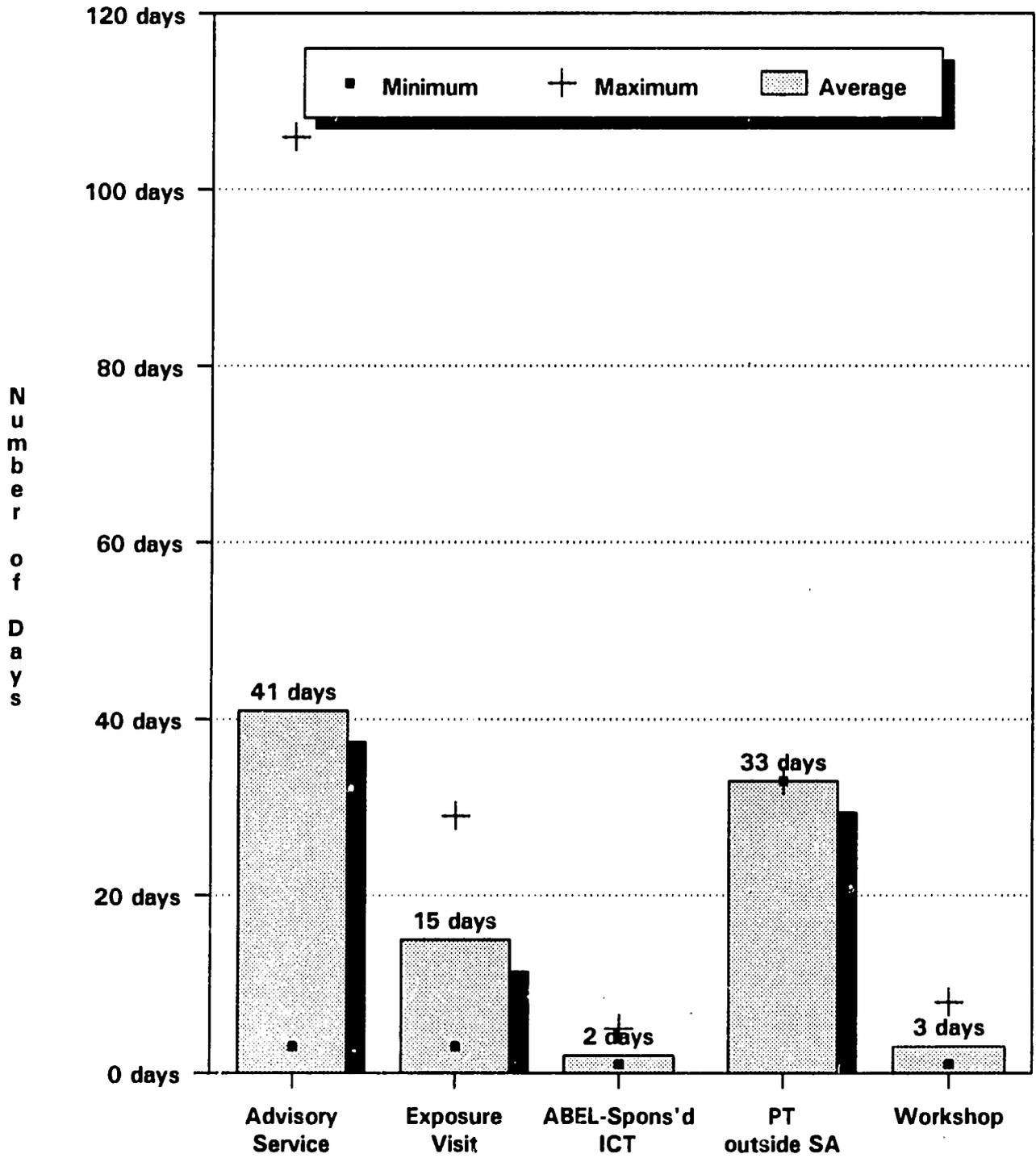


1993 Data Subject to Change.

Year	1998	1999	2000	2001	2002	2003	2004
Advisory Service							
Exposure Visit							
ABEL-Spons'd ICT							
PT outside SA							
Workshop							

PACT Activity Lengths

Minimums, Maximums and Averages



ICT = In Country Training
PT = Participant Training

Activity Type

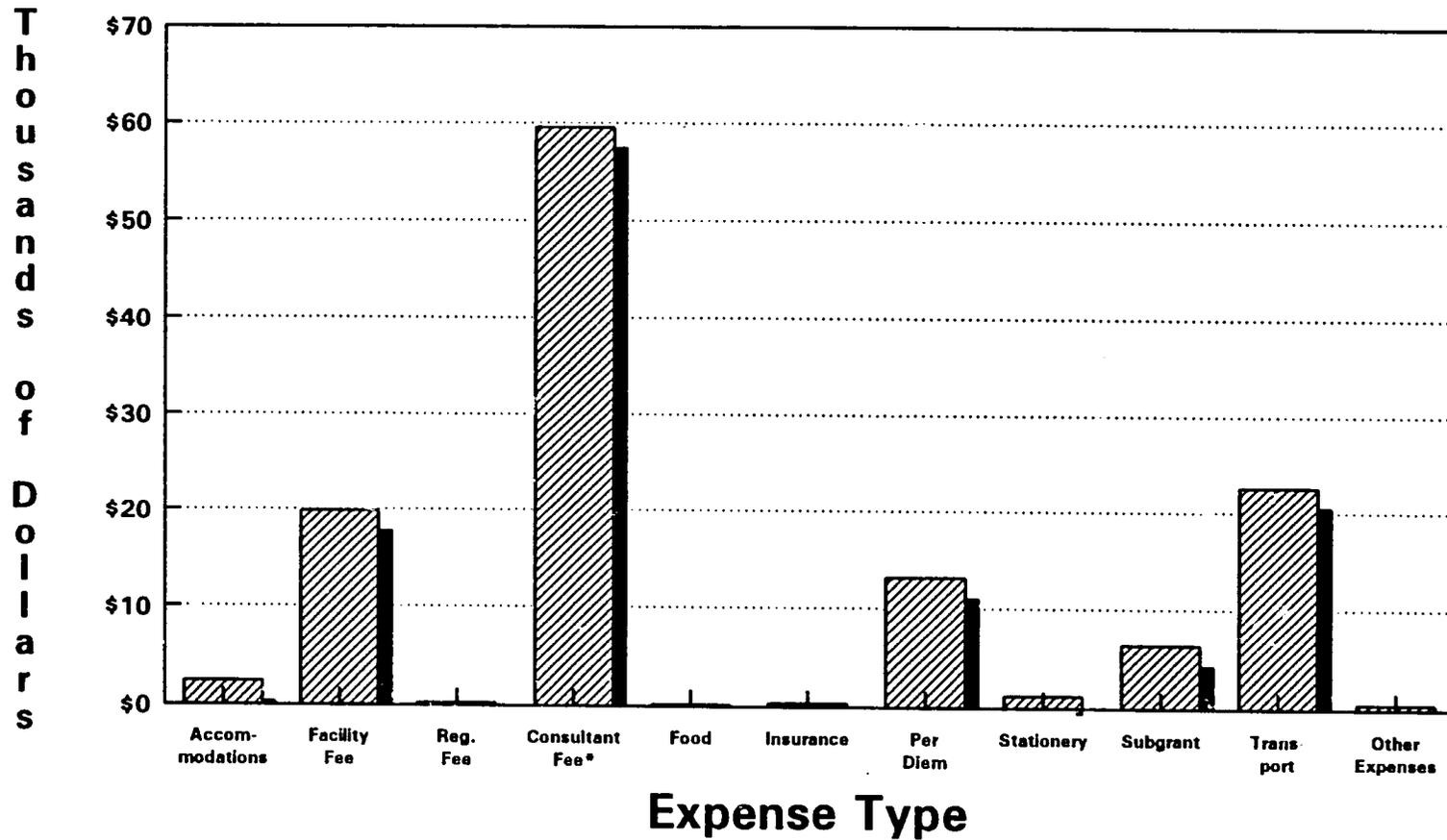
GH

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PACT Expenses per Type

October 1991 - March 1993



Total PACT Expenses: US\$ 126,298

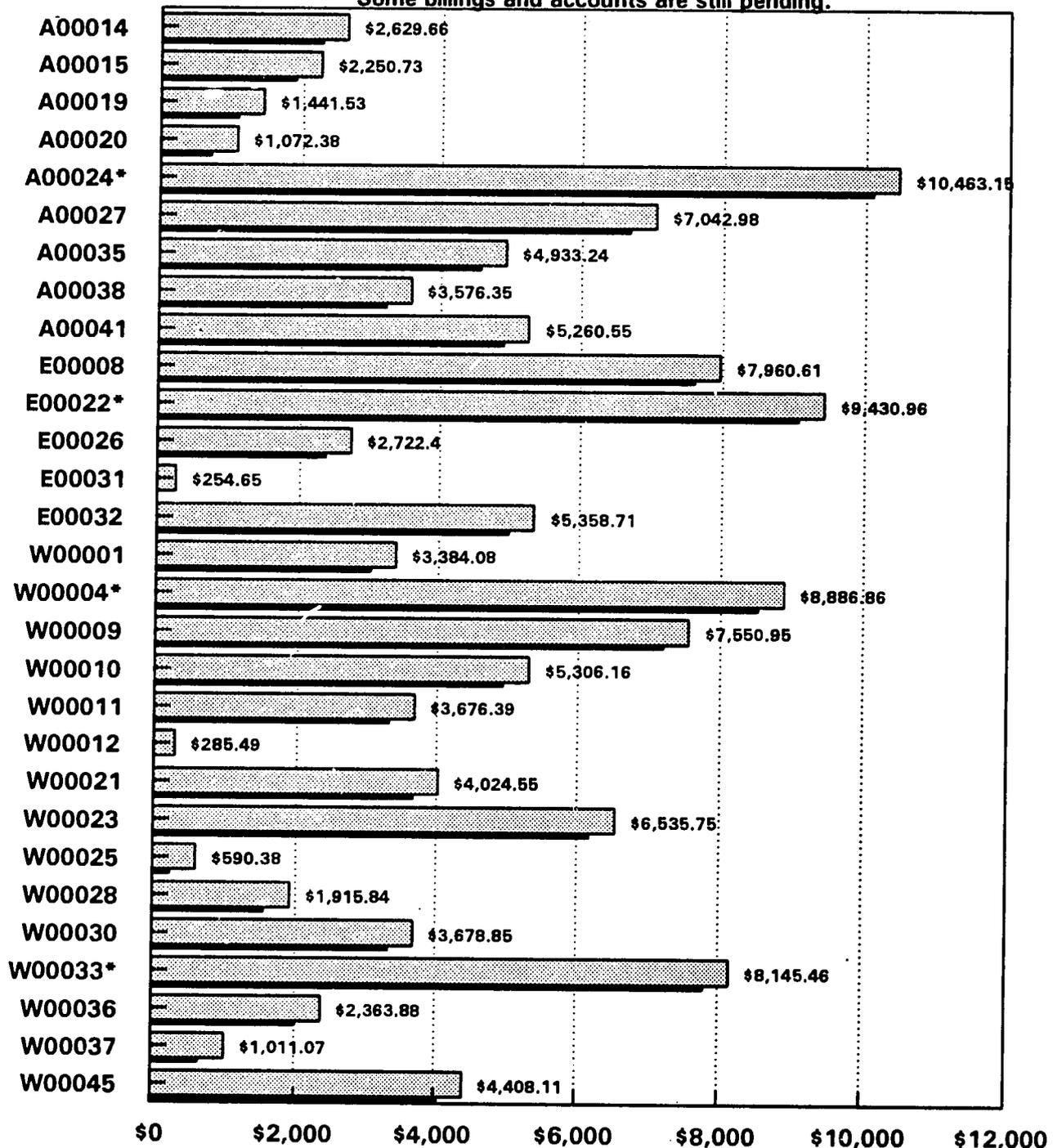
*"Consultant" refers to Service Providers who facilitated PACT Program activities.

PACT Expenses per Activity

October 1991 - March 1993

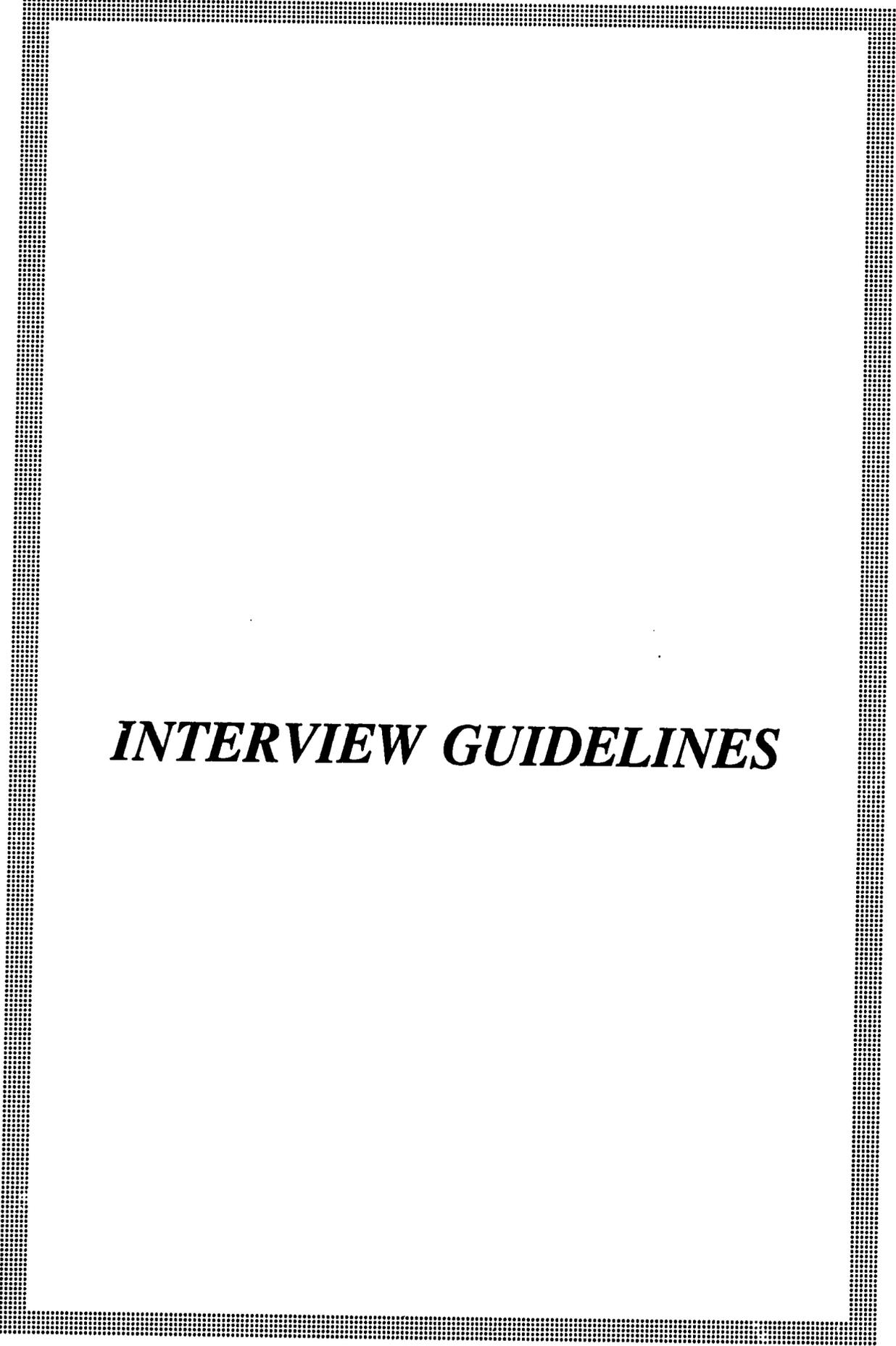
Act No

Chart reflects receipts processed as of 4/15/93.
Some billings and accounts are still pending.



A00024 - Organizational Development Intervention (9-12/92)
 E00022 - Visit to Kenya NGOs in Rural Development (7/92)
 W00004 - Board of Directors Training (9/92)
 W00033 - Team Building and Professionalism - NADEL (12/92)

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INTERVIEW GUIDELINES

PACT/SA EVALUATION ON EFFECTIVENESS TO DATE

INTERVIEW GUIDE

"EVALUATION IS A DEVELOPMENT PROCESS"

1. INTRODUCTION

- I Identify ourselves as individuals and team members.
- II delineate the evaluation objectives.
 - i to assist PACT/SA is assessing the extent to which it has been effective in meeting its end-of-project goals.
 - ii to identify ways in which PACT/SA might modify or expand its services or approaches to become **more** effective.
 - iii to reinforce that this is a PACT/SA evaluation and **not** an evaluation on of the NGOs.
- III Describe our methodological approach (i.e. team of 5 independant consultants doing a nation-wide evaluation through thematically structured interviews).

2. NGO PROFILE

- I Can you describe the organization ?
(i.e. is it local, regional or national; what is its history; structure; constituents/participants; changes through time ?)
- II Has the current transition period (plus/minus two years) affected the nature or focus of the organization ?
 - a) If so, how ?
- III Would you describe the organization as a Development Organization?
 - a) Are skills being transferred ?
- IV What is the networking/communication capacity of the organization?
(i.e. newsletters, publications, data-bases, etc.)
- V What types of financial support does the organization receive ?
(i.e. multi or bilateral donors, international non-government organizations, churches, self-sustaining income generating, etc.)
- VI Can you describe whta you perceive to be problems or challenges which the organization is currently facing ?
 - a) What do you see as the current and future needs of the organization ?

3 NGO-PACT/SA RELATIONSHIP

- I What specific PACT/SA activities has the organization participated in ?
(i.e. training; technical assistance; information exchange; networking; exposure visits ect.).
- II Which members from the organization participated in the PACT/SA activity ?
 - a) How many staff members and what were their positions ?
- III Who initiated the contact between the organization and PACT/SA ?
- IV Did your participation in the PACT/SA activity(ies) meet specific or defined needs ?
- V Were any benefits derived from your contact or participation in PACT/SA activity ?
 - a) How are these benefits being used ?
Are they still there ?
- VI How would you evaluate the PACT/SA activity ?
- VII Do you anticipate future contact with PACT/SA ?
 - a) Are there actual plans for such contact ?
- VIII Do you consider PACT/SA to be a credible partner or provider of development assistance ?
- IX Do you think the organization is making full use of PACT/SA resources ?
 - a) If not, why ?

4 KEY ISSUES

- I What do you consider to be some major or key issues facing South African NGOs as a whole at this time ?
 - a) Major issues facing NGOs in your region.
 - b) Major issues facing your particular organization.
- II Is the organization affected in any way by these current issues ?
- III Are these key issues precipitating a change process in which the organization is a contributor ?
 - a) Describe

***SOUTH AFRICAN NGO
TYPOLOGY AND LEGAL
IMPLICATIONS***

NGOs/ LEGAL IMPLICATIONS

1. NGO LEVELS/CONTINUUM

* GRASSROOTS ORGANIZATIONS - (GRANGOs)

- Affected by Problem
- Dealing with problem
- e.g Sewing Groups, Trade Unions, Collectives, Civics - Sometimes referred to as CBOs

* INTERMEDIATE NGOs (Local NGOs) (LONGOs)

- Work with Grassroots Organizations
- Provide Services e.g Research, Funding, Training
- Traditionally alternative to Govt. Programs or agencies

* FOREIGN FUNDED NGOs (FFUNGOs)

- Work with LONGOs
- Sometimes with GRANGOs
- Provide Services e.g Funding, technical assistance, training etc.
- Funded primarily from outside by international agencies and govts.

* SOUTH AFRICAN GOVERNMENT CREATED NGO'S (SAGONGOs)

e.g DBSA, IDT, SBDC, HSRC etc.

- Traditionally multilateral
- Command large resources
e.g. policy formulation, legal, funding, Research

* WELFARE ORGANIZATIONS/HEALTH

- Voluntary
- Service
- Part-funding from state, corporate world and public
- Relief
- Generally do not receive funding from overseas sources

2. LEGAL FRAMEWORK

Most NGO's are set up in SA as,

- (a) Section 21 Companies
- (b) Public Companies
- (c) Profit-making organizations
- (d) Voluntary Organizations/Associations
- (e) Co-operatives/Collectives
- (f) Universitas
- (g) Trusts
- (h) Foundations

3. IMPLICATIONS

- (a) Section 21 Companies
 - must register in terms of the companies Act of 1978 as amended
 - must have members
 - members elect directors
 - directors/members must complete CM27 forms
 - governed by memorandum and articles of incorporation
 - Non-profit making - no payments of dividends to directors/members
 - Returns are re-invested to the objectives of the organization
 - Under certain circumstances can be tax exempt
 - Usually display company registration No. on letter head
 - Disqualification of members - fraud, insolvency, etc
 - Must have AGM

(b) PUBLIC COMPANIES

- Usually state funded
- Profit making
- Must register under the companies Act of 1978 as amended
- Special Tax status
- Must publish financial results
- Must have AGM

(c) PROFIT-MAKING COMPANIES

- Usually (PTY) Ltd
- Shareholding companies
- Registration under companies Act
- Profit and dividends taxed

(d) VOLUNTARY ORGANIZATIONS/ ASSOCIATIONS

- member involvement
- governed by constitution, standing orders, by-laws etc.
- does not have to register under any Act.
- members elect board, executive committee etc.
- many tend to operate as charitable, educational or religious bodies
- collectives generally operate either as co-operatives or as universitas

(e) CO-OPERATIVES

- Usually a membership type organization
- Generally registered under the Co-operative Act (1939) as amended (revised 1978)
- Benefits accrue to membership
- Profit-making sometimes called surplus
Types includes Workers Co-ops, Credit Unions,
farming Co-ops, Sewing co-ops

NB: There is still a big debate around legislation governing credit unions/community bankers bureau of the deposit taking institutions Act.

(f) UNIVERSITAS

- membership organization
- voluntary activity for membership benefit
e.g social clubs, social cubs, dance clubs
- governed by constitution
- benefits accrue to members
- members elect governing structures

(g) TRUSTS

- usually established by a will
- governed by a Trust Deed
- Trust Deed with details and signatures of the Trustees registered with the Master of the Supreme Court
- A trustee must be a respectable member of the community
- Similar qualifications and disqualification criteria apply as in section 21 Companies, generally more stringent
- Trust Act?

(h) FOUNDATIONS

- no legal definition in SA
- generally can operate either as a Universitas, Trust, Section 21 Company
- Governed by own constitution
- can benefit members as well as constituencies served

4. SOME ACTS GENERALLY GOVERNING NGOs

- Companies Act 1978 as amended
- Cooperative Act 1978? as amended
- Deposit taking institutions Act (Banking Act)
- Welfare Act
- Fundraising Act
- Foreign Funding Act 1989 (originally, orderly politics bill)
- Income Tax Act
- Labour relations Act 1989 as amended

NB. Where an organization is not registered under any Act, Common Law applies.

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***UNRESOLVED ISSUES FOR
FURTHER EXPLORATION***

UNRESOLVED ISSUES FOR FURTHER EXPLORATION

- USAID policy concerning remuneration of project staff and project consultants are making it very difficult for PACT/SA to meet its objective of providing equal opportunities to women and Black South Africans. Salaries and Consultant fees are based on previous earnings history. Under the apartheid system Black South Africans and particularly Black South African women, have historically been denied opportunities to earn the same salary for the same work as whites. Thus the U.S. Government policy is perpetuating this discriminatory practice of the apartheid system and brings PACT/SA under criticism.
- PACT/SA should consider identifying alternative sources of funding for professional development of PACT/SA staff. Since PACT/SA is recruiting program staff from the Black South African resource pool additional resources are required to build the skills of PACT's black South African staff.
- As resources decrease, the need for SA NGOs and CBOs and their services increase. PACT/SA's mandate and resources are stretched to their present capacity. While the evaluation team is not recommending that they take on more responsibility at this time, even though they are very well placed and enjoy a high degree of credibility, PACT/SA may wish to consider seeking additional resources which would enable their South African program to hire more staff and to broaden their range of activities.

LINKING COLD
- PACT PROGRAMS

