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SHELTER AND URBAN DEVELOPMENT SERVICES PROJECT (SUDS)

EVALUATION PLAN

WITH

RECOMMENDATIONS FOR MONITORING AND POLICY IMPACT

A Report Produced for the Housing Division
USAID Pretoria
South Africa

by

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List of Acronyms

BESG	Built Environment Support Group
CBO	Community Based Organization
CMC	Central Metropolitan Chamber
CUSSP	Community and Urban Services Support Program
CY	Contract Year
EOPS	End of Project Status
HBCU	Historically Black College or University
IDC	Independent Development Council
INLOGOV	Institute for Local Governance and Development
IQC	Indefinite Quantity Contract
LIT	Land Investment Trust
MPRE	Monitoring, Policy, Research and Evaluation
NGO	Non Government Organization
PIO/T	Project Implementation Order/Technical Services
PP	Project Paper
SABCAP	South African Black Construction Assistance Program
SAG	South African Government
SUDS	Shelter and Urban Development Services (Project)
TSO	Technical Service Organization (NGOs)
USAID	United States Agency for International Development
USAID/H	United States Agency for International Development/Housing Office
WCEDF	Western Cape Economic Development Forum

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SHELTER AND URBAN DEVELOPMENT SERVICES PROJECT (SUDS)

EVALUATION PLAN

WITH RECOMMENDATIONS FOR MONITORING AND POLICY IMPACT

A. EXECUTIVE SUMMARY.

A.1. Introduction. The \$30 million USAID/South Africa Shelter and Urban Development Support Project (SUDS) has unique potential for improving the living conditions of millions of disadvantaged South Africans. It is creatively breaking new ground in community based development, finance for the disadvantaged, enhancing effectiveness and economic participation of the black building sector and improving the policy framework for local community development and governance. The breadth and depth of experience and understanding that SUDS can produce is almost unprecedented as it develops the capacity of at least 48 community organizations through its Community and Urban Services Support Program (CUSPP) throughout South Africa. Through 28 grants to South African NGOs totaling 20 million, SUDS also is deeply involved in the key shelter sectors for community based development. This experience promises to yield insights that will be crucial to the policy reform and pioneering community based work that can help turn things around in this country for those living in squalor.

To convert the experience of this multi-faceted project into guidance for future community based action and policy reform, the designers of SUDS called for a \$2.0 million SUDS monitoring, evaluation and program policy element. It is time to implement the monitoring and policy element of SUDS shown in Figure 1, below. Without this element, the project will be little more than a collection of individual community and NGO efforts, some of which will fail and some succeed. With the monitoring and policy element, this project can have a profound impact on the future developments at the community and local governance level in this country -- an impact that will well justify the \$30 million invested in SUDS. AID will have made a critical and substantial contribution in an area that has long been neglected in this country and in which there is a massive void in experience, information, standards, guidance and appropriate policy.

A.2. SUDS Project Paper on Monitoring and Evaluation. The PP incorporates Monitoring and Evaluation as an integral part of the project and earmarks \$2.0 million of the budget for this activity. After reviewing the situation approximately one year into program implementation, the basic approach suggested for monitoring and evaluation of the SUDS project still seems to be sound. At this point, the critical need is to set out the issues to be explored in the initial evaluation and to set up the mechanisms for the extensive monitoring and policy component of SUDS called for in the PP.

Conducting the evaluations, per se, through use of IQCs as proposed in the PP, is the most practical and easily implemented approach. However, it is recommended that the IQC be acquainted with South Africa and preferably be familiar with shelter and community based development programs in contemporary South Africa. It would be useful also if the team is constituted collaboratively with a Historically Black College or University (HBCU) and makes extensive use of South Africans as consultants for the work in the field.

The PP calls for the initial or interim evaluation to be conducted sometime during the first six months of CY 1994. However, in the case of both the grants and the CUSSP program, it is too early for an evaluation of impact. Start-up of community based activities is more difficult than anticipated in the PP given political conflicts at all levels and delays in contractor sub-contracting authority. The overall timing of the CUSSP "end of project" status is an issue in itself and it is our understanding that the Mission is considering an extension. At this stage of SUDS implementation, the PP rightfully calls for "an assessment of progress and an evaluation of a number of key issues."

The PP **strategy** itself is not explicitly noted in the evaluation guidelines of the PP. However, given the nature of the project purpose and outputs, the evaluation should examine the SUDS strategic approach. That is, does it still make sense to focus on *community based development, private sector financing mechanisms, policy and the construction sector* to achieve the project purpose of "improving production and ownership of affordable shelter within viable urban environments." Have the conditions changed to the extent that one or more of these should be dropped or others added, such as *governance, regional planning and municipal finance*? If the mission has not picked up on the monitoring and policy components of the project, how will this effect the overall strategy and achievement of purpose?

The **End of Project Status (EOPS) objectives** from the PP should be borne in mind by the evaluation team as it looks at progress and prospects. This focus is important also because the interim evaluation will, in itself, become one of the benchmarks for future evaluations. Further, the evaluation team should pay special attention to impact on women because the PP stresses that women will be the main beneficiaries of SUDS activities. Look carefully also at indicators of policy input from SUDS and positive policy change, as an improved policy environment is a major objective of the project and influences significantly success in other EOPs areas.

A.3. Proposed SUDS Project Evaluation. The Project Paper calls for an interim evaluation to take place in the first half of CY 1994 and a final evaluation to take place prior to completion of the project to assist with decisions on future activities. The contract under which this report is written calls for the design of a comprehensive evaluation and monitoring system for the SUDS project, to include both the Grants and CUSSP components.

It is proposed that the *interim and final evaluations* be carried out using the Office of Housing IQCs and that they be carried out as discrete activities. Continuity in the process will be created through the proposed monitoring, evaluation, research and policy elements.

The monitoring element of the project should address as a matter of priority the identification of impact and policy indicators at the regional level keyed to the SUDS EOPS. Subsequent evaluations will assess, among other things, the progress of these indicators. The focus should be on impact, lessons learned and recommendations for follow-on activities, if needed.

Lessons learned should reflect the nature of working at the community based level in South Africa, the dynamics of the policy process, the nature of the institutions with which the project worked; what was learned about project management; and what specific approaches to community based development proved most useful. Impact assessment should be based on indicators that were monitored systematically throughout the project by the monitoring teams plus any additional impacts that can be determined. The evaluation should analyze carefully all of this information in making recommendations for follow-on activities. The evaluation report should be in the nature of a significant contribution to the literature in the community based development field.

The evaluation should use South Africans liberally, both to raise perceptions in South Africa about evaluation techniques and so the evaluation will have credibility not only within USAID, but also with the operating entities of the project, e.g. in the four CUSSP regions. For this approach, the IQC contractor should be mandated to sub-contract with two or three representatives of relevant Universities and NGOs each in Johannesburg, Capetown and Durban to participate in regional level evaluations.

The first interim evaluation should take place as early as possible in the event that mid-course adjustments are necessary and as a timely event following on the transition in project management that will occur in November 1993.

A budget estimate for the interim evaluation is in the neighborhood of \$100,000 for the IQC contract, including sub-contracting and assuming USAID assignment of a full time person to the team. The final evaluation, assuming more sites to visit, more information to process and a major publication to turn out would cost at minimum \$150,000, and that assumes primarily South African participation.

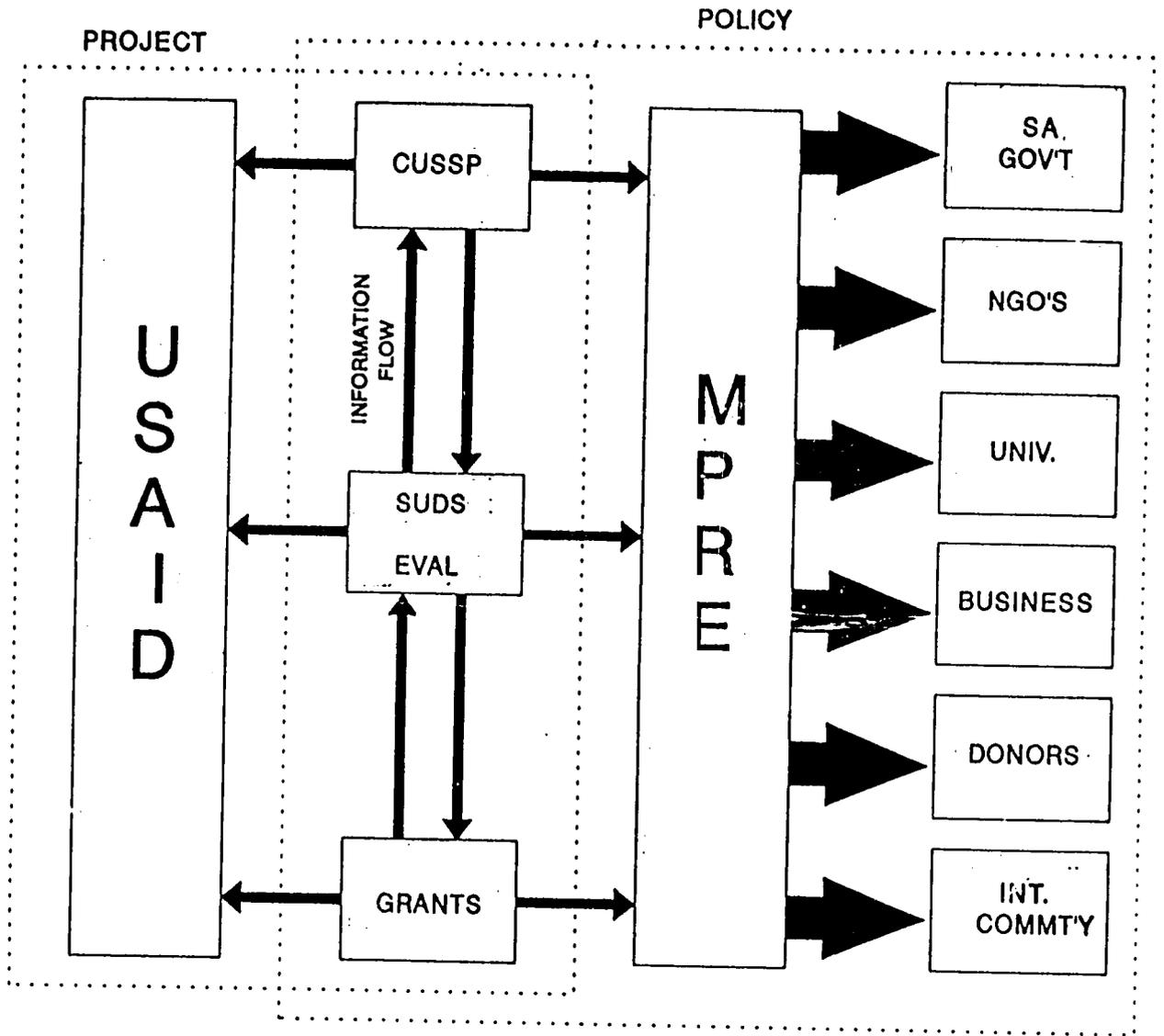
A.4. Proposed Monitoring, Policy, Research & Evaluation Program (MPRE). The proposed Monitoring, Policy, Research and Evaluation (MPRE) element of the project will be a bridge between the experience gained during implementation of the CUSSP and the SUDS grants and the new democratically elected government of South Africa. As such its design should be worked out through a collaborative and open process with key stakeholders. Equally important, the design should be aired with some of those who will be in positions of influence in the new government in SUDS sectors, many of whom presently have active roles in SUDS activities.

The MPRE function is modeled in Figure 1 on the next page, a diagram of the SUDS project. The diagram shows the information flows from the CUSSP contract, SUDS Grants and Evaluation activities. The thin information lines indicate that the information is in bits

(quarterly reports, evaluations, final reports, special reports) and basically not processed for policy or broad program impact. Nor, with modest exceptions, does this information flow to organizations that can use it for policy change, even it were processed. This is why the PP provides for the monitoring and policy function that we are calling MPRE, shown on the right hand side of the diagram.

MPRE would have the responsibility and capacity to gather information by sector and community from SUDS activities. It would assess and analyze this information and feed it strategically into the policy and program formulation dialogue or process of a variety of user groups at the regional and the national levels. These user groups would be the new South African government, including regional and local governments, NGOs, businesses, universities, donors and even the international community. The thick information flow arrows going to these user groups indicate the value added to SUDS information through MPRE's processing and strategic dissemination. This added value is not just a function of working with the broad range of information and insights stemming from CUSSP and SUDS grants activities. It is a function also of MPRE monitoring and using other information relevant to the SUDS strategic sectors. This is information needed to create a solid conceptual understanding of community based development in South Africa. This broader picture clearly was in the minds of the SUDS designers since the PP calls for the monitoring of a wide body of information outside of CUSSP.

Providing relevant information to Government and others groups working on community based development problems is the main function of MPRE. MPRE will work predominantly at the regional level close to where the community based development work will take place. Also, each region is unique and will tend to generate a set of experiences most relevant in the



**Figure 1 - USAID/South Africa
Housing and Urban Development Division
Shelter and Urban Development Support Project (SUDS)**

regional context. However, across regions, a rich variety of approaches should emerge that has the potential for increasing options in all regions. The basic characteristics that MPRE must have or attain are:

- a. *Region based but with a capacity to act and be coordinated at the national level.*
- b. *Credibility in the community based development field, including low income finance, shelter and construction.*
- c. *Good analytical capacity, suggesting some kind of relationship with universities.*
- d. *Policy credentials.*
- e. *Policy dialogue skills.*
- f. *Information management capacity.*

The functions, basic operating principles and characteristics of MPRE both define and limit the type of organizational structure that it might take on for implementation. However, *at minimum, there should be regional teams and an advisory board with sub groups at the level of each region. Further, it is assumed that there will be a need for U.S. institutional development support in the area of impact indicators, information management and policy dialogue.* A USAID buy-in to the Washington based Implementing Policy Change project is recommended for this purpose.

A.5. Conclusion. This report was meant to focus on an evaluation and monitoring system for the SUDS project. However, it became clear that the policy dimension of SUDS is inextricable from the monitoring part and that evaluation of impact later in the project will depend on successful monitoring of results, effective integration of results into local, regional and national policy and the creation of a hospitable policy environment for community based development for victims of apartheid. The report recommends that the evaluation be treated as a discreet entity that will assess the whole project, including monitoring and policy impact. The monitoring and policy elements of the project, both called for in the PP, should be implemented now and should be integrated as shown in MPRE element of Figure 1. Policy impact should be directed at the metropolitan, regional and national levels based on lessons from community based and NGO experience. The PP remains an excellent guide to the necessary elements, approach and cautions for carrying out this project.

B. BACKGROUND

B.1. Introduction. The situation in South Africa following the banning of apartheid and prior to the achievement of democratic elections has been characterized by dramatic change and uncertainty as well as tremendous hope and expectations. During this period the need to help disadvantaged South African individuals, communities and institutions develop the very basics of community organization and self help has been overwhelming. The apartheid system left tens of millions of people in situations in which community services were practically non-existent, the state of housing and basic infrastructure for the majority of the disadvantaged population was pitiful and family dislocations and separations were common. Very little was known about the extent and magnitude of these conditions and about community dynamics. Knowledge was scarce also about the institutions, both real and potential, needed to help. National policy was in a state of confusion and essentially was a void in terms of being able to assist these groups. If anything, much of existing policy at all levels was counterproductive to the needs of community based development for the disadvantaged.

This was the situation confronting the USAID in 1992 as it strove to come up with a Sectoral Policy (March 1992) and programs that could be responsive. One such program was the \$30 million Shelter and Urban Development Services (SUDS) Project, for which the project paper was signed on May 13, 1992. The SUDS Project has been implemented at great speed and by September 1992, a \$10 million contract was signed with Lance Bailey & Associates, a Gray Amendment contractor, who by early 1993 had established offices in three regions of South Africa (soon to be four regions) to commence the Community and Urban Services Support Program (CUSSP). By October 1993, \$17 million in SUDS Project grants had also been made to Non Government Organizations throughout South Africa.

B.2. The SUDS Project. The SUDS project paper sets out its goal, purpose and outputs in coherent logic. The *goal* is to promote the economic empowerment of disadvantaged South Africans through attaining at the *purpose* level the improvement, production and ownership of affordable shelter within viable urban environments. The project *strategy* is found at the *output* level, namely, to bring to bear on the affordable shelter problem: (1) strengthened community based organizations; (2) viable community based construction enterprises; (3) strategic financing and particularly greater private sector shelter financing; and (4) an informed debate on urban and shelter policies.

The program has three interdependent components: (a) Community capacity building; (b) Finance; and (c) Policy and institutional development. The substance of these three elements is as follows:

- (a) SUDS strengthens the capacity of black South African communities to plan, implement, build and manage equitable and sustainable housing and urban development programs.

- (b) SUDS leverages existing South African capital resources in a least a 2:1 ratio to provide the construction and mortgage finance required to achieve the project's stated purposes, and to develop models for future domestic lending.
- (c) SUDS promotes the development of a supportive policy environment in which sustainable, community based, private sector housing and urban development programs can proceed in South Africa.

The largest SUDS component is the \$10 million Community & Urban Services Support Program contract won by a consortium of U.S. firms including Lance Bailey, PADCO & Creative Associates. CUSSP is a national program with offices in Johannesburg, Capetown and Durban (and soon East London) staffed by a total of approximately 20 professionals and para professionals with skills in architecture, urban planning, engineering, training and community organization. With AID's approval, the CUSSP team will select approximately 48 communities (12 per region) and assist them to plan and build low cost housing and infrastructure.

The SUDS program calls for CUSSP community organizations to be supported by approximately 20 SUDS grantees whose activities include legal services, finance, project preparation planning, and construction management assistance. While all of these grantees are active in their own national programs, the SUDS grantees are available to the CUSSP team to bring their resources to bear on the individual problems of the CUSSP communities. Through CUSSP, with its supporting grants, USAID intends to demonstrate that a partnership of communities, government and the private sector can result in the provision of housing and infrastructure in which the public sector provides the appropriate "enabling environment" and the private sector, with the community, produces the housing. The assumption is that SUDS will produce on the ground results within the next 12 to 18 months which will demonstrate that a community based, private sector approach is a realistic way for South Africa to achieve its goals for all but the poorest levels of society.

The SUDS program was designed to reach as broad a spectrum of housing and urban issues as possible. The following range of housing interventions illustrates the breadth of concerns of the SUDS program: (a) upgrading of existing informal settlements, where feasible and appropriate; (b) provision of new serviced sites and support for self-help dwelling units on these sites; (c) development of appropriate, integrated new subdivisions; (d) promotion of urban infill, particularly in areas formerly cleared of black South African residents under apartheid's "black spot" legislation; and (e) assistance to tenant acquisition of medium and high rise apartment buildings in central urban areas.

In its finance segment, SUDS will provide access to construction lending for housing and community facilities, bridging finance for black contractors, and home improvement loans to majority population families through formal group credit programs as well as more traditional community savings schemes. The policy component of the SUDS project can promote a supportive policy environment relative to housing and urban development in SA through

grants supporting the initiatives of selected NGOs concerned with housing, strengthening the black construction industry, community based development and assisting negotiating fora such as the National Housing Forum. The effective link with policy at local, regional and national levels will be made through the planned comprehensive SUDS monitoring and evaluation program..

B.3. Models of Community Development, Finance and Economic Empowerment. SUDS is designed to provide "models" and data that will provide the foundation for policy dialogue with a new South African government and information to encourage private sector finance for low income housing, community facilities and infrastructure. It is therefore especially important that the SUDS project be carefully monitored and evaluated to ensure that both the successes and failures are well documented and will provide the information that this project was designed to obtain.

Soon a new, majority based, democratic government will come to power in South Africa and will face impossible demands, resulting from the expectations about housing, education, services and employment. The new SAG will not be able to meet all of those conflicting demands which will compete for the same scarce resources. For example, current data estimates a need for 3 million new houses for the low income population alone over the next ten years, while today, fewer than 75,000 units per year are built in all of South Africa.

The goal of the SUDS Program overall is not housing production at scale; rather, it is to provide "models" of successful private sector, community based low income housing production. Therefore, for SUDS to be a success, it is essential that USAID be able to document and communicate the lessons learned to a broad audience, including the new SAG, SA community and civic (political) organizations, the SA financial community, and other bilateral and multi-lateral donors. For this reason, the role of SUDS Program monitoring and evaluation is a critical and key activity that is central to the program.

C. CONTENTS.

C.1. Contents of Report. This report is organized around two separate but interrelated topics; the evaluation system for SUDS and recommendations for a monitoring and policy component for SUDS. As noted above, evaluation and the monitoring and policy functions of SUDS are called for in the PP although it does not set out a specific design for these activities. The purpose of this report is to recommend to USAID the specifics of their design so that they may be implemented and the SUDS project design fulfilled.

The sections of the report covering *evaluation design* examines first the evaluation plan and guidelines provided in the PP and notes that the PP also calls for a monitoring and policy element to the project. The monitoring and policy element, however, is treated as a separate subject and is not discussed in any detail until section G. -- the penultimate section of the paper. Sections D., E. and F. lay out the detail of the interim evaluation and propose an

approach for the final evaluation and a management review.

Section D. examines the SUDS PP and brings into focus everything in the PP that needs to be considered in the evaluation design. This includes End of Project Status (EOPS) objectives and the project goal, purpose, outputs, inputs and assumptions. It identifies and comments on the issues raised by the PP for consideration in the evaluation. Finally, it sets out a plan for SUDS evaluation, including interim and final evaluations plus a management review to be held between these evaluations in the likely event that SUDS is extended.

Section E. proposes an evaluation plan for the life of the SUDS project. It discusses the interim and final evaluation and sets out timing, budget and prospects of evaluation under an extended SUDS project.

Section F. sets out by topic all of the issues to be covered by the interim evaluation. Some of these issues are the ones identifies in the PP but many of them flow from results of the field visits, interviews, meetings and analysis of documents. The sections on the CUSSP contract and the SUDS grants issues have a brief analysis of the issues prior to the setting out of the issues for inclusion in the interim evaluation scope-of-work.

Section G. focuses on the monitoring and policy impact element the SUDS project which, as noted, is called the *Monitoring, Policy, Research and Evaluation (MPRE) element*. It sets out the arguments for this element and proposes a basic approach. It uses the SUDS diagram already introduced in section A, Executive Summary, to further illustrate the MPRE proposal. Section F. lays out the specific functions and characteristics that MPRE should have and suggests some institutional options for its implementation. The last part of Section F. recommends a process for selecting among the proposed implementation options.

Section H. is the conclusion of this report. It speaks to the consequences of doing or not doing the MPRE element of SUDS.

The *Annexes* contain information that will be useful to the reader as references throughout the various sections of the report. Annex 1, Evaluation and Monitoring Summary Matrix, presents information about the monitoring and evaluation activities of SUDS, showing the kinds of information available in both CUSSP and the SUDS grants and listing budget allocated for evaluation. Annex 2 is an Evaluation Task Matrix for the Interim Evaluation. It identifies the kinds of people needed for the evaluation, the amount of time they will spend and the travel and per diem implication of their activities. It is assumed that this information will be used by USAID to calculate a budget for the evaluation -- better done at the time the evaluation scope is prepared.

The last three annexes will be useful to the evaluation team. Annex 3, prepared for this report by Allison Brown, is a Matrix that summarizes key information about the twenty eight SUDS grants. It indicates the geographic area of operation, performance targets, beginning and ending dates for the grants, and nature, timing and funding for the progress and

evaluation reports required. Included also in this annex is a set of data sheets on the grants, providing more detail on purpose and costs.

The final two annexes are a list of people consulted, Annex 4, and the bibliography of publications consulted, Annex 5. Their content is self explanatory.

C.2. Report Methodology. The report setting out this design was developed in two separate trips to South Africa. The first trip focused on the CUSSP program and the second concentrated on the SUDS grants and integration of the overall findings into a proposed evaluation and monitoring design for the SUDS project overall. This report is for the Mission to use in implementing the evaluation and designing the monitoring and policy elements of the project. It is intended also as a resource for the evaluation team.

The methodology for the report called for specific interviews and document review in Washington and in South Africa. In South Africa, meetings were held with USAID officials, CUSSP project personnel in Johannesburg, Durban and Capetown and two field sites were visited, one each in the Capetown and Durban regions. Meetings were held also with representatives of Universities and NGOs and a sampling of grantees was interviewed. A summary of interviews and meetings was submitted to USAID separately and the list of persons contacted is provided in Annex 4.

Documents reviewed included the USAID Urban Sector Strategy, the SUDS Project Paper, special sectoral studies, SUDS Grant agreements and World Bank and A.I.D. Office of Housing papers. These documents are listed in the Bibliography at Annex 4 and the grants are summarized at Annex 3.

Small informal working sessions and interactive interviews were held throughout the report preparation period to get feedback and insights from USAID and CUSSP as well as key grantees. Partial drafts of the report were reviewed by CUSSP and USAID's Housing Division prior to completion of this final version of the report. USAID Mission Director, Cap Dean was given an exit briefing and the conclusions and key recommendations were discussed informally with Mission Deputy Director, William Ford prior to completion of the final report.

D. SUDS PROJECT PAPER GUIDELINES ON EVALUATION

D.1. SUDS Project Paper on Monitoring and Evaluation. The PP incorporates Monitoring and Evaluation as an integral part of the project (see Section 5.4 of the PP) and earmarks \$2.0 million of the budget for this activity. After reviewing the situation approximately one year into program implementation, the basic approach suggested for monitoring and evaluation of the SUDS project still seems to be sound. At this point, the critical need is to set out the issues to be explored in the initial evaluation and to set up the mechanisms for the extensive monitoring and policy input of data and information called for

in the PP. The monitoring and policy component of the project will be taken up in section F. of this paper. The remainder of Section D. and Sections E. and F. will be devoted to the evaluation approach for SUDS.

Conducting the evaluations through use of IQCs as proposed in the PP is the most practical and easily implemented approach. However, it is recommended that the IQC be acquainted with South Africa and preferably be familiar with shelter and community based development programs in contemporary South Africa. It would be useful also if the team is constituted collaboratively with a Historically Black College or University (HBCU) and makes extensive use of South Africans as consultants for the work in the field.

The PP calls for the initial or interim evaluation to be conducted sometime during the first six months of CY 1994. About mid-way through that period many of the Grants will be well into their second year and the CUSSP program contract team will be entering its second year on the ground. However, in the case of both the grants and the CUSSP program, it is too early for an evaluation of impact. Start-up of community based activities is more difficult than anticipated in the PP given political conflicts at all levels and delays in contractor sub-contracting authority. The overall timing of the CUSSP "end of project" status is an issue in itself and it is our understanding that the Mission is considering an extension. At this stage of SUDS implementation, the PP rightfully calls for "an assessment of progress and an evaluation of a number of key issues" (p.49 of PP).

D.2. Evaluation Issues Explicitly Set Out in the PP. The PP discussion of evaluation includes specific issues that should be addressed. These issues are set out below in **bold** and contextual comments on each issue follow in *italics*. The list of issues follows:

Extent to which USAID followed recommended guidelines in the technical, financial and economic, institutional, and social analyses for the assessment of grant activities. *The Program Feasibility Analyses contain issues that must be addressed in this interim evaluation. Examples are: Technical -- selection criteria for participating communities (is this a constraint given difficulty in lining up participating communities?) plus the issue of the consequence of not establishing a Housing and Urban Development Advisory Committee for monitoring and policy linkage; Financial and Economic -- evidence that financial and economic viability were assessed in grantee selection; Institutional -- evidence that management and organizational analyses and consistency of organization's objectives with SUDS objectives remain valid and that USAID has been able to assist grantees when needed; Social Soundness -- evidence that women will be the main beneficiaries of SUDS activities; and Political -- the prescience of the PP in anticipating the impact of both national and local politics on project implementation and what this means for adjustments in project design or implementation.*

Progress in each program activity. *CUSSP quarterly reports, summaries of regional meetings and special memos and reports by CUSSP contractors are available as data.*

Prior to the evaluation, these materials should be assembled in three ring binders for the evaluation team by the CUSSP personnel. No monitoring program has been established for SUDS as yet -- that is to be one of the recommendations of this report.

Performance of participating NGOs. *This issue in the near term would appear to apply more to the SUDS Grantees (all of whom are NGOs) than to CUSSP, which is in the early stages of establishing relationships with NGOs.*

Assessment of USAID project management and institutional contractors. *The conditions under which the SUDS program was initially implemented were extraordinary and the time pressures were enormous. With transition in South Africa very near and a transition in USAID project managers, what suggestions does the management team have, if any, on the future management of SUDS?*

Review of data collected under monitoring activity and assess progress being made on finance and shelter policy issues identified in the PP. *At this stage, neither the policy element nor the monitoring system have been implemented under SUDS. However, by the time of the evaluation, these elements may well have been covered. The evaluation should assess proposed monitoring and evaluation plans and provide feedback to the Mission. Further, the evaluation team should structure its report to provide a benchmark in important areas (see summary of EOPS below) against which future evaluations can assess progress.*

Progress being made on evolving the white dominated shelter construction sector. *The evaluation team should review USAID/H reports on status of black construction and housing enterprise (see bibliography and annotations). See what steps are being taken to address problems and indicate any breakthroughs since the benchmark reports.*

Review programs of other donors. *The USAID Housing Division will have assessments of other donor activities in this sector as a reference (see SUDS PP and PID and PP for Private Sector HG (in preparation as of this writing). The key issue is whether there is constructive collaborative learning and cooperation between and among donors in this sector and whether donors are being played off one against the other.*

Review progress on gender issues identified in PP. *See Social Soundness Analysis.*

Recommend mid-course adjustments in Program. *This report recommends mid-course actions. By the evaluation, the Mission may have acted on these suggestions. The evaluation team should assess these changes and any progress in addition to any further suggestions.*

The PP strategy itself is not explicitly noted in the evaluation guidelines of the PP.

However, given the nature of the project purpose and outputs, the evaluation should examine the SUDS strategic approach. That is, does it still make sense to focus on *community based development, private sector financing mechanisms, policy and the construction sector* to achieve the project purpose of "improving production and ownership of affordable shelter within viable urban environments." Have the conditions changed to the extent that one or more of these should be dropped or others added, such as *governance, regional planning and municipal finance*? If the mission has not picked up on the monitoring and policy components of the project, how will this effect the overall strategy and achievement of purpose?

These issues plus others developed through analysis of field interviews and document review are organized in Section E. into a series of questions. These questions constitute the heart of the scope-of-work for the evaluation IQC team.

The evaluation also should examine the implementation schedule to determine whether there have been serious delays in implementing elements of the project and what consequences these delays may be having on achievement of EOPS objectives. For example, the schedule (p. 50 of PP.) calls for Community Based Organization (CBO) training to begin in February 1993. Presumably some of this training has been conducted by SUDS Grantees and CUSSP staff. However, the major training sub-contract within CUSSP was delayed substantially, as mentioned. The lack of this training component in the project is constraining regional work with communities. This and other delays should be examined by the evaluation team and the mission should adjust the implementation calendar in consultation with its contractors and grantees, as appropriate. The implications of calendar adjustment also should be taken into account by Mission management in making decisions about other revisions in the project.

D.3. End of Project Status (EOPS). In any evaluation the *EOPS objectives* from the PP should be borne in mind by the evaluation team as it looks at progress and prospects. This focus is important also here because the interim evaluation will, in itself, become one of the benchmarks for future evaluations. That is, the findings and recommendation of the interim evaluation will be seen as a point of departure for other assessments and evaluations of this project.

The SUDS EOPS objectives are specific with respect to the categories in which change is desired but they are not very specific with respect to magnitudes of change anticipated by the end of the project. This challenges the evaluation team and the monitoring element of the project (discussed in Section G.) to attempt to be more specific than the PP about the nature of the change that has occurred and that can be expected as a result of SUDS project activities. To begin this move towards more specificity, each EOPS is followed by specific questions that occur a result of looking at these EOPS objectives in light of current conditions. The evaluation team will be asked to be even more specific and recommend indicators to be selected for tracking by the proposed SUDS monitoring and policy element described later. The EOPS objectives are in **bold** and comments are in *italics*, as follows:

1. Community organizations assume leadership roles in the promotion of local shelter and infrastructure development. *Comment: What community organizations? How effective is that leadership role? How well are these organizations overcoming problems and obstacles? What impact are they having on the actual development of improved shelter and infrastructure? How constructively are community leaders relating to local governance structures once the new democratically elected government is in place? What is the impact of SUDS?*

2. Community based construction activities command increased share of local construction. *Comment: That is, what proportion of community construction is being carried out by firms or individuals located in the disadvantaged communities? What was the share at the time of SUDS design and what is it at the time of impact evaluation (see bibliography for baseline report on this sector)? What are the qualitative improvements that accompany quantitative increases in the share of participation, e.g., are the firms any better off, more sustainable, getting work outside the communities?*

3. Private sector financial institutions are firmly committed to lending for affordable housing for disadvantaged low income South Africans. *Comment: Since it is likely that most institutions will lay claim to this commitment, the next level of questions is how do they act on that commitment? Are they actually lending to disadvantaged low income South Africans? If yes, what is the magnitude of this lending in terms of units of affordable housing? What is the experience (success rate) with such lending? If no, what are the obstacles to such lending and what is being done to overcome them?*

4. Urban and Shelter institutions and policies emerge which promote equitable post-apartheid urban life. *Comment: Such institutions already have emerged and many of them are funded through the SUDS grants program. How effective are these institutions at promoting a more equitable post apartheid urban life? What policies have emerged that promote this objective and what impact are they having? What are the policy gaps and what are the counterproductive policies still on the books?*

Throughout the interim evaluation, the evaluation team should attempt to pick up ideas for suggested impact indicators attributable to the project that track progress towards these EOPS objectives and the more specific indicators of progress to which they should give rise. Once regional monitoring groups (see monitoring proposal in section F, below) decide on these indicators, they should be monitored over the life of the project and assessed in subsequent evaluations. This evaluation should not attempt to make decisions about these indicators, only make suggestions as an input to the monitoring activity that will be started soon.

The above is consistent with the proposal to have the regional monitoring and policy entities of the project, once they are contracted, make EOPS indicator selection their initial task. This approach should help bring cohesion to the monitoring and policy groups, give them ownership of the system and make it easier for them to track the data and identify the necessary studies. This group also should trace the policy linkages to these EOPS to identify

the policies that need to be changed, eliminated or enacted under each EOPS objective. This might be done through special studies or through regional workshops.

E. PROPOSED EVALUATION PLAN FOR SUDS (GRANTEES AND CUSSP)

This section deals only with the Evaluation element. There is a separate proposal for the Monitoring and Policy components of the project.

As it now stands, the PP calls for an *Interim Evaluation* and a *Final Evaluation*. If the project is extended for two or three years, there should be a *Management Review* of SUDS by AID staff from the Mission and AID/W and contractor and key grantee management.

It is proposed that the *interim and final evaluations* be carried out using the Office of Housing IQCs and that they be carried out as discrete activities. Continuity in the process will be created through the proposed monitoring and policy elements (MPRE), about which more later. The MPRE element of the project should address as a matter of priority the identification of impact and policy indicators at the regional level keyed to the SUDS EOPS. Subsequent evaluations will assess, among other things, the progress of these indicators.

If there is a need for a *management review* it should follow the interim evaluation by two years. The focus should be on: (a) progress toward resolving any problems identified in the interim evaluation; (b) performance of the monitoring and policy elements; (c) progress toward EOPS achievement and identification of useful SUDS generated approaches and policies that improve community based development; (d) new issues that need resolution; and (e) recommendations for content and approach to the final evaluation.

By the time a management review is needed, the monitoring and policy component of the project should have a good handle on SUDS activities across the board. The groundwork for the Management Review could be prepared by USAID/H staff, pulling together relevant project material on budget and operational progress reporting and by MPRE staff putting together reports on indicators of progress and problems. The review could culminate in a facilitated retreat to review and discuss findings and reach decisions on management steps that are needed by SUDS managers -- CUSSP, SUDS Grants, MPRE and USAID.

The parameters and level of effort of the *final evaluation* will have to be determined in detail closer to the completion of the project. However, at minimum, its focus should be on impact, lessons learned and recommendations for follow-on activities, if needed. Lessons learned should reflect the nature of working at the community based level in South Africa, the dynamics of the policy process, the nature of the institutions with which the project worked; what was learned about project management; and what specific approaches to community based development proved most useful. Impact assessment should be based on indicators that were monitored systematically throughout the project by the monitoring teams plus any additional impacts that can be determined. The evaluation should analyze carefully all of this

information in making recommendations for follow-on activities. The evaluation report should be in the nature of a significant contribution to the literature in the community based development field.

The final evaluation could follow approximately the same methodology as the interim evaluations but with more time allocated to analysis and writing. It could be done by IQC or competed contract. The Mission should budget at least \$150,000 for this final evaluation and time it so as to feed into the design of any planned follow-on activity.

The *interim evaluation*, which is the focus of this and the following section, should not attempt to address impacts, per se, as it is too soon for impact measurement. Rather, as the PP states, this evaluation should focus on an assessment of progress and an evaluation of a number of key issues. These key issues, covering progress, strategy, management and substance are set out in section E. below. A matrix, summarizing the evaluation and monitoring picture for SUDS is at Annex 1.

E.1. Interim Evaluation Approach. The evaluation should be participatory both to raise perceptions in South Africa about evaluation techniques and so the evaluation will have credibility not only within USAID, but also with the operating entities of the project, e.g. in the four CUSSP regions. For this approach, the IQC contractor should be mandated to sub-contract with two or three representatives of relevant Universities and NGOs each in Johannesburg, Capetown and Durban to participate in regional level evaluations (that's 2 to 3 people in each region). These local participants will work with the IQC team for five days to include a day for familiarization with materials, an orientation and team building session, interviews with key people, including grantee representatives and an IQC hosted luncheon workshop with representatives of communities in which CUSSP is working.

The regional visit would start with a team building session, include visits to at least one community involved with both CUSSP and a grantee and culminate in a final session to generate the regional issues to be included in the final report. The team would have to break up to cover this complete agenda and work together as a group for the CUSSP community site visit and the team building, luncheon and final sessions.

The IQC contractor would work closely with the USAID SUDS project manager and CUSSP to identify prospective independent and objective individuals in each region to be members of the evaluation team. The representatives of the communities for the working luncheon should be selected well in advance by the communities and the communities should be those in which CUSSP has a specific active program. Two to three representatives including at least one woman from each community should be sufficient.

Just as the evaluation team cannot visit all CUSSP communities, neither can it visit all grantees. It is recommended that the evaluation team select at random for visitation one grantee from each of the categories covered by the grants, namely -- finance, shelter, construction, policy and community based development. In addition, the USAID should

identify at least two grantees in each region to be visited by the evaluation team. The largest grants, such as LIT, should be included in the evaluation.

E.2. Interim Evaluation Schedule. The evaluation should take place as early as possible in the event that mid-course adjustments are necessary and as a timely event following on the transition in project management that will occur in November 1993. Given Mission staff travel and home leave schedules, a February or early March date would seem the earliest feasible timing though it might make more sense to wait until after the elections given the preoccupation with politics and even possible violence in the immediate pre-election period.

Five weeks of effort should be enough time for the IQC contractor to complete the evaluation process and report. A proposed time-frame is as follows (see also Task Matrix Annex):

One week of advance work by a South African team (two consultants) hired by the IQC contractor and working with USAID and CUSSP, to include logistics, scheduling of regional itinerary and hiring of the regional consultants.

Three days in the U.S. by the two person American team (IQC and HBCU representatives) in preparation, including telephone interviews with key people, review of documents, and phone meetings with South African advance team.

A field visit to South Africa of 3 weeks -- one week for consultations with the Mission, CUSSP, grantees and other key people in the Johannesburg area. Ten days to visit Durban and Cape Town (4 working days in each region) and 2 days in the Mission scoping the final report and presenting findings.

One week at the home office writing the report to be sent to the Mission for distribution and discussion with SUDS representatives and some of the South Africans on the evaluation team. One or more South Africans should assist also with presentation of results to the Mission management.

Two days at home office making any revisions and final edits for the production of the final report (team leader only).

This schedule assumes that USAID will assign one person full time to the evaluation team to assist with logistics, contacts, documents, syntheses of information and special studies. Without such assignment, the IQC team cannot complete the assignment in three weeks in the field. This would probably mean that senior people could not be recruited from the IQC and costs would significantly increase.

E.3. Budget. Experience would suggest a budget estimate for the interim evaluation is in the neighborhood of \$100,000 for the IQC contract, including sub-contracting and assuming USAID assignment of a full time person to the team. Daily rates by personnel category are available in the IQCs. See Task Matrix at Annex 2 for a guide to budget calculation.

The management review could probably be done with a combination of CUSSP and Mission PD&S funds and amount to not much more than \$30,000, for travel, retreat and facilitator and final report preparation. The final evaluation, assuming more sites to visit, more information to process and a major publication to turn out would cost at minimum \$150,000, and that assumes primarily South African participation.

E.4. Reporting Requirements. The interim evaluation report will be standard and reflect the methodology of the work order and the issues outlined in that work order, plus any additional issues uncovered. The major sections of the report will be *Summary, Methodology, Findings, Conclusions and Recommendations*. The findings, conclusions and recommendations will be broken down by region but contain a lead section that is a synthesis for the project overall. The recommendations will address any suggested changes in project documentation, implementation strategy, management or project substance. The recommendations section will also reflect on possible impact indicators to be used in the future for tracking progress toward achievement of project EOPS.

F. ISSUES AND QUESTIONS FOR INTERIM EVALUATION SCOPE

F.1. CUSSP Related Issues. Information gathered in field visits and interviews and feedback on earlier drafts of this report influenced many of the CUSSP related issues and recommendations contained in this report. A summary of these findings is provided here as a backdrop for identification of the questions to be included in the scope-of-work of the interim evaluation.

Regional Differences. The PP predicted significant regional differences given the contrast in history, politics and economics and we did find that CUSSP had a different operating environment in each region. The character and makeup of the CUSSP teams in each region is somewhat different also, which will account for their slightly different emphases and strengths. Ultimately, this difference in regional operating environments and CUSSP team focus should result in development of a rich variety of approaches for low income community based development in South Africa, as the PP anticipated.

As an example of regional difference, in Durban the focus of government activity is at the metropolitan level through a functional region that encompasses the Durban metropolitan area and its associated Townships and peri-urban settlements. The Independent Development Council (IDC), concerned with a wide range of metropolitan development issues, has been established to parallel the so called 50-50 Council that focuses exclusively on issues of politics, power sharing and governance. The IDC and its affiliates will be important for the CUSSP program both as institutional support for its programs and as a vehicle for input into policy. The inclinations of the CUSSP team in Durban, led by housing and community development expert, Mike Archer, is to focus intensely on CUSSP activities at the local community level. However, he would welcome assistance for working at the policy level

through IDC and he has uncovered key policy issues that should be taken up at this level after further study.

The principal vehicle for working and coordinating on development issues in the Cape is the Western Cape Economic Development Forum (WCEDF). In contrast with the Durban metropolitan focus, this Council encompasses the whole of the Western Cape. It too is active across a wide variety of areas, including housing and infrastructure. The CUSSP regional office is a member of the WCEDF through its participation in the Housing work group of WCEDF's Urban Development Commission. Paul Jenkins, CUSSP Regional Advisor in Cape Town, is by nature and experience keenly interested in policy issues and is in a position to make direct contributions to policy dialogue in that region. However, he needs reinforcements to do this effectively and still meet his targets at the community level. An issue for the interim evaluation should be to strengthen the ability of the Capetown office to work on policy and perhaps even take a substantive lead in the project in policy initiatives.

In Johannesburg, a group has been established that nearly parallels Durban's IDC in that it covers the range of metropolitan issues and focuses on the metropolitan region, including the townships and peri-urban areas. This group, called the Central Metropolitan Chamber (CMC), is highly organized and professional. The team in Johannesburg, led by architect planner and CUSSP Chief of Party, Richard Martin, has a high professional regard for this group and feels that it would be receptive to policy issues derived from community based work but the material would have to be very carefully prepared.

CUSSP in Johannesburg, in part because of a relatively strong cadre of community and NGO leaders in this region, has been very active in an array of community types. The work ranges from high density urban residential building reconstruction to "greenfields" open site preparation to helping rural townships prepare their case to local authorities. Because of the relatively frequent turnover of community leadership in the metropolitan area communities (in part because of the leadership strength of competing factions), the Johannesburg group finds itself focusing further and further afield. In the more farflung communities, tensions seem to be lower, there is more stability of leadership and security conditions tend to be better.

Community organization, politics and training. In all regions, the CUSSP teams were having difficulty moving to implementation phase in communities and reaching agreements to enter into collaborative relationships. CUSSP is finding that communities need substantial organizational development work before they are ready to receive technical assistance. Often there is suspicion on the part of technical service organizations (TSOs) who fear that CUSSP is competitive with them. These TSO or NGO groups have grown up around protest and resistance. It is unnatural and difficult for them to think in terms of development and community self help. The bottom line is that working with these disadvantaged and impoverished communities is intense work and may require more community development expertise in the early stages of CUSSP than planned. The work is compounded by the security problems that have worsened considerably in some communities since CUSSP was initiated.

Delivery of technical assistance is hampered further by the long delay in getting the training program established. The original PIO/T called for the contractor to have sub-contracting authority in South Africa for training. Disputes in AID over whether or not this was feasible led to an eight month delay in getting the training program up and running. Contracts are only now nearing readiness in three regions and negotiations still are hung up in Cape Town. AID/W ultimately agreed with the Mission on the sub-contracting issue, but, only after serious delay within the contracting apparatus of the Agency that clearly hampered implementation. This issue should be looked at in the evaluation as training program delays and delay in contractor sub-grants have caused serious consequences and unnecessary stress within the CUSSP contract.

Benchmarks. A persistent issue among CUSSP staff is the nature of the contract Benchmarks to which fee incentives are tied. Staff is concerned about the effects on benchmarks caused by the training and grants program delays and the difficulty of delivering technical assistance to communities, just noted. They worry that subsequent rounds of benchmarks may be impossible to reach as specified. There also is some question about whether these benchmarks lead the project toward the more comprehensive goals set out in the project EOPS. For example, one reaction to tough early benchmarks is the tendency to select communities for CUSSP work that are relatively easy to work with and to eschew the more impoverished communities. Should this become a pattern, it could detract from CUSSP objectives to work also with many of the poorest communities. This issue needs attention, along with the wider and parallel issue of how AID is effecting CUSSP's ability to implement the program. A possible solution would be to periodically negotiate new benchmarks with CUSSP, based on the realities of the program.

SUDS Grants and CUSSP Linkages. The PP concept is that the SUDS grants are potential resources for CUSSP communities and CUSSP can be a source of training and technical assistance for the grants. It is an impression, as yet not well substantiated, that for a variety of reasons not many of these linkages have yet taken place. Pressures to get the grants underway resulted in many of them being issued before the CUSSP contract team was in place. Also, the delay in the CUSSP training and management grants programs and consequent delays in progress on identifying participating CUSSP communities, may be precluding more of these linkages from taking place. We know that some of these linkages do exist, particularly in Johannesburg, and it is possible that more will happen as CUSSP fills in all of its components.

Look at the relationship between AID and grantees. Is there anything in this relationship that would impede the CUSSP - Grantee relationship from developing? The linkage issue should be examined by the evaluation team and if there are opportunities for increasing this link, the team should make specific recommendations.

Evaluation. In interviewing for input on CUSSP we discovered that evaluation is not an established management approach in South Africa and that the SUDS evaluations, if open and participatory, could help promote more and better evaluation in South Africa and demonstrate

transparency as a concept. An open and participatory evaluation would serve also to enhance the credibility of the evaluation within the regions and among the NGOs. It would not be seen as an AID bureaucratic process.

Policy. The policy vacuum for disadvantaged communities has been mentioned. Examples of some critical areas include:

Tenure. Some peri-urban lands are tribal and some township land and housing (hostels -- dormitory type housing for men) is state owned. The question is how to move to freehold tenure in tribal areas, townships and hostels and how to rationalize land title registries.

Planning and Design Standards. Current municipal standards are in conflict with the concept of housing affordability for low income people and provision of services in this context. How can this dissonance between existing standards and current needs be resolved?

Housing Finance. Because of tradition, low income and low standards, formal finance tends to be out of reach of most low income blacks. The issue is how to encourage formal financial institutions to reach out to these groups.

Metro Level Urban Planning. Policies are needed to facilitate the integration of inner city housing and infill developments adjacent to white suburbs.

Other Local Government Policy Issues. The transition from apartheid brings with it a host of other issues such as: (a) utility and mortgage rate structures to redress past inequities; (b) redefining municipal boundaries; (c) provision of services to previously non-serviced townships and peri-urban low income areas; and (d) how to insure low income (majority) representation within municipal authorities.

Fortunately, in all CUSSP regions the timing appears right for the policy component of the project to begin. Further, the monitoring system, on which the policy work largely will depend, should begin as soon as possible and be well integrated with the policy activities. CUSSP could be generating exceedingly valuable information for local governance and policy debates. It has the potential to develop good working relationships with development oriented negotiating fora such as the National Housing Forum (NHF), IDC, CMC and WCEDF and with NGO umbrella organizations, PVO networks and black universities. All of these entities either are or soon will be players in the policy and governance arena -- especially at the metropolitan and regional levels but also at the level of national urban policy.

Unfortunately, despite this significant potential, CUSSP policy contributions will be relatively marginal and happenstance without the monitoring and policy programs called for in the PP. One exception may be the work on building standards which CUSSP is called on contractually to provide, and even this would be enhanced with a specific policy element in

the SUDS program. For example, the CUSSP Office in Capetown has a strong interest and good start in policy that goes well beyond "building standards." However, that office does not have the staff resources to do effectively both policy dialogue and the community level work. The policy delivery capacity of that office should be freed to focus more on policy -- an end that could be accomplished by adding more staff to work at the community level where requirements also are intense. Without an impact on policy, the CUSSP project will have very little to show by way of impact beyond small localized accomplishments which lend themselves primarily to anecdotal reporting (See EOPS, above).

F.2. SUDS Grants Related Issues. There are 28 SUDS Grantees whose grants total just over around \$20 million and range from \$75 thousand to \$5 million. Most of the grants have been underway for less than a year as of this writing and there is very little specific output from the grants up to now. Only a sampling of the grants will be visited by the evaluation team, although progress documentation available with USAID should be reviewed for identification of problems. During preparation of this report, four grantees were interviewed, namely, Entrepreneurial Development/Southern Africa (EDSA), The Institute for Local Governance (INLOGOV), Land Investment Trust (LIT) and South Africa Black Construction Assistance Program (SABCAP).

The grants cover community based development, finance, construction, and policy and legal issues. One question is how well these areas still fit with the SUDS program. That is, are there areas that are critical to SUDS objectives that are not covered by these topics?

However, most of the grants issues at this point have to do with relative progress toward objectives, relationships with CUSSP and with A.I.D., the occurrence of unanticipated complications or obstacles in the path of objectives and A.I.D. management of the grants. These issues are covered in the specific questions on grants raised below under *Suds Grants*.

F.3. Questions for the Interim Evaluation Scope-of-Work. Specific issues have been identified and discussed above. This section of the report organizes questions around these issues and assigns them to six operational (actionable) categories shown in *italics*. These categories and questions should be incorporated into the scope-of-work for the evaluation. They are, in effect, the heart of the mid-term evaluation. The key questions to be covered in the evaluation are as follows:

Project Paper. What is the status of PP "Assumptions"? Are events moving as planned? Are there implications here for project design or implementation? Should any of these assumptions be revised?

Assess the implementation schedule on P. 50. Are revisions needed? How do these revisions effect the project? Make specific recommendations, as necessary.

The SUDS Concept. How well is the SUDS strategic approach holding up in the rapidly changing scene in South Africa? Is the original quartet of community based development,

finance, construction and policy still the right combination given the changes since the project was designed? For example, there is now the certainty of elections and a transition, there will soon be a democratically elected government with which to work (and we are not really "outsiders" in the sense that we were two years ago), there are intense debates and discussions about local governance, donors are coming in aggressively now and security conditions have worsened considerably in some townships and squatter areas in this past year. Is it time to revisit the basic project strategy or is it still fundamentally sound? Make specific observations and recommendations.

Is the SUDS project providing USAID with a greater understanding of the housing and urban development sector as it relates to disadvantaged South Africans? Is it providing a basis for new program responses to problems in this area? How is it being provided? Can the learning curve be improved?

Regional differences in CUSSP teams and in their local environments should result in a richer base of experience for identifying workable approaches to community based development, policy improvements and innovative institutional set-ups and training. Is this happening? What actions are needed to improve prospects for improving these outputs?.

CUSSP Contract. Difficulties in working at the community level were anticipated in the PP (see Political analysis). In reality, these difficulties seem to be pervasive in the project, raising concerns about CUSSP staffing balance and what it will take to move the program into 48 communities as planned. Take a look at staffing relative to the challenges now known to the project. Do numbers or the nature of staffing need to be altered? Make an assessment of this situation and give specific recommendations.

Look at an alternative scenario. As presently staffed, does CUSSP have the capacity to work with the most disadvantaged communities? Or should it focus on communities that already are organized or have access to resources? Make a specific recommendation about which scenario would be most effective to pursue, if a clear choice can be made.

How useful are the CUSSP regional meetings? Can they be improved?

Benchmarks in the contract are there to provide incentives for completion of project inputs and outputs in a timely manner and ultimately, to improve prospects for achieving project purpose and EOPS. Tying fees to incentive achievements is an effective tool for keeping pressure on the contractor. Examine this system and the specific benchmark schedule in light of the first year's experience. See if: (a) the system still is doing its job; (b) there are any unintended consequences; or (c) there needs to be any changes in either the system or the schedule, e.g. interactive determination of benchmarks. Make specific recommendations.

Is the CUSP contract using the PP guidelines for community selection as set out in the PP (see Technical Analysis Section on P. 51 of the PP and the corresponding Annex)? Are these guidelines still workable?

The CUSSP impact grants program was just approved by AID (a nine month process) and started in November 1993. Its objective is to strengthen the management capacity of CBOs. Try to select CUSSP assisted community site visits where there are grants and assess progress. Are they moving ahead alright and apparently on target? What problems or obstacles are there in this program? Does the CUSSP contractor have an effective system for grants management and monitoring? Are evaluation plans being built into each grant?

Comment on the role of the CUSSP home office and sub-contractors. Are there any shortcomings in this area? If so, make specific recommendations for improvement.

SUDS Grants. Are SUDS grantees sticking to their agreed objectives? Take a look at some of the major grants, to be identified by USAID, in addressing this question.

Is there any early evidence that SUDS grants are strengthening grantee management capacity?

A key focus of SUDS grants is progress towards changing the white dominated shelter construction sector to a system that levels the playing field for black economic participation. Make an assessment of how this program is proceeding and note any significant changes in the situation reported in USAID's studies of this sector (see Bibliography at Annex 5). Give specific feedback on this issue in the final report.

The PP assumed development of creative and constructive relationships between grantees and the CUSSP program and the communities in which CUSSP works. What is the assessment of the extent to which this is happening? Is it an issue relevant to the achievement of SUDS project purpose and EOPS? What are the teams recommendations? Should the situation be left alone? Are there proactive changes that can be made in management of the grants or in CUSSP to enhance these links and relationships? Make specific recommendations.

The SUDS grant with The South African Black Construction Assistance Program (SABCAP) is an example of a SUDS grant with an explicit focus on CUSSP. Comment on how this relationship is working to date? Get feedback from CUSP, SABCAP, the communities and USAID and comment. The objective is to assess the virtue of grant targeting.

Some SUDS grants, e.g., those in the construction sector, have more detailed grant agreements than others. Does the level of specificity in the grant agreement seem to make a difference in performance, communications and relationships? Get feedback from grantees and comment.

The Land Investment Trust (LIT) has the largest SUDS grant at \$5 million. LIT already has achieved its target of \$12.4 million in additional funds leveraged. Most of this was for a massive sites and services program nationwide that improved vacant sites with water and a toilet. Have there been any shortcomings or major successes with this approach? Did LIT meet the grant requirements for community income level, black participation in construction, etc. specified in the grant agreement? Has LIT picked up any important lessons or insights

based on its experience to date, e.g., on financial intermediaries? What are the implications of this lesson? On these issues contact Professor Alan Mabin in the Town and Country Planning Department of Wits University, who has just completed a book on the sites and services program in which LIT was a major player.

The SUDS grant process in the USAID is very labor intensive. Each of the 28 grants was negotiated by and is managed by one of the Officers of the Housing Division of USAID. Assess the management burden. Is this approach effective? Are there alternatives that make sense, such as contracting out management of these SUDS grants or assigning a different individual to each sector covered by the grants? Make specific observations and recommendations.

SUDS Project Management (USAID). Assess communications within project management at AID and between AID project management and the CUSSP contractor and the SUDS grantees. Are there any problems? Is the project drawing on or contributing to other USAID activities? Other donor activities? Are there specific recommendations for improvement in these areas?

Is USAID enhancing its relationships with the NGOs and other actors in the SUDS sectors through implementation of and experience gained in the project? Address this topic in the report and make specific recommendations if necessary.

Is USAID using and enforcing its own guidelines set out in the PP for selecting grantees (see Financial and Economic and Institutional analyses at pp.51-52 of the PP and the corresponding annexes.)? Are these guidelines still relevant?

Comment on the AID/W backstopping role in this project. Make recommendations, if necessary.

Project Impact and EOPS Achievement. It is too early in the project to detect impact or to assess substantively progress towards EOPS. However, the project needs to develop indicators that will be monitored at the regional level by which progress and impact can be measured and as a basis for entering the policy debate. The USAID will put in place monitoring teams in each region, the first task of which will be to establish a set of regional level impact indicators.

The evaluation team should develop a list of potential indicators for consideration by these teams and incorporate them into the final report. There is an illustrative list of SUDS impact indicators on p.48 of the PP. In addition, the team should consult those references on indicators in Annex 5, Bibliography (Grossman, Mayo and World Bank) which propose World Bank and AID Office of Housing shelter sector indicators. These lists to be developed by the evaluation team will be intended to stimulate discussion -- the job of selecting indicators for actual monitoring will be the job of the MPRE element of SUDS. SUDS is a unique project in many ways and requires indicators that tell the story. Also, in

recommending indicators, the evaluation team should think in terms of indicators that are feasible to produce and maintain. It is assumed that case studies will play some role.

Special attention should be paid to impact on women because the PP stresses that women will be the main beneficiaries of SUDS activities. Look carefully also at indicators of policy input from SUDS and positive policy change resulting from SUDS activity. An improved policy environment is a major objective of the project and influences significantly success in other EOPS areas.

The evaluation team should look at the Mission's proposed plans for the monitoring and policy impact activities and provide critical feedback in the evaluation report.

G. RECOMMENDATION FOR MONITORING AND POLICY IMPACT

SUDS has unique potential for improving the living conditions of millions of South Africans. It is creatively breaking new ground in community based development, finance for the disadvantaged, enhancing effectiveness and economic participation of the black building sector and improving the policy framework for local community development and governance. The USAID Shelter Policy of 1992 identified these as key ingredients for improving shelter and living conditions for blacks and other disadvantaged people in the new South Africa.

The breadth and depth of experience and understanding that SUDS can produce is almost unprecedented. SUDS will be working through CUSSP in at least 48 communities and four major regions. Through 28 grants to South African NGOs totalling \$20 million, SUDS already is deeply involved in the key shelter sectors for community based development. This experience promises to yield insights that will be crucial to the policy reform and pioneering community based work that can help turn things around in this country for those living in squalor.

However, SUDS is many parts. How can these parts be mobilized for sector impact and change? The designers of the SUDS project perceived that there is only one way that the extensive experience in SUDS can be mined to achieve its purpose of "improving production and ownership of affordable shelter within viable urban environments." They called for a SUDS monitoring system and policy element that would convert the experience of this project into guidance for future community based action and policy reform.

It is time to implement the monitoring and policy element of SUDS. Without this element, the project will be little more than a collection of individual community and NGO efforts, some of which will fail and some succeed. With the monitoring and policy element, this project can have a profound impact on future developments at the community and local governance level in this country -- an impact that will well justify the \$30 million invested in SUDS. AID will have made a critical and substantial contribution in an area that has long been neglected in this country and in which there is a massive void in experience,

information, standards, guidance and appropriate policy.

This section of the report proposes an approach that will fulfill the expectations of the Project Paper for development of the monitoring and policy components of SUDS. Timing for this proposal is very good, for two reasons. First, the project needed a year or more of experience before it began to produce useful information. Second, and fortuitously, the monitoring and policy elements provide a bridge for SUDS (and an important link for USAID) to the new democratically elected South African government, now assured. The proposed Monitoring, Policy, Research and Evaluation (MPRE) element of the project will not be set out in overly prescriptive detail precisely because it will be a bridge. As such its design should be worked out through a collaborative and open process with key stakeholders. Equally important, the design should be aired with some of those who will be in positions of influence in the new government in SUDS sectors, many of whom presently have active roles in SUDS activities.

G.1. Monitoring, Policy, Research and Evaluation Element (MPRE). The MPRE element of the SUDS project is only a hypothetical function until it has been given an institutional home and real people backed by real resources assume operational responsibility. This report will spell out the function and suggest some institutional configurations and resource levels. The final design of MPRE must await the collaborative and open process described above.

The MPRE function is demonstrated in the diagram or model of the SUDS project that was shown above as Figure 1. The diagram shows the information flows from the CUSSP, SUDS Grants and Evaluation activities. The thin information lines indicate that the information is in bits (quarterly reports, evaluations, final reports, special reports) and basically not processed for policy or broad program impact. Nor, with modest exceptions, does this information flow to organizations that can use it for policy change, even if it were processed. This is why the PP provides for the monitoring and policy function that we are calling MPRE, shown on the right hand side of the diagram.

MPRE would have the responsibility and capacity to gather information by sector and community from SUDS activities. It would assess and analyze this information and feed it strategically into the policy and program formulation dialogue or process of a variety of user groups at the regional and the national levels. These user groups would be the new South African government, including regional and local governments, NGOs, businesses, universities, donors and even the international community.

The thick information flow arrows going to these user groups indicate the value added to SUDS information through MPRE's processing and strategic dissemination. This added value is not just a function of working with the broad range of information and insights stemming from CUSSP and SUDS grants activities. It is a function also of MPRE monitoring and using other information relevant to the SUDS strategic sectors. This is information needed to create a solid conceptual understanding of community based development in South Africa. This broader picture clearly was in the minds of the SUDS designers since the PP

calls for the monitoring of a wide body of information outside of CUSSP. Below are some illustrations taken from the PP:

Statistical and other studies produced by universities, foundations and other organizations which assess the general shelter situation in South Africa.

In-depth baseline data on communities targeted for assistance under the [SUDS] program, with information to be gathered by the relevant CBOs, to include regular updating.

Financial data generated by the housing finance industry concerning lending to disadvantaged South Africans.

Assistance rendered by all NGOs and other organizations in the [SUDS]Program.

Construction enterprises assisted and information concerning the jobs being undertaken and persons being employed.

Regular monitoring through studies or other commissioned papers on progress being made concerning the evolution of new shelter and urban development policies in the national and regional fora for these matters.

The deep understanding called for is essential as a basis for making critical and strategic policy and program contributions at regional and national levels that will benefit the millions living in the deplorable conditions resulting from apartheid. The need for this kind of policy and program knowledge is even more pressing now than it was at the time SUDS was designed. The new government is poised to take over and most of the national and regional policy dialogue has been and continues to be dominated by political issues. There is an acute need for information that can be used to solve South Africa's unique and severe development problems soon to be faced by a new democratically elected government.

G.2. Specific Functions of MPRE. Providing relevant information to Government and others groups working on community based development problems is the main function of MPRE. The following is a list of the specific responsibilities that MPRE must assume to fulfill that function:

Monitor all information coming out of the CUSSP, SUDS Grants and Evaluation activities of the SUDS project. CUSSP produces quarterly progress reports, community profiles, benchmark reports, outputs from its impact grants, special reports and assessment on status of sectoral indicators (to be determined). SUDS grants produce periodic reports (quarterly, semi-annual or annual), final reports, have specific sector objectives, have provisions for evaluation and audits and will help identify sectoral impact indicators. AID will make an interim and final evaluation of SUDS and may have a management review. All of this material will be collected and

analyzed by MPRE.

Manage the evaluation of SUDS grants and use this information as part of the MPRE analytical data base. The SUDS grants include an item for evaluation. MPRE should develop a consistent set of guidelines for these evaluations and take responsibility for conducting these evaluations (e.g., through sub-contracting). Some grantees will prefer to maintain this responsibility within the grant. In these cases, MPRE should work with the grantee, offering the guidelines and any assistance needed, and use the evaluation report in the same way as it would those for which it is directly responsible.

Gather and assess other information relevant to community based development in South Africa. Information of this kind is identified in the list of information categories taken from the PP and set out in E.1, above. It includes relevant information exchanged with other donors and international professional fora.

Create regional and national data bases of all the relevant information on community based development. MPRE will become, in effect, a repository for all development information derived from the SUDS program and related information.

Identify or develop impact indicators at the regional level that will demonstrate the impact SUDS is having on community based development, and that community based development can have on the housing and living conditions of disadvantaged people. The SUDS interim evaluation will have made some suggestions for such indicators, linking them to SUDS EOPS. These indicators may be a combination of some hard data, such as increase in number of black construction firms that are registered, and case study type material. Selection or development of these indicators should be one of the early agenda items for MPRE.

Analyze the above information regularly and build an assessment of the community based development sector that can be used as a point of departure for specific contributions to policy dialogue and program formulation of user groups (see diagram). MPRE will need sector analysts at least in: low income finance; low cost housing building and construction; community development and local government policy.

Develop and carry out strategies for getting new policy and program information used in policy and program development of user groups. MPRE will work with its regional and national advisory boards to devise these strategies and set MPRE's immediate and long term policy agendas. An array of approaches will be used for policy dialogue with users, including newsletters, special reports, workshops, seminars and conferences.

MPRE will work predominantly at the regional level close to where the community based development work will take place. Also, each region is unique and will tend to generate a set

of experiences most relevant in the regional context. However, across regions, a rich variety of approaches should emerge that has the potential for increasing options in all regions.

G.3. Some MPRE Institutional Options or Scenarios. The first principal of MPRE is that it should be grounded in the four regions in which CUSP operates. Each region has its own approach to regional and local government. This has become even more pronounced since the elimination of apartheid and the new Federal Constitution will make it more so. Also, CUSSP is becoming a major player in the community based development field and it is organized along regional lines. There are other institutions relevant to community based development that also are organized by region, for example, major black universities and the newly emerging Institute for Local Governance and Development (INLOGOV) which will have regional offices. Many of the SUDS grants are to NGOs with a regional focus and some of the key community based NGOs like the Built Environment Support Group (BESG) are region focused. Much of the data that will be used by MPRE is maintained at the local and regional levels, and it is at the regional level that SUDS programs will be having their direct impact. Finally, there are development oriented negotiating fora which operate on a regional basis and which could be a major beneficiary of SUDS policy and program information.

Having made the case for a regional orientation, it is also true that there are national level policies, such as those that allocate resources to the regional and establish the basic principles for local governance and finance. It will be necessary for MPRE to have the capacity to make contributions to policy and program also at the national level. This can be a derivative of work in the regions, but it will still require a deliberate national level presence and orientation.

These are the basic characteristics that MPRE must have or attain:

Region based but with a capacity to act and be coordinated at the national level.

Credibility in the community based development field, including low income finance, shelter and construction.

Good analytical capacity, suggesting some kind of relationship with universities.

Policy credentials.

Policy dialogue skills.

Information management capacity.

The functions, basic operating principles and characteristics of MPRE both define and limit the type of organizational structure that it might take on for implementation. However, *at minimum, there should be regional teams and an advisory board with sub groups at the level*

of each region. Further, it is assumed that there will be a need for U.S. institutional development support in the area of impact indicators, information management and policy dialogue. A USAID buy-in to the Washington based Implementing Policy Change project is recommended for this purpose.

The *four options below* are not in order of preference or feasibility. Ultimately, USAID will have to select among these or some combination to get MPRE up and running. Setting them out should serve as a basis for an open discussion of what MPRE's institutional structure should be and how it should be established. The **four illustrative options follow:**

Regional Contracts with University, NGO or Consortium. This scenario calls for USAID to contract with a University or a consortium of a University and an NGO in each region to take on the regional responsibilities of MPRE. For entry into user groups and policy debate as well as for guidance on regional priorities and national policy, an *MPRE Advisory Board* would be established. The board would have members drawn from each of the four regions and have regional vice-chairs empowered to provide guidance at the regional level. The boards would be drawn from the SUDS user groups (national and regional level) shown in the SUDS diagram above.

The major advantage of this approach is that it engages regional level universities and NGO directly which may enhance sustainability of MPRE as a resource for community based development after USAID support ends. The disadvantage is that it involves three contracts or cooperative agreements between which there is no institutional connection. It would be more difficult to coordinate.

CUSSP Contract Expanded to Include MPRE. The CUSSP option would look much like the University-NGO scenario except that CUSSP would be expanded to take on the MPRE responsibilities in the region. Under this scenario, responsibility for the Board probably should rest with a national level organization with regional interests such as INLOGOV so that MPRE is grounded in a South African institution. .

The advantage to this approach is that CUSSP is already working on community based development in each region, has begun to develop credibility in that field and is institutionally coordinated and managed through the CUSSP main office in Johannesburg. CUSSP already is working on the policy issue and would only have to be strengthened in this area. Also, it would be easy for AID to implement since it would take only a contract amendment (if this is feasible) plus a contract for the board's activities.

The disadvantage of this approach is that it may not be feasible contractually and would lack the potential for sustainability of the University-NGO option. Perhaps the sustainability issue could be addressed through sub-grants to regional Universities and NGOs for parts of the MPRE work and by assigning responsibility for coordination at the national level to the national level NGO responsible for the board.

INLOGOV or Similar National Institution with Regional Offices Takes Lead.

In this scenario, the Institute for Local Governance and Development or similar organization would be contracted to take MPRE responsibilities. Close work with CUSSP would be required as well as CUSSP representation on the Board at regional and national levels.

This would have the same advantage for coordination, management and ease of implementation as the CUSSP approach. It also has potential in terms of sustainability and the link with governance.

The disadvantage is that there is no national level institution with regional offices and interests that has the experience or the focus in Community Based Development needed for credibility. For example, if INLOGOV were to take on MPRE, it would have to develop the community based development focus. INLOGOV also does not yet have offices and staff established in the SUDS regions.

Some Combination at Regional Level but Multiple Boards at National Level.

The multiple boards approach would use one of the above scenarios or some combination but would have not one board but several. Each board would relate to one of the sectors involved in Community Based Development, e.g., low cost shelter, low income finance, black construction industry and, perhaps, community level governance.

The advantage of this approach is that MPRE information would flow more directly into relevant national fora such as the National Housing Forum, the Construction Council of South Africa, the National Association for Small Lenders and in the field of governance -- INLOGOV. This approach could lead to more focused impact on policy and programs.

The disadvantage of this approach is its diversity and that the community based development concept could get lost in the shuffle.

G.4. Selecting an MPRE Institutional Structure. Author's Recommendation. I have been asked by USAID to indicate my own preference for an institutional arrangement for MPRE. I do so only with the caveat that I have studied the situation for a relatively short time -- only in the context of preparing this report.

I favor expanding the USAID contract with CUSSP to include a broader monitoring mandate and more work on policy. I would ask INLOGOV to take on the task of selecting and managing the Board and to work with CUSSP on coordination of policy dialogue at the national level and drawing out national level impact indicators from the regional MPRE data bases. I would have CUSSP sub-contract some of its special studies to regional universities.

There will be a need for external assistance on developing indicators with greatest possible policy relevance and for assistance in using these indicators in policy interface and designing strategies for effective policy dialogue. For this, I would call upon AID/W's Implementing Policy Change project for up to two years of assistance to the key South African players in

MPRE, namely, INLOGOV and the regional universities.

Selection and Refinement Process. It is important too that MPRE have the endorsement of the new South African Government and those who will play a key role in it in the areas covered by SUDS. For that reason it is recommended that the final design of MPRE be completed through a *workshop* that would discuss and recommend the institutional structure for MPRE and make recommendations for its functioning. The workshop should include representatives of the potential stakeholders in MPRE, that is, USAID, CUSSP, INLOGOV and, to the extent they can be identified, the regional level universities.

The Mission might use the AID/W Implementing Policy Change project to facilitate this workshop as the first step in the two year Technical Assistance package that could come from a buy-in to that source. This would give IPC a head start in its support of MPRE and its development of working relationships with the players.

Implementing MPRE will be governed to some degree by AID rules on contracting. It may be that competitive bidding will be required or it may be possible, on the basis of predominant capability or some other means, to go directly into the desired arrangement. The counsel of the USAID Regional Contracting Officer and the USAID's Competition Advocate should be obtained for guidance on these matters.

H. CONCLUSIONS.

There is a sense in which USAID could walk away from SUDS and declare victory with little more effort than completing existing activities, including the interim and final evaluations. Through the Grants programs, many of those who will be playing important roles in the new South African Government have been given a legitimate base from which to be players in the transition. Some leaders of the grantee organizations will be recruited by the new government to take on official responsibilities. However, taking the minimalist approach would yield a hollow victory.

Why? Because SUDS addresses but has not yet made much impact on one of the most critical problems to be faced by the new government and faced now by millions of black South Africans. That problem, of course, is how to improve production and ownership of affordable shelter within viable urban environments. Right now, housing conditions are deplorable and community living conditions in terms of security, governance, sanitation and basic amenities is intolerable for millions disadvantaged by apartheid. SUDS, through the CUSSP and Grants activities, is right in the forefront of efforts to find solutions to these problems. The 28 SUDS grants and CUSSP work in over 48 communities will generate a goldmine of information, experience and knowledge that can be used to overcome these problems. Further, SUDS will have some excellent entre into important areas of government that should be working on these problems, at the national, regional and local levels.

However, all of this will have little impact unless the SUDS information, experience and knowledge are mined for use in policy and program development on the part of Government (including local communities), NGOs, Universities and Business in South Africa. For this to happen, the Monitoring, Policy, Research and Evaluation (MPRE) element of SUDS, planned for in the PP and recommended in this report, must be implemented.

With the MPRE element functioning, SUDS can have a profound impact on the policies and programs, business strategies and community based self help activities that can bring shelter relief to millions in need. MPRE will require an investment of about \$2.0 million, as called for in the PP, or up to \$4.0 million if the SUDS project is extended by 3 years as is currently being discussed in USAID. This would be a modest investment in light of the \$30 million already committed to SUDS, the \$20 million that might be added in an extension and the tremendous amount of policy and program leveraging it will enable. Without MPRE, the SUDS program can neither come together nor deliver, as intended.

ANNEXES

- 1. Evaluation and Monitoring Summary Matrix for SUDS**
- 2. Interim Evaluation Task Matrix**
- 3. SUDS Grant Summary Matrix and Summary Descriptions**
- 4. List of People Consulted**
- 5. Bibliography**

Annex 1.
EVALUATION AND MONITORING SUMMARY FOR SUDS

	SUDS	CUSSP	SUDS GRANTS
MONITORING	<p><i>Special sectoral research reports</i> relating to both components.</p> <p><i>Evaluation reports.</i></p>	<p><i>Quarterly reports.</i></p> <p><i>Bench marks</i></p> <p><i>Impact Grant outputs</i></p> <p><i>Budget /expenditures</i></p> <p><i>Impact indicators (tbd)</i></p>	<p><i>Objectives</i></p> <p><i>Benchmarks</i></p> <p><i>Reports (tbd)</i></p> <p><i>Sector impact indicators (tbd)</i></p> <p><i>Budgets/expenditures</i></p> <p><i>Audits</i></p>
EVALUATION	<p><i>Interim evaluation</i> on context change, design change, implementation problems and mid-course corrections (est. \$100,000).</p> <p><i>Final evaluation</i> capturing impact, lessons learned and implications for follow-on (minimum estimate \$150,000).</p> <p>PRE/H IQC using HBCU partner plus SA team members in each region.</p>	<p><i>Interim and Final Evaluation</i> in SUDS.</p> <p>If extended, a <i>Management Review</i> will precede Final Evaluation.</p>	<p>Usually only <i>Final</i></p> <p><i>Money</i> is in each grant.</p> <p><i>Guidelines</i> set by MPRE and discussed with USAID PO.</p> <p><i>Responsibility</i> of MPRE or Grantee (tbd)</p> <p><i>Focus</i> is achievement of objectives, performance, lessons, impact and future implications.</p>
FUNDING \$417,000 ALL	\$250,000 in SUDS	No \$ outside of SUDS	Sum of funding from all grants = \$167,000.

Annex 2.
INTERIM EVALUATION TASK MATRIX

	1	2	3	4	5	6	7
A	Professional Category	No.	Number of Days	Total Days	Inter-national Round Trips	Domestic Round Trips	Days with Per Diem in South Africa
B	Senior Urban Devel./Local Government	1	28	28	1 @ \$6,000	2 @ \$300	20
C	Community Development Specialist	1	26	26	1 @ \$6,000	2 @\$300	20
D	South African Consultants for Advance Work	2	10	20	0	3 @ \$300	6
E	South African Consultants for Regional Teams	9	5	45	0	3	3

Footnotes: See following page.

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Footnotes for Interim Evaluation Task Matrix by Cell

- A1. Professional category is IQC personnel category.
- A2. Number of professionals in each category.
- A3. Number of days each professional is engaged under the IQC.
- A5. Assuming business class.
- A6. Unless otherwise specified, equals round trips to Durban and Capetown from Johannesburg.
- A7. For Americans, 5 days each in Capetown and Durban, balance in Pretoria/Johannesburg. D6. SA Consultants travel to Capetown, Durban and Johannesburg to make arrangements with regional consultants and arrange local schedule for evaluation team visit.
- C3. Community Development Specialist from HBCU does not need to be involved in final edit, hence, spends two days less than B3. team leader.
- D1. IQC firm should contract with two South African consultants to do the advance work for the evaluation team as noted above. Pair would take 10 working days for these arrangements, including visits to Durban, Capetown and Johannesburg as well as to Mission in Pretoria.
- E1. South African consultants will be contracted by the IQC in each of the three CUSSP regions, each consultant to serve with the evaluation team in his or her own region for up to five days, to include document review, team building session, site visits, interviews and meetings.
- E6. One SA consultant from each region will come to Pretoria for a day to help with presentations of final evaluation results after IQC evaluation team completes report.
- E7. Same as E6.

Annex 3
SUDS GRANTS SUMMARY MATRIX AND SUMMARY DESCRIPTIONS

COMMUNITY BASED DEVELOPMENT ORGANIZATIONS

GRANTEE Office	Perform. Area	Description	Targets	Start End Date	Reports Required		Evaluation		
					type	date	funds	date	scope
Corplan E. London	Eastern Cape	Assist Corplan to prepare a community based comprehensive plan and scale housing models for the 250,000 residents of Duncan village	<ol style="list-style-type: none"> 1. Duncan Village comprehensive plan 2. Duncan Village Socioeconomic profile 3. Duncan Village conceptual development plan 4. Duncan Village implementation plans 	07/26/93 12/31/94	semi-annual final	Jan. 26 July 26	R30,000 (total for eval. & audit)	grant shows Feb. '94	to be agreed
Goldev Jo'burg	PWV	Support the detailed planning and design for affordable housing within the 400 acre Goldev area to the south of Johannesburg	1. design and delivery of a model low cost housing development project for up to 80,000 black South Africans	06/30/93 12/31/94	semi-annual final	Dec. 30 June 30	R25,000 (total for eval. & audit)	none	to be agreed
NPPT Durban	Natal	Establish NPPT as an independently administered revolving fund to underwrite the costs of preparing community based development projects in Natal	<ol style="list-style-type: none"> 1. underwrite the cost of preparing community based development proposals 2. promote cooperation, information exchange and debate around development issues among CBO's and NGO's 	09/17/93 12/31/95	semi-annual final	March 17 Sept. 17	R45,000	grant shows July '95	to be agreed
SCLC George	George Area	Provide a series of community investigations, organizational assessments and government negotiation workshops	<ol style="list-style-type: none"> 1. assist community based structures implement housing activities through: <ol style="list-style-type: none"> a) twelve community investigations b) six organizational assessments c) six local government preparation workshops 	08/18/93 12/31/94	semi-annual final	Jan. 1 July 1	R15,800	none	to be agreed
CUSSP Jo'burg Cape Town Durban	National	Assist selected CBO's to improve their management and planning capacities; provide technical services and advice; and ensure that the community development process does not falter	<ol style="list-style-type: none"> 1. build the capacity of 36 community based organizations 2. project design and construction assistance 3. CBO/NGO management and development assistance 	09/30/92 10/31/95	quarterly annual		(not in contract)	none	

FINANCE

GRANTEE Office	Perform. Area	Description	Targets	Start End Date	Reports Required		Evaluation		
					type	date	funds	date	scope
NASASA Bryanston	PWV	Create a fund to be used internally on a revolving basis, for the establishment of new regional operations as well as for further diversification of NASASA products and credit facilities, throughout the urban areas within South Africa	<ol style="list-style-type: none"> 1. provide credit to increased numbers of disadvantaged South Africans 2. establish regional resource centers 3. diversify NASASA products. 	06/07/93 04/30/96	semi-annual final	Jan. 1 July 1	R45,000 (total for mid-term and final)	none	to be agreed
MIG Durban	Natal	Private sector revolving fund to provide limited term insurance for repayment of mortgage installments by black, low income South African borrowers in Natal	<ol style="list-style-type: none"> 1. establish an installment guarantee insurance system 2. renew lending to low income black SA market 3. origination of 3606 loans with an average value of R15,000 4. leverage issuance of at least R54 million in new mortgages 	07/14/93 12/31/94	semi-annual final	Jan. 12 July 12	R45,000	Dec. '94	to be agreed
LIT Excom	National	Finance affordable shelter within an urban environment and in projects where community support and consultation exists	<ol style="list-style-type: none"> 1. establish the Community-Based Development Fund 2. securitize borrowings for onward relending 3. finance construction of infrastructure and low cost housing 4. mobilize at least \$12.4 million for on-lending 	08/21/92 08/31/94	semi-annual final	Feb. 21 Aug. 21	\$24,000 (total for mid-term and final)	Sept. '93 mid-term April '94 final	to be agreed
ICHUT Jo'burg	PWV	Make ownership of affordable housing in Central Johannesburg accessible to low income, black and disadvantaged South Africans	<ol style="list-style-type: none"> 1. partial capitalization of a fund to secure loans for tenant acquisition of medium and high rise apartments 	06/30/93 06/30/95	semi-annual final	Jan. 1 July 1	R40,000 (total for mid-term and final)	July '94 mid-term June '95 final	to be agreed

FINANCE

GRANTEE Office	Perform. Area	Description	Targets	Start End Date	Reports Required		Evaluation		
					type	date	funds	date	scope
Headstart Cape Town	Cape Town	Revolving fund to finance the development of affordable inner city housing for low income, black South Africans in Cape Town	<ol style="list-style-type: none"> 1. finance a revolving construction finance facility 2. develop models for inner city redevelopment 3. finance the construction of affordable housing 	08/09/93 03/01/96	semi-annual final	Feb. 9 Aug. 9	R65,000	Dec. '95	to be agreed
GCC Jo'burg	All	Support expansion of GCC's program to provide small loans to disadvantaged South Africans for housing	<ol style="list-style-type: none"> 1. finance GCC's Growth Fund 2. establish at least two new GCC branches in major urban centers 3. increase lending to historically disadvantaged South Africans 	08/21/93 04/30/96	semi-annual final	Feb. 21 Aug. 21	R20,000	none	to be agreed
Private Hostel Acquisition Fund	n.a.	Planned for FY 1994	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Other Credit Organizations	n.a.	Planned for FY 1994	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.

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CONSTRUCTION

GRANTEE Office	Perform. Area	Description	Targets	Start End Date	Reports Required		Evaluation		
					type	date	funds	date	scope
EDSA Jo'burg	National	Provide bridging finance loans to black-owned construction firms	<ol style="list-style-type: none"> 1. increase participation of black building contractors in public and private works 2. provide models for commercial finance 3. bridging finance 	08/17/93 04/30/96	M&E Pgm.	to be agreed	R25,000	grant shows Jan. '96	to be agreed
OMHLE Jo'burg	National	Establish low cost building materials depots in nine low income communities (four within the first year)	<ol style="list-style-type: none"> 1. establish an estimated nine building material depots (four are to be established within the first year) 2. Provide training, employment and community upliftment programs 	07/27/92 12/31/95	semi-annual final	Jan. 27 July 27	R25,000	Aug. '95	to be agreed
SABCAP Cape Town	National	Assist black South African building contractors to compete and participate fully and effectively for private and public construction works throughout South Africa	<ol style="list-style-type: none"> 1. establish a nationwide program to provide technical and management assistance to black building contractors with offices in Johannesburg, Cape Town and Durban 	09/07/93 04/30/96	semi-annual final	Jan. 1 July 1 March '94 first semi-annual report	R71,142 (total for eval, audit, legal, acct'g)	none	to be agreed
Townships Building Materials Program	n.a.	Planned for FY 1994	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Cope	National	Establish a Building Materials Enterprise Revolving Fund. This Fund will provide recoverable start-up finance to community based materials production enterprises	<ol style="list-style-type: none"> 1. Provide short term credit for community based building materials enterprises trained and assisted by COPE's Building Enterprise Unit 						

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POLICY

GRANTEE Office	Perform. Area	Description	Targets	Start End Date	Reports Required		Evaluation		
					type	date	funds	date	scope
NHFST Jo'burg	PWV	Cause to be drafted national housing principles for a non-racial housing and urbanization policy	1. provide consultants to NHFST's six working groups	08/18/93 06/30/94	semi-annual final	Jan. 1 July 1	R10,000	none	to be agreed
NSAHA Jeppestown (Jo'burg)	National	Establish and staff an office in Johannesburg and investigate development of affordable housing for low income black South Africans	1. develop affordable housing 2. investigate and develop affordable housing 3. determine land availability and housing needs 4. interface with finance institution to develop end user finance	08/11/92 07/31/95	semi-annual final	Aug. 11 Feb. 11	(no funds shown)	none	to be agreed
HOPE Wits (Jo'burg)	PWV	Create an internal revolving fund for capacity building of homeless people and communities in the PWV area	1. three technical seminars for 125 people 2. two intensive workshops for 50 people 3. ten field investigations	06/17/93 06/30/94	semi-annual final	Jan. 1 July 1	R5,000	none	to be agreed
ITRLGD Univ. of the Western Cape (Cape. Town)	National	Support a national program of research and training to facilitate the formation of representative, democratic local governments throughout South Africa	1. organize intraforum policy workshops and regional conferences 2. coordinate research, training and technical advisory services for extraparliamentary groups	04/15/93 12/31/94	semi-annual final	Oct. 15 April 15	R30,000	Dec. '94	to be agreed
SABTACO Braamfontein (Jo'burg)	National	Design and produce a "Planners Workbook" and related materials and workshops to empower black South African municipal and community leaders to participate effectively in urban planning	1. prepare "planners workbooks" with an instructional video, a newsletter, and workshops 2. make planning education more accessible to black South Africans 3. promote a community based planning perspective to the South African Government	09/01/93 09/30/95	semi-annual final	Jan. 1 July 1	R10,000	none	to be agreed

LEGAL

GRANTEE Office	Perform. Area	Description	Targets	Start End Date	Reports Required		Evaluation		
					type	date	funds	date	scope
LHR Pretoria	National	Protect disadvantaged South African's fundamental human right to adequate shelter	<ol style="list-style-type: none"> hire an attorney, para-legals, typist, and an information officer/researcher develop a small resource center provide one seminar or workshop each month support a litigation fund 	08/11/92 12/31/93	semi-annual final	March 1 Sept. 1	none	none	to be agreed
LRT Jo'burg	Cape	Provide legal assistance on hostels land and housing related services to townships and disadvantaged communities in the Cape	<ol style="list-style-type: none"> assist homeless communities seeking land and services transformation of "hostels to homes" provide adjudication, negotiation and advocacy 	06/17/93 06/30/95	semi-annual final	Feb. 1 Aug. 1	R10,000	June '95	to be agreed
DLST Jo'burg	PWV	Generate models to facilitate the development of community based, private sector, low income housing, and the transfer of existing leasehold or permit tenorial status of black urban residents to full freehold status	<ol style="list-style-type: none"> develop models of tenure transfer develop innovative models for financing and for tenure options for low cost housing programs sustainable models for cooperative ownership or sectional title for inner city tenant buy-outs contribute to the reform of existing registration, fund-raising and tax requirements in existing S.A. legislation sustainable mechanisms of housing delivery which avoids traditional bond boycott-type conflicts 	06/05/93 04/30/96	semi-annual final	Jan. 1 June 1	R31,252 (total for mid-term and final)	none	to be agreed
HCPT Jo'burg	National	Create five regional Advice Centers throughout the country and a national telephone housing consumer "hot line" service to dispense consumer information about the housing sector to black households who are buying or renting a home in the urban areas for the first time	<ol style="list-style-type: none"> establish five advice centers establish an ancillary telephone advice service 	07/02/93 06/30/95	semi-annual final	Jan. 2 July 2	R5,000	none	to be agreed

**CORPLAN
P.O. Box 7101
East London 5200**

**Contact: Mr. Steve Topham
Tel. (0431) 431-422 Fax. (0431) 432-200**

Principal Place of Performance: Duncan Village

Grant Agreement No: 674-0312-G-SS-3075-00

Obligated Amount: \$190,000

Life of Project: \$190,000

Dates: July 26, 1993 - December 31, 1994

Background: Corplan, a technical support, non-governmental organization (NGO), was established in 1990 as a section 21 company to provide planning and organizational assistance to low income black South African communities in the Border Kei Region of the Eastern Cape. Corplan is currently working with 40 communities throughout the region and is regarded as one of the most successful technical service organizations in South Africa.

Purpose of Grant: This grant will provide support for Corplan in close association with the Duncan Village Residents Association (DVRA), a community based organization, to undertake community based comprehensive planning for the redevelopment of the entire Duncan Village area whose population exceeds 100,000. This comprehensive plan will allow the Grantee to present implementable plans for the development of low cost housing, associated infrastructure, community facilities and employment opportunities to financial institutions for project financing.

As of November 12, 1993

GOLDEV CORPORATION (GOLDEV)
P.O. Box 270
Johannesburg 2000

Contacts: Mr. S.A.A. Shaikh
Tel. (011) 337-3824 Fax. (011) 337-3823

Principal Place of Performance: Johannesburg

Grant Agreement No: 674-0312-G-SS-3071-00

Obligated Amount: \$125,000

Life of Project: \$125,000

Dates: June 30, 1993 - December 31, 1994

Background: Goldev Corporation, a community based organization (CBO), is a section 21 company organized as an outgrowth of the central Witswatersrand Metropolitan Chamber Negotiation process. Established in 1993, its purpose is to design and manage a proposed large scale shelter development for black South Africans in the Goldev area. This area is one of the best located "green field" development sites in close proximity to the Johannesburg central business district and will, when fully developed, provide affordable housing for up to 80,000 black South Africans.

Purpose of Grant: A project preparation grant to provide GOLDEV with the necessary financial resources to contract with private sector architects, planners, engineers, lawyers, etc. To prepare development documents for the Goldev area development which will be presented to financial institutions for project financing.

As of November 12, 1993

NATAL PROJECT PREPARATION TRUST (NPPT)
Private Bag X54001
Durban 4000

Contact: Dr. Michael Sutcliffe
Tel. (031) 820-2213 Fax. (031) 822-192

Principal Place of Performance: Natal

Grant Agreement No: 674-0312-G-SS-3077-00

Obligated Amount: \$400,000

Life of Project: \$650,000

Dates: September 17, 1993 - December 31, 1995

Background: Natal Project Preparation Trust (NPPT) was established in 1993 by a coalition of civic leaders who have been active in seeking solutions to the housing and urban development problems in Natal. The NPPT will function as a revolving fund to underwrite the cost of preparing community based development proposals aimed at capturing national and international sources of end use financing.

Purpose of Grant: This Grant is to support the establishment of the NPPT as an independently administered revolving fund to underwrite the cost of preparing community based development proposals aimed at capturing national and international sources of end use finance. The NPPT will promote cooperation, information exchange and debate around development issues among development oriented CBOs and NGOs in Natal. The NPPT will serve as a pilot project for additional regional project preparation facilities in the future.

As of November 12, 1993

SOUTHERN CAPE LAND COMMITTEE (SCLC)
P.O. Box 9015
George 6530

Contact: Mr. Dean Ban Rooy
Tel. (0441) 74-6162 Fax. (0441) 73-5336

Principle Place of Performance: George

Grant Agreement No.: 674-0312-G-SS-3122-00

Obligated Amount: \$75,000

Life of Project: \$75,000

Dates: August 18, 1993 - December 31, 1994

Background: Formed six years ago under the name of "Southern Cape Against Removals" (SCAR), this organization was one of the few black led and staffed "service organizations" in South Africa. SCAR fought the government's programs to remove black South Africans from their historical locations. When they had won this battle, they became the SCLC in early 1991 and broadened their mandate to include development advice and activities with black community structures in the areas of housing, land, urban services and local government negotiations workshops.

Purpose of Grant: This Grant is to provide financial assistance to the SCLC to conduct a series of external activities with community based structures in the Southern Cape. These activities shall include community investigations, organizational assessments and local government negotiations' workshops. The programs will assist the community structures to implement housing activities, ensure their rights to land and make preparations for the local government.

As of november 12, 1993

**COMMUNITY and URBAN SERVICES
SUPPORT PROJECT (CUSSP)
5th Floor, Field North Building
23 De Beer Street
Braamfontein 2001**

Contact: Richard Martin
Tel. (011) 403-3150 Fax. (011) 339-6757

Contract No: 674-0312-C-00-2108-00

Obligated Amounts: \$3,455,000

Life of Project: \$12,546,450

Dates: September 30, 1992 - October 31, 1995

Background: In late 1989, USAID began examine the South African Housing and urban development sector culminating in the formulation of a sectoral assistance strategy in 1991. This strategy recognized South Africa's well developed housing delivery system. However if this system is to solve the shelter problems of a "New" South Africa it must be reoriented to benefit the disadvantaged majority. One of the most significant constraints facing such an effort is the lack of capacity of organizations within these communities.

Purpose of Grant: This grant is to enable CUSSP to develop and implement a program to assist 36 Community Based Organizations (CBO) to improve their management and planning capacities; provide project design and construction assistance; provide technical services and advice; and ensure that the community development process does not falter after training and housing/infrastructure improvements are complete.

As of November 12, 1993

**NATIONAL STOKVELS ASSOCIATION OF SOUTH AFRICA (NASASA)
P.O. Box 130459
Bryanston 2021**

Contact: Mr Andrew Khehla Lukhele
Tel. (011) 832-1054/5 Fax. (011) 838-1624

Principal Place of Performance: Johannesburg

Grant Agreement No.: 674-0312-G-SS-3031-00

Obligated Amount: \$200,000

Life of Project: \$300,000

Dates: June 7, 1993 - April 30, 1996

Background: In February 1988 the National Stokvels Associations of South Africa was formed as the first umbrella body representing stokvels, a type of "Rotating Thrift" or credit union in which a group of people enter into an agreement to contribute a fixed amount of money to a common pool. At present it is estimated that one fourth of all black urban South Africans belong to one or more stokvels thereby generating more than R200 million per month.

Purpose of Grant: To provide support to NASASA through the establishment of a growth fund for geographic and product expansion. NASASA will then be able to provide credit to increased numbers of disadvantaged South Africans for housing and other purposes.

As of November 12, 1993

**MORTGAGE INSTALLMENT GUARANTY ASSOCIATION (MIG)
P.O. Box 4997
Durban
4000**

Contact: Mr. Willy Thomas
Tel: (031) 301-1003 Fax: (031) 301-8158

Principal Place of performance: Durban

Grant Agreement No: 674-0312-G-SS-3076-00

Obligated Amount: \$ 520,000

Life of Project: \$520,000

Dates: July 14, 1993 - December 31, 1994

Background: MIG was established in 1991 by a group of prominent black businessmen from Natal concerned with the increasing difficulties low income Black South Africans faced in obtaining mortgage finance. The purpose of MIG is to combine a program of mortgage education with a limited term installment guarantee insurance product designed specifically to assist low income black South African borrowers to overcome temporary financial difficulties without going straight into default.

Purpose of Grant: To provide seed money to establish a mortgage installment guarantee fund. This fund will provide installment guarantee coverage for a period of 12 months anytime during the first three years to low income Black South African borrowers who have successfully completed MIG's mortgage education program.

As of November 12, 1993

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**LAND INVESTMENT TRUST (LIT)
P.O. Box 260835
EXCOM
2023**

Contact: Mr. Taffy Adler
Tel: (011) 337-6250/1/2/3 Fax: (011) 333-7265

Principal Place of Performance: South Africa

Grant Agreement No.: 674-0312-G-SS-2079-00

Obligated Amount: \$ 5,000,000

Life of Project: \$5,000,000

Dates: August 21, 1992 - August 31, 1994

Background: LIT, a not-for-gain Section 21 company established in 1991, is a subsidiary of the New Housing Company Holdings, a non-profit company which operates nationally in the housing sector.

LIT's purpose is to provide affordable finance for shelter for legally disadvantaged South Africans both in urban areas and in projects which have engaged in community consultation and received community support.

Purpose: This grant is to provide the necessary financial resources to capitalize LIT's "Community Based Development Fund" (CBDF).

The fund is a financial guarantee mechanism which will allow LIT to securitize borrowings for their onward relending to finance land acquisition, construction of infrastructure and low-cost housing in low-income Black communities. To date, the CBDF has provided construction finance for over 22,000 serviced homelots throughout the country.

As of November 12, 1993

INNER CITY HOUSING UPGRADING TRUST (ICHUT)
c/o Central Johannesburg partnership
P.O. Box cc 99-010
Carlton Centre
Johannesburg, 2001

Contact: Mr. Neil D. Fraser
Tel. (011) 331-2851 Fax. (011) 331-5161

Principal Place of Performance: Johannesburg

Grant Agreement No: 674-0312-G-SS-3063-00

Obligated Amount: \$1,600,000

Life of Project: \$1,600,000

Dates: June 30, 1993 - June 30, 1995

Background: Incorporated in 1992 ICHUT is a not-for-gain company which grew out of collaboration between tenants' organizations, activist non-governmental organizations, and established business concerns through the Central Johannesburg Partnership. ICHUT's objective is to provide financing and technical assistance to tenant groups seeking to acquire ownership of their buildings in Johannesburg. Currently there are approximately 150 buildings in Central Johannesburg suitable for the ICHUT program.

Purpose of Grant: This grant is to provide financial assistance to ICHUT in an effort to make ownership of affordable housing in Central Johannesburg accessible to low-income, black and disadvantaged South Africans. These funds will provide partial capitalization of ICHUT's Collateral fund, which will leverage and secure long term financing for tenant acquisition of medium and high rise apartment buildings in Central Johannesburg.

As of November 12, 1993

HEADSTART
2nd Floor Corner House
62 A Lowry Road
Cape Town

Contact: Mr. Keith Bryer
Tel: (021) 461-8982/3/4 Fax: (021) 45-4971

Principal Place of Performance: Cape Town

Grant Agreement No: 674-0312-G-SS-3078-00

Obligated Amount: \$ 1,000,000

Life of Project: \$1,000,000

Dates: August 9, 1993 - March 1, 1996

Background: Incorporated in 1989, Headstart is a Section 21 company established with support from British Petroleum and other major corporations. Headstart's purpose is to develop affordable low-cost housing for black South Africans in the inner city "in fill" areas of Cape Town in an attempt to recreate the relative socio-economic and racial heterogeneity which was characteristic of the pre-apartheid era.

Purpose of Grant: This grant is to provide seed financing for a revolving construction finance facility. This facility will allow Headstart to develop and sell medium rise residential units to low and moderate income Black South Africans at affordable prices without the additional burden of compound interest on conventional bridging finance.

As of November 12, 1993

**GROUP CREDIT COMPANY (GCC)
P.O. Box 1198
Johannesburg 2000**

Contact: Mrs Christine Glover
Tel. (021) 22-2840 Fax. (021) 24-3129

Principle Place of Performance: South Africa

Grant Agreement No.: 674-0312-G-SS-2073-00

Obligated Amount: \$2 500, 000

Life of Project:

Dates: August 21, 1993 - April 30, 1996

Background: The GCC was founded in 1989 and is a spin off from the Urban Foundation. The principal activity of GCC is to provide small loans to groups of low income, historically disadvantaged black South Africans for housing. To this end loans are made only in communities in which the average monthly household income is less than R1000.

Purpose of Grant: This Grant is to provide financial assistance to the GCC to support the expansion of their program to provide small loans to disadvantaged South Africans for housing purposes. The requested USAID support will fund the establishment of a "Growth Fund" which will supply, on a revolving basis, the working capital required for the establishment and training cost for each new branch.

As of November 12, 1993

**ENTREPRENEURIAL DEVELOPMENT SOUTHERN AFRICA (EDSA)
2nd Floor , Block E, Crownwood
100 Northern Parkway, Ormonde
Johannesburg 2091 Private bag 2016**

Contact: Mr. Colin Griffin
Tel. (011) 496-1638 Fax. (011) 496-1270

Principal Place of Performance: Johannesburg, Cape Town, Durban

Grant Agreement No: 674-0312-G-SS-3060-00

Obligated Amount: \$400,000

Life of Project: \$400,000

Dates: August 17, 1993 - April 30, 1996

Background: EDSA, a non governmental organization (NGO), was incorporated in 1989 and has since operated as a non-profit development initiative providing entrepreneurial training and financial assistance to the small black building contractors in the informal sector. The EDSA small builders bridging finance loan scheme has been the only source of interim bridging finance available to small black builders in South Africa today.

Purpose of Grant: This grant will provide support for EDSA in its effort to expand its program to provide bridging finance to small black-owned construction firms. These funds will increase the capital of the EDSA Small Builders Bridging Finance Loan Fund thereby permitting EDSA's predominantly PWV region program to expand into the Durban and Cape Town areas. Black building contractors with access to these funds will be able to compete more effectively for construction works in South Africa.

As of November 12, 1993

**OPERATION MASAKHANE FOR THE HOMELESS (OMHLE)
4th Floor, York House
46 Klerk Street
Johannesburg**

Contact: Dr. Cecil Manitshana
Tel. (011) 934-1246 Fax. (011) 934-1246

Grant Agreement No.: 674-0312-G-SS-2080-00

Obligated Amount: \$300,000

Life of Project: \$300,000

Dates: July 27, 1992 - December 31, 1995

Background: OMHLE was formed in 1987 in Soweto under the auspices of the Soweto Civic Association. The original purpose of OMHLE was to protest against the forced removal of shack-dwellers. OMHLE is now involved in organizing their efforts to create affordable housing. At the First General Meeting conference attendees came to a conclusion that a timber frame house would be the most reliable and durable structure that the poor could afford. An existing relationship with the South African Lumber Miller's Association was strengthened and a program initiated for the establishment of building material depots.

Purpose of Grant: This Grant is to provide initial capital to OMHLE Trust for the implementation of a program to establish low cost/affordable building material depots in homeless communities. This agreement will support the opening of an estimated nine building materials depots and pay for security fencing and the initial stock purchases.

As of November 12, 1993

**THE SOUTH AFRICAN BLACK CONSTRUCTION
ASSISTANCE PROGRAM (SABCAP)
P.O. Box 127
Southfield, 7880
Cape Town**

Contact: Mr. Cornelius Peterson
Tel: (021) 720-900 Fax: (021) 720-900

Principal Place of Performance: Johannesburg, Cape Town, Durban

Grant Agreement No: 674-0312-G-SS-3059-00

Obligated Amount: \$ 400,000

Life of Project: \$1,300,000

Dates: September 7, 1993 - April 30, 1996

Background: SABCAP is a new organization established in 1992 by the National African Federated Chamber for the Building Industry (NAFBI) and the African Builders Association (ABA) to provide an effective program to expand the strength, skills and capacity of the black construction sector in general. These two associations represent more than 5,000 members.

Purpose of Grant: This grant is to provide SABCAP with the necessary financial resources to establish a country-wide program assisting black building contractors to compete for private and public sector construction works in South Africa. This grant will allow SABCAP to assist in the economic empowerment of black South Africans as it assists craftsman and labor-only sub-contractors to become productive contractors, sub-contractors, builders and developers.

As of November 12, 1993

**NATIONAL HOUSING FORUM SECRETARIAT TRUST (NHFST)
7 Longsbank Building
Johannesburg 2001**

Contact: Mr Saths Moodley
Tel. (011) 838-2822 Fax. (011) 838-1825

Principle Place of Performance: Johannesburg

Grant Agreement No.: 674-0312-G-SS-3100-00

Obligated: \$100,000

Life of Project: \$100,000

Dates: January 1, 1993 - June 30, 1994

Background: In June 1992, leading participants in South Africa's Housing Sector agreed to establish a "National Housing Forum, to serve as a forum so that the 17 original members comprised of political organizations, trade unions, civic organizations, business organizations, and development organizations, plus any additional members could "serve the interest of the general public" in the formulation of a non racial, national housing policy. A few months later the National Housing Forum Secretariat Trust was established to promote the necessary support to the Forum. (The National Housing Forum is not a legal entity itself).

Purpose of Grant: This Grant is to provide the necessary financial resources to the NHFST for consultants to its "Working Groups", which deal with subjects including: land and services; end user finance and subsidies; housing type and delivery systems; and restructuring the built environment and hostels. It is anticipated that the NHFST shall cause to be drafted a set of national housing principles which shall define a new, non-racial housing and urbanization policy for South Africa.

As of November 12, 1993

**NEW SOUTH AFRICAN HOUSING ASSOCIATION (NSAHA)
P.O. Box 33358
Jeppestown 2043**

Contact: Mr. James Ngobeni
Tel. (011) 339-2654 Fax. (011) 339-6254

Principal Place of Performance: South Africa

Grant Agreement No.: 674-0312-G-SS-2077-00

Obligated Amount: \$300,000

Life of Project: \$400,000

Dates: August 11, 1992 - July 31, 1995

Background: The New South African Housing Association, a section 21 organization, was formed at the behest of Nelson Mandela by Dr. Nthato Motlana. Its Board has concentrated its efforts on consulting with communities to determine appropriate housing types and land suitable for the construction of affordable houses.

Purpose of Grant: To provide support to the New South Africa Housing Association's effort to alleviate the massive housing problem in South Africa by providing affordable housing to low income black South Africans. Funding will be provided for:

- (a) Establishing equipment and operating an office;
- (b) Staff salaries and travel; and
- (c) investigating and developing potential projects for affordable housing in South Africa.

As of November 12, 1993

**HOUSING FOR PEOPLE AND EMPOWERMENT (HOPE)
P.O. Box 300
WITS 2050**

Contact: Mrs Joan Fubbs
Tel. (011) 640-5898 Fax. (011) 882-4183

Principle Place of Performance: PWV Region

Grant Agreement No.: 674-0312-G-SS-3058-00

Obligated Amount: \$100,000

Life of Project: \$100,000

Dates: June 17, 1993 - June 30, 1994

Background: HOPE is a newly founded organization created by a group of committed individuals who have been active supporters of community based private sector housing development. The HOPE Trustees believe that it was vital to form a new association to support a structured program of outreach to the thirty three PWV informal or squatter areas presently involved in the HOPE program. The Trustees could then bring their own business and real estate expertise to assist disadvantaged South Africans rebuild their own communities and help to empower the squatter communities.

Purpose of Grant: This Grant is to provide financial support to HOPE for its presentation of:

- (1) Three Technical Seminars, 125 representatives from the PWV region on local empowerment for housing and community redevelopment.
- (2) Two Intensive Workshops ("Training of Trainers") for 50 PWV community leaders; and
- (3) Ten Field Investigations to assist in conflict resolution in PWV squatter or informal settlements.

Through these seminars, workshops and investigations, squatter leaders and the communities they serve will become full partners in the housing and community development process.

As of November 12, 1993

**INSTITUTE FOR TRAINING AND RESEARCH FOR LOCAL
GOVERNANCE AND DEVELOPMENT (ITRLGD)
University of the Western Cape
Private Bag X17
Bellville 7535**

Contact: Mr. Thozamile Botha
Tel. (021) 959-2501 Fax. (021) 959-3041

Principal Place of Performance: South Africa

Grant Agreement No.: 674-0312-G-SS-3073-00

Obligated Amount: \$550,000

Life of Project: \$1,000,000

Dates: April 15, 1993 - December 31, 1994

Background: The National Institute of Local Government And Development (ITRLGD), a Section 21 Company, is one of the first black led NGO's, representative of the disadvantaged South African Community to emerge in the area of local government. ITRLGD undertakes research, training, information dissemination and coordination in the critical area of local government.

Established in 1992, ITRLGD is an outgrowth of the Local Government and Planning Policy Research Project which has been examining central issues in the area of South African local government since 1990.

Purpose of Grant: To provide ITRLGD with support to assist in the establishment of a unified, equitable system of local government in South Africa. This Grant will provide funding for:

- (a) initial capital cost to establish ITRLGD;
- (b) Salaries and running costs for a 21 month period;
- (c) funding for training, research activities and workshops; and
- (d) an evaluation and audit.

The services provided by ITRLGD will ensure that black South Africans will achieve equitable and appropriate local government structures.

As of November 12, 1993

**SOUTH AFRICAN BLACK TECHNICAL AND
ALLIED CAREERS ORGANIZATION (SABTACO)
P.O. Box 5012
Braamfontein, 2017**

Contact: Mr James Ngobeni
Tel. (011) 339-2654 Fax. (011) 339-6254

Principle Place of Performance: Johannesburg

Grant Agreement No.: 674-0312-G-SS-3093-00

Obligated Amount: \$100,000

Life of Project: \$350,000

Dates: July 1, 1993 - September 30, 1995

Background: Though SABTACO was formed in 1990 it is recognized as South Africa's leading organization focusing on the welfare and unique problems of South African black Technical professionals. The purpose of SABTACO is to:

- (a) advance the technical disciplines in the black community;
- (b) exchange knowledge and experience or the relevant disciplines;
- (c) promote high professional standards;
- (d) promote technical education and training; and
- (e) assist black professionals to achieve opportunities in the pursuit of their chosen careers.

Purpose of Grant: To fund cost of this two year program including:

- (a) expenses to equip the Urban Development Planning Project Office;
- (b) staff and support salaries and related expenses to design and produce a "planners Notebook" with an instructional video and a newsletter and related workshops
- (c) to make planning education more accessible to black South Africans
- (d) promote a community based planning perspective to the South African Government

As of November 12, 1993

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LAWYERS FOR HUMAN RIGHTS (LHR)
713 Van Erkom Building
Pretorius Street
Pretoria

Contact: Mr. Brian Levison
Tel. (011) 331-3465/6 Fax. (011) 331-6860

Principal Place of Performance: South Africa

Grant Agreement No: 674-0312-G-SS-2074-00

Obligated Amount: \$250,000

Life Of Project: \$250,000

Dates: July 11, 1992 - December 31, 1993

Background: LHR is considered one of the most effective, politically neutral organizations in South Africa today. Its efforts to curb human rights abuses and to promote due process and the rule of law have given them a clear understanding of the many problem areas in the justice system. In April 1990 the LHR Housing Rights Unit began working as a project of the Legal Aid Bureau and then became an independent entity in December 1991. On July 1, 1992 the Human Rights Unit was incorporated as a unit of LHR to address violations of disadvantaged South Africans' basic human right to adequate shelter.

Purpose of Grant: This grant is to provide financial support to LHR's Housing Rights Units program in Johannesburg and the program to expand to the provinces and ultimately establish a branch in each of LHR's fourteen regional offices. Funding will be provided for program administration and staff development; the development of a resource center; seminars and workshops; and a litigation fund.

As of November 12, 1993

**LEGAL RESOURCES TRUST (LRT)
P.O. BOX 9495
JOHANNESBURG
2000**

Contact: Mr. Geoffrey M. Budlender
Tel: (011) 836-9831 Fax: (011) 836-8680

Principal Place of Performance: Cape Town

Grant Agreement Number: 674-0312-G-SS-3064-00

Obligated Amount: \$ 150,000

Life of project: \$150,000

Dates: June 17, 1993 - June 30, 1995

Background: Founded in 1978, The Legal Resources Centre is a non-profit Law Centre which employs lawyers and support staff to provide skilled legal assistance to the most disadvantaged members of the South African society. With limited resources, it concentrates its' efforts on issues affecting a wide community. Today the main focus of the Cape Town office is land, housing and the provision of housing-related services.

Purpose of Grant: To provide support to the Legal Resources Trust, acting as financial agent for the Legal Resources Centre, to expand and enhance it's housing advocacy program for township residents, hostel dwellers and other disadvantaged communities in Cape Town.

The three major components are:

1. Assisting homeless communities seeking land and the establishment of services and facilities;
2. Transformation of "hostels to homes" in townships surrounding Cape Town; and
3. Adjudication, negotiations and advocacy in land restoration claims.

As of November 12, 1993

DEVELOPMENT LAW SERVICES TRUST (DLST)
c/o E.F.K. Tucker
P.O. Box 9
Johannesburg 2000

Contact: M. Erica Emdon
Tel. (011) 331-7211 Fax. (011) 331-3470

Principal Place of Performance: Johannesburg

Grant Agreement No: 674-0312-G-SS-3030-00

Obligated Amount: \$200,000

Life Of Project: \$400,000

Dates: June 5, 1993 - April 30, 1996

Background: Development Law Services Trust is a newly created non governmental organization (NGO) founded by a group of committed individuals who have been active supporters of community based, private sector housing development. Its main objectives are: 1) to provide proactive and strategic legal services to black communities; 2) to empower black communities to manage, initiate, and control the delivery of housing and community facilities; and 3) to normalize the historic inequalities that exist in respect of land and tenure rights.

Purpose of Grant: This Grant will support the DLST to establish its operations to alleviate the massive housing problem in South Africa by providing legal services to facilitate the transfer of public housing to the occupants and support housing developers who can deliver affordable housing to low income black South Africans.

As of November 12, 1993

HOUSING CONSUMER PROTECTION TRUST (HCPT)
P.O. Box 1198
Johannesburg
2000

Contact: Mr. Humphrey Khoza
Tel: (021) 408-4047 Fax: (021) 25-3807

Principal Place of Performance: Johannesburg and four other centers

Grant Agreement No: 674-0312-G-SS-3081-00

Obligated Amount: \$ 125,000

Life of Project: \$125,000

Dates: July 2, 1993 - June 30, 1995

Background: Launched on March 24, 1993 the HCPT is a Non Governmental Organization (NGO) created to address the exploitation that many black South Africans face when attempting to acquire housing. The exploitation is the result of the severe housing shortage for low-income people coupled with inadequate information on the working of the housing market. HCPT's objectives are to educate consumers about their rights and to create mechanisms and institutions attacking the cause of the problem through legislation and legal advocacy.

Purpose of Grant: This grant will provide financial assistance to HCPT to establish it's principal program, "A support advice service for the housing consumer awareness campaign". The funding will go towards the creation of five advice centers to be located in Johannesburg, Cape Town, Durban, East London and Bloemfontein.

As of November 12, 1993

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Annex 5.
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