

Grants Management and Technical Assistance (GMTA)

Contract for USAID/SA/SO I

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Abbreviations, Acronyms

AOJ	administration of justice
ANC	African National Congress
APS	Annual Program Statement
COP	chief of party
Crea SA	Creative Associates South Africa
CSO	civil society organization
CSSP	Civil Society Strengthening Program
CSU	Civil Society Unit (USAID)
CTO	cognizant technical officer (USAID)
D/G	Democracy and Governance
DPLG	Department of Provincial and Local Government
DOJ	Department of Justice
GMTA	Grants Management and Technical Assistance
IDP	Integrated Development Plan
IR	intermediate result
KZN	KwaZulu-Natal
LGSP	Local Government Support Program
LED	Local Economic Development
LGU	Local Government Unit (USAID)
M&E	monitoring and evaluation
MSI	Management Systems International
NCPS	National Crime Prevention Strategy
NPA	National Prosecuting Authority
NGO	nongovernmental organization
PSC	Project Steering Committee
PIA	Project Implementation Agent
RAASP	Research and Analytical Strengthening Program
RFA	request for applications
RFP	request for proposals
RLU	Rule of Law Unit (USAID)
SA	South Africa
SADC	Southern African Development Community
SALGA	South African Local Government Association
SARS	South African Revenue Service
SEP	Senior Executive Program
SO	strategic objective
SO 1	[Democracy and Governance] Strategic Objective 1 (USAID)
USAID	United States Agency for International Development

Executive Summary

The Grants Management and Technical Assistance (GMTA) contract, under USAID/South Africa's Democracy and Governance Strategic Objective 1 (SO 1), was signed in September 1997 with Creative Associates International Inc. (Crea) and will end in January 2005, after seven years. The project, with a value of over \$40 million, managed more than 230 activities for the Mission in the form of grants, subcontracts, participant training and workshops. It also provided logistical support to USAID and its government partners, to help consolidate democracy and governance in South Africa.

This report charts GMTA from inception to completion. It highlights changes in intermediate results pursued under USAID/SO 1 and the resulting changes in programming. Most of the project was implemented after USAID had established three operational units in response to these changes—Civil Society (CSU), Rule of Law (RLU) and Local Government (LGU)—so the report highlights those units' development. It also looks at the context that shaped programming and highlights activities implemented under the units.

In discussions with USAID on the format and content of this report, it was agreed that the report would include an analysis of activities managed by Crea, in addition to an evaluation of the required services provided under the GMTA contract. The report provides an overview of the context for the project, its activities, and efforts to determine whether those activities contributed to democratic development, consolidation and advancement in South Africa. It also presents lessons learned, both in terms of what has happened under GMTA, and offers ideas for the design of a similar activity that USAID's Democracy and Governance office might consider.

To complement the report's narrative, Crea carried out a desktop coding exercise meant to provide a quantitative determination of project achievements. The parameters for both the coding exercise and the qualitative narrative were finalized using input from a workshop involving the USAID cognizant technical officer for GMTA and Crea staff members in August 2004. The coding exercise, which was reviewed by USAID/SO 1 unit managers, demonstrated that those closest to the project's implementation overwhelmingly believe that USAID has succeeded in advancing democratic consolidation in South Africa. In total, 82 percent of RLU projects, 74 percent of LGU projects and 92 percent of CSU projects were ranked as contributing to, or significantly contributing to, reaching USAID's strategic objective in democracy and governance.

The report is structured as follows:

Section 1	Introduction and Background
Section 2	GMTA Contract and Crea SA as Contractor
Section 3	Rule of Law Overview
Section 4	Local Government Overview
Section 5	Civil Society Overview
Section 6	Additional Activities
Section 7	The Coding Exercise
Section 8	Conclusion and Recommendations
Annex 1	Matrix of Activities Funded Under GMTA
Annex 2	Sample Success Stories

1. Introduction

1.1. Background and Context

In September 1997, Creative Associates International Inc. (known in South Africa as Crea SA), a Washington, D.C.-based consulting firm, was awarded the Grants Management and Technical Assistance (GMTA) contract by the U.S. Agency for International Development (USAID). A strength Crea brought to this work was its presence in South Africa since 1994 on another USAID-funded initiative,¹ and the firm was able to demonstrate in its winning proposal a good understanding of the South African context along with an ability to respond to the contract requirements. As the project's name suggests, the main activities within GMTA were managing grants, logistics and other technical-assistance instruments on behalf of the Democracy and Governance (D/G) unit of USAID/South Africa. It was a huge contract for its time, having a ceiling of just over \$42 million, with more than half of that amount intended for grants to South African NGOs, universities, consulting firms and development groups, in support of USAID D/G objectives. Because of the complexity of the project, Crea fielded a highly qualified team that was led—for the first five years of the project—by a former USAID contracting officer.

GMTA was a new way of doing business for USAID. It was a product of a new operations policy connected to the “right-sizing” of USAID by contracting out services that were previously provided in-house. The contractor was to provide services to USAID/South Africa's Democracy and Governance program, in support of its Strategic Objective 1, which at the time read, “Democratic Institutions Strengthened Through Civil Society Participation.” The strategic objective was underpinned by six intermediate result (IR) areas (presented in Table 1) and contributed to USAID's broader focus in South Africa.

USAID's overall goal in South Africa at the time of the GMTA contract award was to support the country's “sustainable transformation” from the discredited apartheid-era policies and systems to ones that met the needs of all South Africans. Sustainable transformation went beyond assisting short-term transition efforts, but not as far as long-term sustainable development. USAID-supported efforts focused on sustainable sectoral transformation of a wide swath of sectors—the private sector, housing, health, education, governance and economic policy—designed to ensure an environment for long-term development and growth.

Under USAID/SA's objective at the time, “sustainable transformation” was defined thus:

Sustainable transformation will have been achieved when South Africa is at the point where democracy is sufficiently consolidated; basic systems and policies for social service delivery in education and health are moving from being fragmented to being unified; and institutions are establishing mechanisms so that the historically disadvantaged and previously disempowered women and men participate in, contribute to and benefit from the development of South Africa.

USAID's secondary goal was political, social and economic empowerment:

- To strengthen the capacity of the historically disadvantaged population to take the next steps in their own and their community's development.
- To empower the historically disadvantaged to sustain the transformation and development processes, and to ensure gender balance.
- To increase opportunities for women and men to participate in, contribute to and benefit from the development of their country.

¹ Creative Associates International Inc. had been working in South Africa since 1994 on an education project called the Tertiary Education Program Support (TEPS).

The focus of SO 1 was expressed in six intermediate results:

Table 1

Strategic Objective 1 Intermediate Result Areas (1997)	
IR 1.1	<i>Access to Justice:</i> Increased access to an effective and equitable justice system
IR 1.2	<i>Rights Education and Protection:</i> Society knowledge and protection of rights and their practice strengthened.
IR 1.3	<i>Conflict Resolution:</i> Capacity to manage and resolve democracy-threatening conflicts strengthened.
IR 1.4	<i>Public Policy Participation:</i> Civil society and public participation increased in public policy formulation in selected areas.
IR 1.5	<i>Managing Participatory Development:</i> Strengthened capacity of selected government institutions to manage participatory development.
IR 1.6	<i>Partnerships for Development:</i> Innovative, community oriented models of partnership (civil society, government and private sector) developed and/or disseminated.

These intermediate result areas were prudent, given South Africa’s political and legislative landscape at that time. In 1994, the country conducted its first democratic elections, laying the groundwork for political transformation. In the years following 1994, many transformational and developmental challenges facing South Africa became apparent. The South African government understood that the achievement of structural and political changes toward democracy was just the beginning of an effective, sustainable transformation. It knew that it had to develop a policy and legislative framework to address substantive matters, such as how to improve the lives of previously disadvantaged citizens. This meant shifting public resources and developing systems and procedures rooted in a new framework of democracy that enabled faster delivery of services—housing, education, electricity and water—to all of South Africa’s previously disadvantaged groups.

Between 1994 and 1997, numerous laws were enacted to overturn discriminatory legislation from the apartheid era. These new laws were based on values enshrined in the new Constitution. The government’s commitment to participatory governance was clear in the opportunities accorded in the legislative process for public input. This included the establishment of the National Economic Development and Labor Council to bring together business, labor, government and communities for consultation on major socioeconomic policies and endeavors, and the emergence of various development agendas, including those of civil society organizations (CSOs). The South African Constitution, adopted in 1996, further articulated the need for protecting citizens’ rights, in full cooperation with civil society, by mandating the establishment of the “Chapter 9 institutions,”² which are:

- The Public Protector
- The Human Rights Commission
- The Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities
- The Commission for Gender Equality

² These institutions were established per Chapter 9 of the South African Constitution.

- The Auditor General
- The Electoral Commission

These were independent institutions, subject to the Constitution and the laws established to support constitutional democracy.

By the time it issued its request for proposals for GMTA, the USAID D/G team had worked more than a year to streamline and develop a program that would focus on democratic consolidation and participatory development.³ As a result (and as is evident in D/G's articulation of its 1997 strategic objective and intermediate results), the focus was contributing to the creation of an effective rights-based justice system and the inclusion, strengthening and participation of civil society in the political landscape.

Before 1994, most CSOs had an anti-apartheid stance and acted to bring about democratic change and provide services to disadvantaged South Africans in the absence of state provision. The post-1994 period brought about many conceptual challenges for CSOs, especially in how to position themselves vis-à-vis the new legitimate government. Many organizations struggled with the question of how to remain independent of the government and holding it accountable, versus dealing with the new interdependence that had begun to emerge with CSOs and government jointly tackling the challenges of political, social and economic transformation.

In addition, many CSOs were being challenged by their very engagement with the government. Many organizations had the capacity to carry out their core programs, but they needed new skills and information for effective engagement, advocacy and government lobbying. Because a strong and vibrant civil society is considered crucial to democratic consolidation, the focus of USAID's then-new (in 1997) D/G program for South Africa responded to an important democratic requirement: to not only strengthen civil society and democratic pluralism, but also to contribute to creating an environment in which other development goals could be reached.

Following the second democratic elections in 1999, challenges relevant to democratic consolidation were intensifying. The government itself was under pressure to transform its bureaucratic mind-set and organizational culture and develop capacity and technical expertise to implement the many legislative changes made soon after 1994. It also was coming to realize the importance of becoming more efficient in providing services. The pressure that government was feeling at that time was made clear in a 1997 speech by President Nelson Mandela at the 50th conference of the African National Congress in Mafikeng. Mandela cited the role of NGOs and foreign donors in post-apartheid South Africa and precipitated a re-examination of USAID's strategic focus and program development. In his address, the president criticized some NGOs and the undisclosed agendas of some foreign donors. He referred to a *Review of the USAID Program in South Africa*, dated November 5, 1996, that was prepared by two staff members in the U.S. Congress. The review stated that:

AID's program is not so much support for the Mandela government as support for AID's undisclosed political activities within the South African domestic political arena involving the most difficult, controversial issues in South Africa. By funding advocacy groups to monitor and lobby for changes in government policies and even setting up trust funds to pay for legal challenges in court against the new government's action or inaction, AID is in some respects making President Mandela's task more difficult.

Later, the review stated:

³ As documented in USAID's request for proposals for GMTA.

Two-thirds of AID’s funding ... is used to fund AID-dependent NGOs. ... The old “struggle NGOs” have been redesignated by AID as “civil service organizations” (or “CSOs”). AID now funds CSOs to “monitor public policy, provide public information, and advocate policy alternatives” and to serve as “sentinels, brokers and arbiters for the public will.” The purpose of AID funding is to enable these CSOs to “function as effective policy advocacy groups” and “to lobby.” ... “Through its NGOs, AID intends to play a key role in domestic policy concerning the most difficult, controversial issues of national politics. AID’s political agenda is ambitious and extensive.”

In response, Mandela said: “The past three years have taught us the lesson that there are NGOs and NGOs. As a movement, we have to learn to make this distinction, recognize the great relevance and importance of the community-based organizations (CBOs) and defeat the pressure blindly to accept a liberal determination of which organization is an NGO and what role such NGOs should play.”⁴

Mandela’s speech prompted many foreign government donors to take a hard look at their strategies and engagement with the South African government on their program formulation and development. After this clear message to donors, and USAID in particular,⁵ the Agency—mindful of being supportive and responsive to the relatively new legitimate government—began making changes to the focus of its D/G results, consolidating intermediate results into three key areas. This was done through USAID’s annual consultations with governments and in discussions with various government departments and officials. The newly formulated IRs were:

IR 1.1—Access to Justice. Its main focus shifted to building capacity for more efficient and effective administration of justice.

IR 1.2—Local Government Support. Recognizing that local government is a critical vehicle for meeting basic needs and improving the quality of life, this new IR focused on supporting the development of effective and democratic local government:

IR 1.3—Civil Society Support. This was consolidated and remained as IR 1.3, focusing on creation of an enabling environment for strategic CSO-government partnerships for improved policy development and service delivery.

This reformulation also gave rise to three consolidated units within SO 1, each managing one of the IRs. The majority of the activities managed by Crea SA over the life of the GMTA project were aligned with this consolidated D/G focus.

As a result, in 1999 the USAID D/G focus shifted from one driven by justice sector restructuring and civil society strengthening to one centered on the development of strong public sector management capacity. The rationale for change was that in order for substantive democracy to become a reality, an able, efficient and effective government needed to be in place.

1.2. Purpose of This Report

This report was written to meet one of the closeout requirements of the GMTA contract. It is meant to supplement the 26 quarterly reports submitted to USAID over the past seven years, the success stories developed, and other closeout and evaluative reports on activities submitted. It is the last report due to USAID under the requirements of contract No. 674-C-00-97-00091-00.

⁴ *Report by the President of the ANC, Nelson Mandela, to the Fiftieth Annual Conference of the African National Congress, Mafikeng, 16 December 1997.*

⁵ A knowledgeable USAID/SA staff member told Crea that Mandela’s Mafikeng speech caused an uproar in USAID/SA and nearly eight months were spent doing damage control.

1.3. Report Format and Structure

Discussions with USAID about this report's format and content yielded an agreement that it would contain an analysis of activities managed by Crea SA, as well as an evaluation of the services required by the contract. It provides an overview of the context, activity content of the project and attempts to make a determination as to whether the activities conducted under this project contributed to democratic development, consolidation and advancement in South Africa. It will further draw out lessons learned both in terms of contract performance as well as the impact of activities carried out under the contract. It will highlight considerations for the future design of a GMTA-type activity that USAID as a whole might benefit from. To complement this narrative, a desktop coding exercise was completed by Crea SA for the report, which is meant to provide a quantitative estimation of the project's success. The scale used for the coding exercise and the focus of the qualitative narrative were finalized from input from a workshop held with the GMTA cognizant technical officer and Crea staff in August 2004.

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2. The Crea SA GMTA Contract

2.1. Background

As stated at the beginning of this report, the GMTA contract was initiated and developed as the outgrowth of USAID policy at that time to "right size" operations by contracting out management services previously done in-house. One of the first of its kind to be implemented, the D/G GMTA contract was designed to deliver a basket of services that would contribute to democratic consolidation in South Africa.

The key initial features of GMTA were the provision of grants management, technical assistance, logistical support, special studies and occasional sectoral assessments and environmental impact studies.⁶ The contract was initially signed for a five-year period (1997-2002) on a cost-reimbursement-plus-fixed-fee basis. In 2002, the contract was extended for two years, mainly because the depreciation of the rand led to surplus dollars remaining available in the contract. By the end of the December 2004 contract, Crea SA would have managed a portfolio of more than 230 projects/activities including grants, subcontracts, workshops, travel arrangements and logistics, conferences, and participant training. The total dollar amount of activities managed under this project is about \$28 million.

⁶ As the contract unfolded, financial management came to have equal, or perhaps even greater importance to grants/program management, from two perspectives: helping grantees develop grant-worthy financial systems and procedures, and continually adjusting, and advising USAID on, the rand value of the committed dollars due to a roller-coaster ride of the South African currency's depreciation in the contract's early years, and later adjusting for rand appreciation in the contract's final two years.

As per the original proposal (which was subsequently incorporated into the GMTA contract), the RFP was interpreted and the contract structured to contribute to the following nine Civil Society-oriented results:

1. Increased number of civil society organizations in target sectors engaged in solicitation process.
2. Increased number of grantees meeting USAID financial and programmatic guidelines for implementation, financial and results reporting.
3. Grantees improve their financial, programmatic and impact results.
4. Grantees conduct orderly closeout.
5. Grantees Institutional and Economic sustainability improved.
6. Financial and Management systems are in place.
7. Organizations develop the capacity to track and report significant project results.
8. Grantees using results monitoring as a project management tool.
9. Grantees using strategic planning processes to set institutional objectives and project implementation planning to define activities to meet them.

While these results remained central throughout project and encapsulated what it delivered, insofar as GMTA was making grants to nonprofit organizations,⁷ its focus evolved substantially during its seven years. For Year 1 (1998), Crea SA inherited the management and closeout of existing grants that USAID/SA had funded before the start-up of GMTA.

Years 2 to 4 (1999-2001) saw a shift in the D/G focus (as described in Section 1.2). While Crea continued in its intended role, much time was dedicated to providing support to USAID in the form of technical assistance, research and special studies through subcontracts for the design, development and implementation of the Mission's new IR areas, and in being responsive to government needs. The local government and rule-of-law components of the D/G program were later added as focus areas.

While a good portion of the USAID-funded support and assistance to the Department of Justice and the Department of Provincial and Local Government was designed and planned, there were many "impromptu" requests from the South African government via USAID that Crea SA had to accommodate (such as workshops, studies, and local and international travel). In the last two years of the project, Crea SA provided technical assistance and oversight on the local government component, replacing a subcontractor that had functioned as the Project Implementation Agent.⁸ While this was not part of GMTA's original design, nor of the local government program, the early closeout of the technical assistance subcontract due to budgetary constraints, as well as the unanticipated, prolonged technical oversight required to implement the local-government activities, necessitated this development.

2.2. Implementation

To assist with identity and branding apart from the main headquarters, Creative Associates International Inc. decided to operate as Crea SA in South Africa. Opening for business late in 1997, the operations began with six core staff members. The contract was designed to begin with a minimum of employees in Year 1 and grew incrementally for three years until the entire 12-

⁷ For various reasons, explained later in this report, a number of grants were given to for-profit entities, especially in the LGU area, and these entities were not as constrained in terms of income generation and sustainability compared with most nonprofit organizations.

⁸ The Project Implementation Agent (PIA) was tasked with helping with the design of LGU projects, plus selection and oversight of service providers in the local government area. This subcontract ran from July 2001 to October 2003 with mixed results, prompting USAID to decide in late 2003 that Crea could do as good, or better, a job overseeing the technical aspects of the GMTA local government component.

member staff was in place. The original proposal featured a U.S. subcontractor, Management Systems International (MSI), a Washington, D.C.-based consulting firm that was brought on board to assist with special studies required under the contract.⁹

From the outset, Crea SA established three main departments—Finance, Administration and Program—to manage the project. The Program and Administration departments were initially both managed by the chief of party (COP). However, with the increasing number of activities being implemented, and with the general management demands being greater than expected, a separate Program department, under the leadership of a program director, was created in 2000 and eventually the administration component was moved under Finance.

Crea SA was fortunate to have an excellent, diverse staff skill set, to handle all of the requirements of an evolving \$42 million contract, which at its peak had between 75 and 100 activities in the form of grants, subcontracts, studies, participant training and workshops operating simultaneously across South Africa (and in the case of participant training/study tours, in the United States and other countries). As a result of having a retired USAID contracting officer (with 20 years of experience) serving as COP for the first five years of GMTA, Crea SA's systems and procedures were compliant with those of USAID. The Crea SA finance director, who stayed with the project from its inception to its last year, was an ex-USAID finance staff member. Crea SA's program director was an activist, with excellent ties to the CSO community. She not only understood the development context in South Africa, but had the technical knowledge and skills required for managing the expansion of GMTA from its initial limited scope to one covering myriad project areas. In short, Crea SA staff ensured that the project grew into one that was well organized, efficient, and responsive to both the needs of USAID and the subcontractors and grantees.

In addition to the right staff combination, the project developed sound policy and procedures both to meet USAID rules and regulations and to standardize operations. This provided a good working operational environment for sound, efficient and effective execution of its administration, financial and programmatic functions. As the project unfolded, internal systems and procedures were reviewed and revised to improve operations. Some of the “tools” Crea SA developed to manage the various components of the project included templates for pre-award assessments, reporting, and sample policy and procedure manuals for grantees.¹⁰ There were cases in which grantees did not meet requirements for eligibility to receive USAID funds in the pre-award assessment; however, in these cases Crea offered financial and/or programmatic technical assistance. With this hands-on support, many organizations were subsequently deemed grant worthy by Crea, and went on to run successful USAID-funded activities.

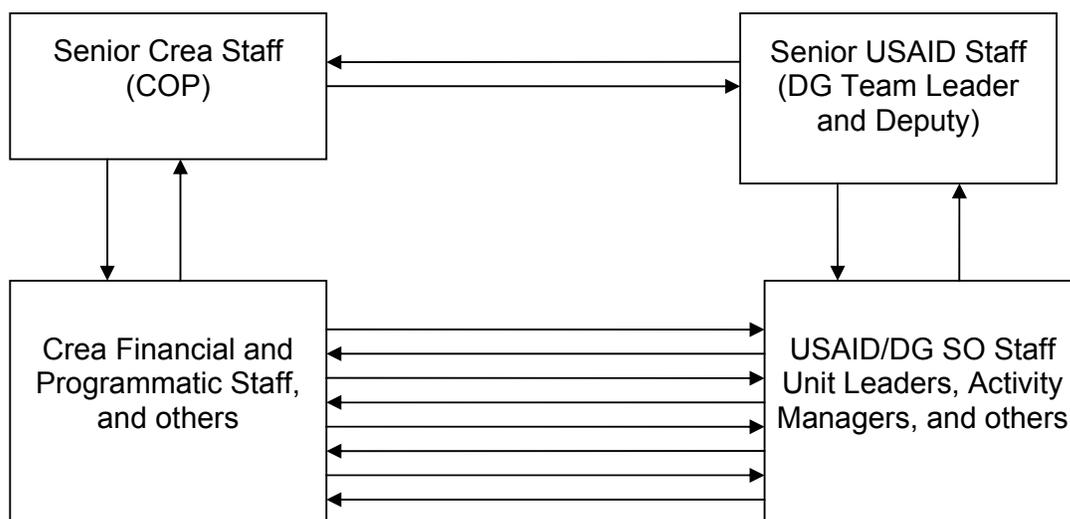
On a fairly regular basis throughout the project, USAID and Crea had discussions on GMTA's management and implementation procedures. While the contract stipulated core requirements and contractor deliverables, the mechanics of how everything was supposed to work was not clearly articulated. Through trial-and-error and constructive discussions between USAID and Crea, documents were developed that provided a mutual understanding of roles and responsibilities, procedures for consultations, and timetables. Relationships, reporting requirements and clearly defined roles were also discussed until the parties agreed on how things should work.

⁹ MSI was involved in the GMTA contract on only one study, in 1998. It is significant that USAID, with Creative Associates, determined that there was no further need for U.S.-based technical assistance beyond what Creative had to offer, because of the high level of indigenous capacity within South Africa.

¹⁰ USAID/SA staff members have noted that Crea SA tools, systems and procedures were the “gold standard” for grants management in South Africa and were adopted by several other USAID contractors.

One of the trickier aspects of managing the relationship went to the heart of Crea SA’s role in South Africa—USAID was the donor, but Crea was often the “face” for the funding in the eyes of grantees. This led to confusion at various points during the project of who was responsible for what. There were instances in which USAID staff would engage in grants management discussions (such as realigning grant budgets) without the presence of Crea staff, and probably other times when Crea staff met with grantees about changing project outcomes without USAID staff present. In some cases, Crea would represent USAID in meetings with outside stakeholders, such as local government officials, and when the Project Implementation Agent (PIA) was also brought in, further confusion about roles and responsibilities arose.

The communication structure between USAID and Crea SA was elaborate. An October 2002 study of this structure by Creative Associates International Inc. revealed the following communication patterns.¹¹



The patterns show there was much communication between both sides. The communication structure was mostly flat, with direct communication between the various actors. While this high degree of contact and collaboration tended to boost day-to-day productivity, it sometimes caused problems, because there was not always enough effective intraoffice communication to ensure that all of the actors involved (the 2003 combined staff totaled 26) were kept in the same loop.

The status quo was often disrupted by changes in staff at both Crea SA and USAID, and new challenges emerged. This cycle of stimulus-response-fixing-refining became the modus operandi on which the project operated, making it dynamic and responsive. While this was a healthy ethos, it also made for an ever-changing work environment that required vigilance and constant nurturing.

Over its seven-year existence, GMTA had three USAID cognizant technical officers and three contracting officers. On Crea’s side, 2003 was a year of significant personnel change, which included a change in COPs, the adding of two senior program manager slots, and the departure of the long-standing program director. After a few months on the job, the new chief of party took on the added role of program director, with direct responsibility for the operations of the CSU portfolio. When this happened, the communication patterns between Crea and USAID depicted above became even more intricate.

¹¹ *USAID/Crea SA Focus Group Report*, Julie Nemon, October 2002

While there were issues related to roles and responsibilities and communication, on balance throughout the contract, these were overcome. A policy framework for operations, relationships and reporting to USAID was developed; procedural understanding of the mechanics increased; and better relationships developed. In short, the partnership between USAID and Crea SA had its ups and downs but generally worked well. Many factors and dynamics made GMTA an effective mechanism for SO 1 to do most of its work in South Africa. The most obvious advantage was that using GMTA relieved USAID of the project management burden and liability and shifted them to a flexible, private entity that was able to rapidly turn around requests from USAID, work on capacity-building with grantees, cover contract costs in between reimbursements from USAID, and make payments to grantees and subcontractors very quickly.

Crea's careful financial management of the project, in the face of local currency depreciation and, subsequently, sharp appreciation, worked to the benefit of USAID and GMTA. Rapid turnaround was a special advantage in dealing with the many requests USAID/Crea SA received from government departments that required quick processing of activities. Also, Crea dealt well with labor-intensive CSU and RLU APS processes, and the implementation of rounds one and two of the local government support program, which required processing high volumes of requests. Finally, in Crea SA's last year of operation, it worked through the bureaucratic tangle of the South African Revenue Service and was able to obtain a return of more than \$1 million on value-added tax that was credited back to the project.¹²

On the following page is a synopsis of variables and dynamic elements that affected the implementation of the project. While not an exhaustive list, it offers insight into some of the main issues that had an impact on implementation.

2.3. Enabling and Inhibiting Factors

This section will examine enabling and inhibiting factors as well as what worked and what did not. Enabling factors and things that worked:

- Good systems, structures and technical and managerial capacity.
- A COP for the first five years of the project who understood the needs, mind-set, rules and regulations of USAID and was able to establish a mechanism that kept its eye on the strategic objective and that firmly adhered to Agency regulations.
- Flexibility of the GMTA mechanism, which allowed for maximum responsiveness to changing needs.
- Team focus on outputs, and constructive troubleshooting and problem-solving.
- Sound policy and procedures that were constantly reviewed and refined.
- Good team execution of duties. The two main departments, Finance and Programs, worked in tandem, not in "silos," so they shared an understanding of procedure, processes and consolidation of functioning. This also enabled the departments to support each other when dealing with extraordinary workloads.

¹² It is estimated that by the time the project closes, more than \$1.3 million in refunds of value-added tax (VAT) will have been credited back to USAID. The "how-to" report Crea SA wrote for USAID on VAT has become USAID/SA's standard operating procedure for contractors dealing with the South African Revenue Service and obtaining VAT refunds.

- Effective tools developed for e.g. pre-award assessment tools, implementation plans, planning and monitoring template and other forms.
- A good electronic grants-management system that met USAID's and Creative Associates' reporting needs and allowed for simple, efficient financial and programmatic monitoring of activities.
- A tight financial control system. Crea worked with a range of organizations, from voluntary associations to highly bureaucratic universities, and were able to manage these differences. Despite all the different challenges that presented themselves, Crea had no financial write offs during its seven year run.

Inhibiting factors that were problematic arose mainly from the structure of the Crea team versus the SO 1 team. Key problems were:

- Lack of clarity and mutual understanding of roles, especially what the program component was set up to do. There was no proper orientation between the Crea team and SO 1 staff and its mandates; this affected the relationship between the parties and created confusion about who was responsible for what.
- A changing definition of what GMTA was set up to do, which Crea tried to be responsive to, often with a learning curve that had to be overcome.
- Little or no use of Crea's expertise in the design and development of the assistance packages, which resulted in administrative and management problems thereafter. For example, Crea advised against using grants for for-profit service providers in the LGU area, but this advice was not accepted.
- Communication requirements were inconsistent between the different units and USAID's cognizant technical officer (CTO) for GMTA. The many lines of formal and informal communication often caused confusion and lack of understanding, and were frequently revised.
- Lack of alignment of SO 1's reporting requirements to Crea SA reporting requirements to the grantees/subcontractors reporting requirements, which resulted in duplications and requests for information at USAID's reporting times.
- USAID's budgetary policy was not always appropriate for implementation. USAID policy requires annual planning of budgets and use of allocated funds within that year. This was sometimes difficult to achieve because implementation was affected by circumstances beyond the control of USAID and Crea SA. In addition, the priority often changed for the SO 1 team. There were times during the project when spending needed to be accelerated, while at other times spending had to be slowed. These changes were difficult to manage and caused confusion among grantees and subcontractors. This message was also inconsistent with principles of good project formulation, planning and implementation, which was shared with grantees at the inception of their grants. The issue of underspending led to budget cuts to SO 1's program, which ultimately affected the implementation of subcontracts and grants.
- A monitoring-and-evaluation (M&E) component was to have been in place, provided by another contractor. However, this did not materialize. To assist grantees, work plans were adapted for M&E use, but because no M&E framework was in place for GMTA, it was difficult to assess the project's real impact and effectiveness.

- Variations in the exchange rate between the U.S. dollar and the South African rand. Grants/contracts were allocated in dollars, converted at a monthly pegged exchange rate (based on the pattern of this relationship) into rand and then managed in rand over the life of the subcontracts or grants. This was a bonus in the initial years of the project as it meant a surplus of funds and an extension of the project at no or little cost to USAID. However, in the last few years of GMTA, this led to numerous problems when the rand strengthened, recovering more than 50 percent of its value. This meant less money was available because funds allocated in dollars did not go as far and required adjustments to budgets, refining and, in some cases, cutting of programs and numerous amendments to the mechanisms in place.
- Different priority areas and considerations of USAID's gave impetus to different management imperatives and inconsistency in grants management. For example, there was a stage at which USAID wanted to maintain a low profile on its funding support to grantees and subcontractors and was not enthusiastic about having the Agency's logo published on documents and publications funded by them. At a certain point, this changed, and Crea had to make sure that the publications-standard provision, which mandated use of the USAID logo on publications and electronic media products, was well understood and followed by grantees and subcontractors.

2.4. Lessons Learned

In considering both the enabling and inhibiting factors, the following lessons can be derived:

- A guideline for the operations of such a mechanism should be written into the contract.
- Reporting and formal communication regarding finances and programmatic matters from grantees/subcontractors to Crea SA to USAID/SA to USAID/Washington should be standardized, streamlined and coordinated.
- It is important to make pre-award assessments compulsory for all grantees and not issue grants to organizations with weak systems and procedures for financial and programmatic compliance until they have met minimum standards. While this may seem obvious, at times there was pressure to make grants to organizations that had poor compliance procedures because they were the only organization operating in a geographic region or were one of the only groups showing programmatic success in a certain topical area of importance to USAID. There were instances in which pre-award assessments were not conducted as rigorously as with other grantees, as recipients had received recent USAID funds previously, and this sometimes led to difficulty managing the activity.
- The contractor should have easy access to USAID's finance and contracts office. Toward the end of GMTA, many solutions were realized through direct work with these offices.
- Being responsive to the needs of USAID, partners and development needs is an important consideration for a contact such as GMTA. There were instances in which organizations selected by technical evaluation committees were deemed to be not grant-worthy because they lacked operational systems, capacity or proper management. Crea SA provided technical assistance to some of these organizations to develop systems and capacity until they met the criteria to receive USAID funding. One example was the Thoyohodou Victim Empowerment Centre, a community-based initiative whose groundbreaking work with local police stations in dealing with crime victims provided much-needed support, counseling and training. The organization had operated on a loose association basis until Crea's intervention. As a result, the organization was also able to

apply to other donors and secured additional funding. In general, Crea did a great deal of capacity-building for grantees, both on the programmatic and financial-compliance sides. While this was not emphasized as critically important by the GMTA contract, it did pay dividends in terms of improving the sustainability of various organizations we worked closely with, and should be a major feature of any future GMTA-like project.

3. Programmatic Activities

3.1. The Rule of Law Program

3.1.1. Background

At the Crea contract's inception, three IRs were implemented under the Rule of Law program:

- *Access to Justice*—Increased access to an effective and equitable justice system.
- *Rights Education and Protection*—Society's knowledge and protection of rights and their practice strengthened.
- *Conflict Resolution*—Capacity to manage and resolve democracy threatening conflicts strengthened

In addition to the above, the Administration of Justice (AOJ) program was in place under a bilateral agreement between USAID and South Africa's Department of Justice (DOJ). The goal of the program was to improve and transform the justice system to make it more accessible, representative, transparent and accessible for all South Africans. The ANC government had inherited a system that was discredited, inefficient and inaccessible to most South Africans—a system that needed urgent and sustainable transformation. The importance of improving the criminal justice system was rooted in the fact that South Africa has one of the highest crime

Centre for Criminal Justice: Helping the Dispossessed Claim What's Due

The Dlamini family lives in a remote rural area of Ixopo, KwaZulu Natal. Mr. Dlamini passed away in 2001, leaving behind his unemployed wife and four children. The husband had a policy with Old Mutual that was supposed to pay a lump sum of R65,170 to his wife upon his death. However, that transaction did not happen as planned since Mrs. Dlamini did not have a bank account.

To rectify the situation, Mrs. Dlamini opened an account with a hope that Old Mutual will deposit the money soon. However, the money was not forthcoming. About to give up, a neighbor introduced Mrs. Dlamini to the Outreach Support Centre.

In July 2003, Mrs. Dlamini visited the Outreach Support Centre at Ixopo. The Centre's Coordinator referred this case to the Centre for Criminal Justice, which took up the matter with Old Mutual and the bank. Both institutions were not providing the necessary information regarding the whereabouts of the money until the Centre for Criminal Justice threatened to report them to the Financial Services Board. It turns out that the bank had received the money but considered Mrs. Dlamini's account dormant and, therefore, closed the account. As a result, the money was returned to Old Mutual.

Through the Centre for Criminal Justice, pressure was put on Old Mutual to transfer the money to Mrs. Dlamini. Eventually, Old Mutual provided the funds and apologized for the inconvenience caused as a result of the delay. In a resource-scare environment, the assistance that the Centre for Criminal Justice provided was invaluable. Not only was justice served but also it made a huge difference in terms of quality of life for Mrs. Dlamini and her children.

rates in the world and initially, one of the lowest conviction rates – facts that make most South Africans feel unsafe and contribute to a growing disillusionment with democracy. It is also believed that the high crime rate affects investment, economic growth, unemployment and ultimately the quality of people’s lives, all of which are not conducive to advancing democratic consolidation.

**Centre for the Study of Violence and
Reconciliation: Helping Youth at Risk to Change
Behavior**

With USAID assistance, CSVR is working to prevent youth crime. Coordinating closely with school teachers and administrators to identify vulnerable children in grades 6 – 9, CSVR provides life skills trainings that help participants transcend crime situations and overall reduce youth criminal violence.

An example of CSVR’s assistance is Vusi Mthana, a 16 year old living in a township in Gauteng. Leading up to the first democratic elections, the township was engulfed with political violence in which many people lost their lives. The after effects of this violence is now rearing its ugly head as most people, particularly, youth, did not receive counseling and necessary support to deal with losses associated with the violence.

Vusi, grade 7, was reportedly aggressive both to teachers and students, only coming to school when he felt like it. The teachers, familiar with his background, referred him to CSVR. The CSVR facilitators did extra work to convince him to come regularly to the training workshops, including visiting Vusi at home to discuss the program in a non-threatening environment. These efforts paid off. Vusi realized that he did matter to some people after all and that there was a life different from the one he currently led.

After participating in the CSVR program for three months, the principal, teachers and other students reported changes in attitude on the part of Vusi. He now takes care about how he looks in public, dressing neatly and putting on a tie, something he never dared to do before. His aggressive behavior has also changed. Vusi’s teacher reported that he has assumed a leadership role in the class, showing initiative and encouraging other students to do well. As a reward for this good behavior, Vusi was appointed class monitor for a month period. Vusi is just one example of the types of changes CSVR is promoting within their target communities: helping youngsters heading down the wrong path to make the necessary changes to be productive members of society.

To provide a framework for transformation of the justice system, the DOJ issued a policy document in 1998, “Vision 2000,” that cited six objectives:

- An integrated and representative justice department.
- Access to justice for all.
- Safety, security and freedom from crime.
- Legitimate, representative and people friendly courts and other structures to administer justice.
- Effective and efficient education, training and information systems.
- A well trained, representative and evenly distributed legal profession.

In addition to this document, there were other policy statements that informed the overhaul of the justice system. The National Crime Prevention Strategy (NCPS) was the first jointly coordinated, intersectoral, interagency strategy to tackle crime prevention and was adopted by the central government in 1996. Its vision was to create a coherent and consolidated structure to frame all departments within the national justice system, built on the principles of transparency, accountability and predictability. More specifically, the NCPS rested on four pillars:

- The Criminal Justice Process
- Community Values and Education
- Environmental Design
- Transnational Crime

Another critical development during this period was the establishment of the National Prosecuting Authority (NPA). Established by the National Prosecuting Act of 1998, the Authority, through its national director, was initially charged with:

- Establishing a single National Prosecuting Authority in South Africa. (Previously there were 13 attorneys general in charge of prosecution in South Africa in an inconsistent and uncoordinated manner.)
- Developing national prosecutorial policy and submit it to Parliament within six months.
- Developing a national training strategy for prosecutors.

In being responsive to the priorities as highlighted, in 1999 USAID made a request for Crea SA to contract an AOJ design specialist to help analyze DOJ's assistance needs and make recommendations to USAID on the type and level of assistance that would be most appropriate. Parallel to this process was the contracting of two legal experts to develop, in conjunction with the MOJ, an analysis of the needs and priorities for the improvement of the SA criminal justice system. Out of these two processes emerged SO 1's current IR1.1: A more effective and accessible criminal justice system, focusing on four sub-IRs:

- *IR 1.1.1*—Improved management of justice sector institutions.
- *IR 1.1.2*—Improved case processing and court efficiency.
- *IR 1.1.3*—Selected crime and violence prevention strategies implemented and
- *IR 1.1.4*—Better prosecutor-led criminal investigations.

3.1.2. Activity Overview

Support under this project component was implemented via a combination of grants, technical assistance, contracts, logistical support, special studies, secondments and research. Use of the Annual Program Statement (APS), a solicitation process that remained open for a year, enabled the project to be responsive to topical issues in the sector and to government under the three sub-IRs. It is less prescriptive in the intended outcomes and outputs than a request for application (RFA), and it allowed more time for CSOs to respond. Grants awarded under the APS made critical contributions to sub-IR 1.1.3: Selected crime and violence prevention strategies implemented.

In addition to the Crea SA contract, activities under this unit were implemented through a coordination and management unit based at the DOJ that managed funds obligated under the department's bilateral agreement with USAID. Later in the contract, in February 2002, after the closeout of the CMU contract, USAID entered into an alliance with the Department of Justice (DOJ) and Business Against Crime (BAC), a nonprofit association of major South African corporations that has joined forces with the government in the fight against crime.

Support under the RLU can be categorized as follows:

- **Support to the NPA.** USAID provided important assistance in the establishment and institutional strengthening of the National Prosecuting Authority (NPA). The NPA has five units, each dealing with specific areas of crime prosecution and prevention and one with support functions—Asset Forfeiture, Special Operations (“Scorpions”), Sexual Offences and Community Affairs (SOCA), Court Administration and Corporate Services, which housed the support functions. Support to the NPA via Crea SA consisted of capacity-building through training, secondments, exchange programs, organizational and staff development, support and research, and special studies. While it is difficult to assess the precise impact USAID support made to the development of the NPA, the

Agency was able to provide crucial, targeted support (tied to the NPA's own understanding of its developmental needs) when the organization requested it. Support to the NPA contributed to all three of RLU's sub-IRs (1.1.1 Improved management of justice sector institutions; Improved case processing and court efficiency, 1.1.3 and 1.1.4 Better prosecutor-led criminal investigations).

- **Support for Crime Victims.** Much crime in South Africa is violent, and a substantial amount of this is directed against women and children, so the RLU supported several NGO initiatives that provided legal and victim support services, prepared child victims to testify in court, and monitored cases involving domestic and other forms of violence against women and children, as they move through the legal system. The RLU supported an activity to build NGO capacity in performance monitoring. This set of activities contributed to sub-IR 1.1.3: selected crime and violence prevention strategies implemented.
- **Research and Policy Development.** Support was provided for important research and special studies that made crucial contributions to policy development, administration of justice and rule of law in the country, such as the Criminal Justice Monitor and studies on organized crime, rape and asset forfeiture, all of which generated new data, information and knowledge.

3.1.3. Highlights

While all the activities supported under this program were considered important, there were a few that should be highlighted, for their strategic contributions to the RLU.

Activity	Contribution
NPA Consultative Workshops	The NPA was given six months to develop a national prosecution policy framework at its establishment. USAID supported 11 national consultative workshops for more than 2,000 prosecutors. This process gave impetus to the development of prosecutorial policy and made significant contribution toward the establishment of a single prosecuting authority in the country.
Black Lawyers Association	Two consecutive grants were made to the Black Lawyers Association to support and fund previously disadvantaged law graduates seeking to meet the final requirements for admission to the South African bar. In assisting these graduates, the grant contributed to changing the face of the legal fraternity and providing more demographic equity. USAID's support for the BLA project over the years has resulted in more than 325 law graduates being placed into articles of clerkship and pupillage. More specifically, a total of 230 law graduates have been placed into articles of clerkship and another 100 were placed into pupillage. About 90 law graduates have completed their articles and qualified as attorneys. The remainder has written a number of papers toward qualification and is currently waiting results. A total of 48 law graduates have qualified as advocates and belong to various societies of advocates.
Pretoria Children's Court	Support was made to a pilot family preservation program developed by the Pretoria Magistrate's Court. The program provided assistance to children in need and their families in dealing with abuse, neglect, behavioral problems and the effects of poverty.
International Association of Prosecutors	USAID supported the attendance of this conference by NPA prosecutors that introduced and initiated important training toward prosecutor led investigations, a new relatively new concept and approach. This has

Activity	Contribution
Conference	assisted in increasing the conviction rate in the courts.
Logistical Support for Processing of Backlog Court Cases	USAID provided logistical support to the NPA for the tackling of backlog court cases in various magisterial districts. This intervention provided valuable assistance to the NPA in acceleration of the processing of cases and the establishment of guidelines on efficiently negotiating cases through the system.
Organized Crime Study	Organized crime has increased tremendously in the region and is a major threat to the consolidation of democracy. This study is assisting the NPA in the development of a comprehensive framework and strategy to address this problem.
Criminal Justice Monitor	Support for this monitoring study led to the further development and consolidation of a national crime monitor. Based on crime trends, evaluation of policy and strategy, assessment of public levels of confidence in the justice system, documenting of lessons learned and best practices, and making recommendations on interventions for more effective deal with crime, this activity provided critical information to the public, SAPS, and the DOJ that allowed for an objective assessment of the crime problem in SA and the impact of intervention efforts.
Child Witness Manual	Cases of child rape and sexual abuse have low conviction rates because children in South Africa have been considered unreliable witnesses in court. They, in fact, have special needs in terms of being prepared to provide credible testimony that, up until this project, have been largely ignored. This activity piloted a national child witness preparation program for use in the sexual offences courts. It provided training for social workers that work with child witnesses, caregivers, evidence documenters, prosecutors and police. This project has been institutionally accepted by the Department of Justice, and a nationwide rollout of the program beyond its three pilot test sites is now being planned.
Asset Forfeiture Manual	The legality of the initial asset seizures by the NPA's Asset Forfeiture Unit was called into question by South African courts, and subsequently many of these seizures were overturned. USAID supported the development of an Asset Forfeiture Manual that provided an operational framework for assets forfeiture, consistent with the legislation in this regard that greatly increased the efficiency of the unit.
Grants	Several grants were awarded under the rule of law program that made a critical contribution to the prevention of certain crimes. Examples of such grants are: Criminal Justice Centre, Mosaic, Childline, Thohoyandou Victim Empowerment Centre, Khulisa, SAYSTOP, CRED. The activities focused on prevention and prosecution of crimes against women and children, victim empowerment, youth at risk, education at schools and working with traditional leaders and paralegals in rural areas.

3.1.4. Lessons Learned

The key lessons learned for this component are as follows:

- USAID's substantial and important contribution to the establishment of the National Prosecuting Authority was facilitated by the flexible mechanism of the GMTA contract, which allowed USAID to cut through bureaucracy and respond to requests quickly and efficiently. However, while there were times when there were urgent requests from

USAID to assist the South African government with support for its institution-building, in processing these, there was sometimes a tension in being responsive to the political priorities of the government versus bureaucratic considerations and requirements of USAID. In cases like these, a more defined management effort between USAID and Crea would have been of assistance.

- The development of an annual implementation plan, especially with government support, assisted with the allocation of funds, support and monitoring and evaluation. It provided an approach of actively assisting the government on criminal justice issues that was more strategic and forward-thinking, rather than an ad hoc.
- In addition to the annual plan mentioned above, a government donor coordinator provided added value. For one year, the NPA had a donor co-coordinator who helped facilitate an in-house exercise to set strategic priorities across departments and made recommendations on which activities to support. This also ensured that all the departments' priorities were considered in support of the NPA. After the resignation of the coordinator, there was indecision about what had to be funded and allocated funds to the NPA were underused.
- Innovative and successful interventions via the grants to NGOs were not documented and shared nationally. There was a lot of information and many interventions that could have been shared with other parts of the country where similar issues were being dealt with. However, this was not part of the design of the program. For example, Mosaic's model of training victims of violence community members to support other victims was an excellent and successful model of empowering communities. Similar to the LGU knowledge sharing effort, consideration and financial allowance should be made for horizontal sharing of successful and innovative interventions.

3.2. Local Government Program

3.2.1. Background

The series of changes to the SO 1 focus began in 1998. The inclusion of the local government program was initiated with a concept document initiated by the then-Department of Local Government and Constitutional Development on the implementation of the White Paper on Local Government (WPLG). This concept paper advocated for the establishment of a national capacity-building program for the development of a local government system in South Africa. In 1998, South Africa was under the administration of one national, nine provincial and 843 local municipal governments. The 843 municipal governments (reduced to 284 in 2000) ranged from large scale metropolitan governments with legislative powers over "mega cities" such as the Johannesburg Metropolitan Council, to small municipal governments with executive and legislative powers over geographically dispersed rural communities. In an attempt to complete the transformation from the apartheid-era local government, to a fully democratic, accountable and inclusive developmental local government, the South African Ministry of Constitutional Development was working on a legislative framework based on the WPLG.

The WPLG was the culmination of a process that began in 1996, with a white-paper committee appointed by the minister of local government and constitutional development, to consult stakeholders and develop a new local government system. Following extensive discussions and debate, there followed a Discussion Document (1996), a Green Paper on Local Government (1997) and the WPLG (1998). The WPLG's vision was one of a responsive local government that combined effective decentralized local governance and sophisticated planning and implementation systems, and the need for socially responsive, locally based economic growth

and development. To give effect to this vision various pieces of legislation were passed thereafter, principally the Municipal Demarcation Act (1998), the Municipal Structures Act (1999) and the Municipal Systems Act (2000).

USAID's D/G strategy contributed to the longer term democratic consolidation and sustainable development of South Africa, and as the transformation of local government was then cited as a priority, USAID, commissioned a local government study through a Crea subcontract with MSI, designed and developed the Local Government Support Program (LGSP), in conjunction with the Local Government Transformation Program (LGTP), an intergovernmental structure formed to coordinate support to municipalities in the transformation process. The program focused on development of a strategic and tactical approach to strengthening linkages between municipal government and elected officials and their constituents. The RSA/USAID Local Governance Support Program was established by a bilateral agreement between the U.S. and South African governments in September 1998.

The local government program's IR 1.2 was "Effective and Democratic Local Governance," was underpinned by three sub-IRs:

- *IR 1.2.1*—Selected policies and programs that enable effective and democratic local governance are in place.
- *IR 1.2.2*—Local governments perform their functions with increasing effectiveness, transparency and accountability.
- *IR 1.2.3*—Citizens exercise their rights and obligations to local government.

3.2.2. Activity Overview

The USAID LGSP was implemented through grants, subcontracts, technical assistance, logistical support and the placement of expertise within the DPLG. Support made to the LGSP focused on three elements:

- **Element 1.** Support for developing national policies and programs that enable democratic and effective local government.
- **Element 2.** Direct assistance to municipalities to implement democratic and effective local governance around processes of planning, resource mobilization and management, operational effectiveness and accountability.
- **Element 3.** Horizontal and networked sharing of lessons from the program and from other interventions across a wider group of municipalities and feedback to policy makers.

SO 1's local government support can be generalized and categorized as follows:

Element 1. The current system of local government did not exist before 1998. Most of the legislation, policies, systems and structures that shaped and developed the current local government structures were initiated after 1998. These were mainly developed through joint consultation, research and input from experts. USAID and Crea contributed to the development of the institutional framework for local government in South Africa, as much of the initial support under GMTA was intended for this purpose. Conferences, workshops, dissemination of information, research and special studies focused on local government, were the kind of activities supported initially under GMTA, and these activities contributed significantly to the development of much of the current system of local government. Some initiating studies and generated information and knowledge on new local government issues and others added to or deepened insights on issues already on the table. In short, some of the GMTA-supported

Mangaung Municipality Launches Economic Development Strategy

In June 2004, the Mangaung Local Municipality launched its Economic Development Strategy. After two years of work, the strategy exceeded expectations and the process gained a momentum not anticipated when the project started.

Effective democratic local government in South Africa is defined as developmental local government. This essentially translates into local government that is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

The strategy development phase of this project has been an extensive participatory process including all stakeholders. The process of developing the strategy has therefore been developmental in nature and has set the platform for the implementation to be an inclusive and collective effort.

The objective of the launch was twofold: Outline the local economic development strategy to the public and introduce the flagship projects as part of the strategy's implementation phase. Participants included government, organized labor, civil society and the private sector. Many participants, as stakeholders who helped create the strategy, restated their commitment and support to the process as well as their continued participation to ensure its effective implementation.

The process of developing the strategy has created a climate of shared ownership and responsibility for planning and strategizing, as well as for implementing programs to improve the economic conditions in the area. The flagship projects identified will kick-start the process of collective participation in implementing the strategy. The comments and statements made by all speakers and participants at the launch, displayed the commitment to development in the area and presented a challenge to continue working collectively to improve the lives of all citizens in Mangaung.

activities made a critical contribution to the development of a legislative framework for transforming local government.

Element 2. Support under this element was given through two rounds of GMTA assistance, in conjunction with the LGTP. In both rounds, 39 municipalities were selected for direct assistance following a process whereby municipalities across the country were invited to submit proposals for technical assistance required. Under Round 1, the board of the LGTP made the final selection of 18 municipalities who were eligible for support. Through Crea, two local government experts were contracted to provide technical assistance to the municipalities to further develop and consolidate their proposals. These experts also provided intermittent technical assistance during the implementation of Round 1 LGSP activities.

From this process, requests emerged for support in the areas of integrated development planning (IDP), local economic development (LED) and deepening cooperative local government and revenue management (RM). Round 1 used a clustering method in terms of delivering assistance, as the needs of municipalities were combined and developed into one RFA or RFP. For example, if three municipalities needed support with IDPs, one contractor was contracted to provide services to all three municipalities.

Round 1 projects were negatively affected by the 2000 demarcation that reduced the number of municipalities from 843 to 284. The municipalities of Round 1, in effect, ceased to exist in midstream.

Round 2 was implemented in a similar way, however with the inclusion of a Project Implementation Agent (PIA), a service that was also contracted for and supplied by a consortium of Deloitte & Touche and Manto Management. The PIA provided technical oversight and assistance to the 21 activities in Round 2. Support was given in the main areas of:

Creating a platform for Successful Management of Cities

USAID funding of the Executive Management Development Program, through a contract with P&DM, was intended to equip managers with additional skills and resources to better manage their city. While meeting this objective, the program has also created a platform and opportunity for managers to interact in an environment outside their hectic daily schedules and challenges of managing a world-class city.

Makgane Thobajane, Director of the Strategic Support Unit at the City Of Johannesburg, commented that it was the first time in four years that managers were given the opportunity to reflect on the current changes and developments being implemented within the city. When asked why the comment was made, Makgane said that given his experience, managers rarely get the opportunity to collectively discuss matters in an environment that allows individuals reflect and discuss issues without having to meet a deadline, respond to a crisis or emergency or generally just put in a 'normal' twelve hour work- day.

The inter-active approach to facilitation by P&DM resulted in robust and vibrant discussions and debates on issues of management. At the same time, new tools and methodologies were introduced. This approach to learning and skills transfer proved extremely successful and is credited for the increase in interest and participation in the program. Managers were skeptical and initially apprehensive. However, once exposed to the methodologies and the value of the content, their interest and enthusiasm for what the program offered did not wavered.

In the end, the Executive Management Development Program created a platform for managers to improve their skills and knowledge, and to collectively strive towards managing the City of Johannesburg with improved performance and results.

ward committee training, LED planning, customer liaison and community development. A conference was subsequently held to assess support made under Round 1 and a service provider contracted to evaluate the support under Round 2. Reports submitted at the end of Round 1 by the technical assistance team and by the PIA's provided a more comprehensive report on activities and lessons learned. This report gives a more general overview.

Element 3: A large grant was made to a contractor for the development of a horizontal sharing facility, Hologram that was subsequently launched and enjoyed much success. Intended to share information among the various municipalities, the electronic newsletter became an information source for a wide variety of local government stakeholders. Under this component, peer reviews (wherein municipal experts from one municipality would assess progress and problems in local government development in another municipality), a local learning network and district-learning network were developed. In addition, a book and video documenting best local government practices were produced.¹³

It should be noted that the selection process for Round 2 projects proved to be complicated and laborious, mainly because the Department of Provincial and Local Government insisted on a solicitation framework that was: a) too geographically scattered—instead of focusing on a few regions, municipalities in all of the provinces were considered eligible for support; b) quite broad, in terms of the types of possible assistance, which may have diluted USAID impact on municipal development; and c) marked by too many service providers for the 21 projects. (While in Round 1 the clustering approach had clear drawbacks, in Round

¹³ While it has been intended that aspects of this shared learning component will be taken on by the South African Local Government Association (SALGA) post the Crea SA contract, it is not clear that SALGA has the will and resources to carry the component forward.

2 practically every project had a different service provider, leading to duplication of implementation and management effort.)

District 6. Funding for salaries and logistical support was provided to the District 6 Land Claims Unit (DSLUCU), a special unit of the Western Cape Land Claims Commission. The DSLUCU was set up to pilot and develop a model for urban land restitution. USAID, through Crea, supported the commission’s capacity development by paying for interns to assist with the processing of claims, provided logistical and financial support for information dissemination, capacity-building on land claims, and mapping and technical assistance. The unit processed its first claim a few years ago and principles of the model are being duplicated elsewhere in South Africa.

Greater Johannesburg Metropolitan Council (GJMC). A wide variety of assistance was provided to the GJMC to support and contribute to its regeneration program and 2030 vision. These activities included providing logistical support and funding to the launch of the council’s Igoli 2010 program, supporting its Urban Futures Conference, which explored developmental consideration for urban planning; providing logistical support for senior staff to attend an important international conference on local government; and supporting the development of an executive management development program in conjunction with the School of Public and Development Management at the University of Witwatersrand.

3.2.3. Highlights

Notable activities included:

Activity	Contribution
National Conference on Equitable Share to Local Government	Beginning in 1998, a new stream of national revenue for local government from the national budget was put into place. This process strengthened the Constitution, recognizing local government as a separate sphere of government entitled to an equitable share of nationally raised revenue. This conference for more than 1,000 delegates from local authorities to stakeholder groups, disseminated information on the intergovernmental grant transfers. Input from this conference went into further developing and finalizing policy in this regard.
National Tariff Policy Research and Guidelines	Explicit tariff policies are an important tool for promoting transparent and accountable government. Based on examining various worldwide existing policies, and producing discussion documents and other materials, a set of tariff policy principles was developed. The research study made an important contribution to lending a pro-poor stance to the principles by assisting with the development of policy to allow for services to the poor to be subsidized, yet achieve poverty alleviation, equity, local economic development and sustainable goals.
Credit Control Study	This study sought to find solutions for dealing with the culture of non-payment for municipal services and looked at ways for the development of a credit control system to increase payment for services. The study also suggested more effective mechanisms for service delivery implementation at the institutional, legal and financial levels. This study made a critical contribution to the Municipal Revenue Enhancement Program, a policy and implementation framework on how to deal with the deepening problem on rising municipal services debt.
Demarcation Stakeholder Communication Workshops	Sixteen workshops were organized to inform all stakeholders on the demarcation process, one that reduced the number of local government structures by almost one third. In addition, these workshops were used to disseminate information on the then imminent local government elections and the newly established municipal powers and functions.

Activity	Contribution
Research on Functions and Powers of the Municipalities	Analytical research was conducted for DPLG in order for them to make a recommendation to the Minister responsible for local government, on how to structure powers and functions dealing with water supply, sanitation, electricity, and health. This research was used to inform new legislation on local government's role and structure for municipal service delivery.
Demarcation Transitional Costs Study	This study provided an estimate on transformation costs post the demarcation process to determine if a transitional fund should be established to assist with the with the repositioning, re-capacitating and restructuring of newly demarcated municipalities.
Transformational Manager	Crea entered into a contract with a local government expert who was seconded to the DPLG. This expert has supported and assisted DPLG with transformation planning and implementation of resulting programs. With this consultant's guidance, progress has been made on the establishment of a Local Government Service Academy; development of an integrated database of statistics pertinent to service delivery and other municipal functions, and development of analysis and plans for dealing with highly indebted municipalities.
Performance Management Study	This study supported municipalities to fulfill certain compliance requirements (Section 12 Notices) under the Municipal Structures Act that had to be completed before the local government elections in 2000. These notices are similar to mini constitutions and set the framework for the structural functioning of municipalities. The Community Law Centre made a significant contribution to the newly demarcated municipalities complying with the Act and developing its structural operational framework.
Local Government Elections Training	Grants were awarded to organizations to provide electoral education in KZN and E. Cape. Working with the Independent Electoral Commission, these grants provided valuable support in training and raising awareness for local election voting. The importance of this training in KZN, where violence following the 1994 election was a huge problem, cannot be understated.
Support to the Greater Johannesburg Metropolitan Council	USAID supported the GJMC on various activities to plan and implement its restructuring plan Igoli 2002 and the city regeneration vision of 2030, an important process for the largest metropolitan council in South Africa.
Property Rates Workshop	USAID supported a workshop hosted by the parliamentary committee on proposed changes to the Property Rates Bill, focusing on the recalculation of property rates. The workshop disseminated information and stakeholders were consulted on issues pertaining to the Bill.
SALGA National General Conference	Conference to conduct a situational analysis of strengths, weaknesses, opportunities and threats ("SWOT analysis") affecting the local government transformation process.
DPLG's Municipal Viability Indaba	Conference focused on the issue of debt owed for municipal services.
District 6 Support	Support to the District 6 Lands Claims Court, a special division within the Western Cape Land Claims unit. This unit was first established to look at urban land restitution and was intended as a pilot study for other urban restitution programs. Support for capacity-building, technical assistance, information dissemination and a research study, all of which contributed to the processing of the first urban land restitution case in South Africa.

Activity	Contribution
Gariep Dam Support	Support was made to Gariep Dam in Round 1 in the training of local people in various tourist related activities and the development of business plans or initiation of small businesses. Subsequently and independently of USAID's support, the municipality has managed to find funds for the implementation of all the plans that will aid economic development, generate jobs and assist in poverty alleviation.
Hologram	This electronic facility was set up to provide an information dissemination and sharing tool for municipalities. The first of its kind, it filled an important information gap and provided a lessons learned sharing space for municipalities as they grappled with the challenges of transforming local government.
Zululand and Buffalo City Tourism Development Project	Support was given to develop a comprehensive tourism and communication strategy. The Zululand project has been branded and has been developed and aligned itself to both the provincial and national tourism strategies. Buffalo City has had a master tourism plan developed. These are important developments for the likes of rural municipalities that have had more than their share of obstacles to deal with in their transformation.
Clarkson Trust	Land that was previously owned by the church was transferred to the ownership of the Clarkson community. As the land was privately owned, there were issues about the supply of basic services. An innovative model for meeting this need was developed through support to the Clarkson Trust, whereby community members were trained to provide the basic services needed and paid by the local municipality. In addition, community members are now paying a levy. The project empowered a community, met its needs, generated jobs and assisted with poverty alleviation. A satellite municipal office has been built and staffed by two trained community members to collect levies and keep a complaints log that provides the contractors with a list of issues to deal with.

3.2.4. Lessons Learned

The key lessons learned are as follows:

- Understanding contextual issues and developments is critical for implementation. Round 1 of the LGSP was negatively affected by the demarcation process. The assistance was designed and developed before the demarcation process and implemented during it, and this reduced the impact of the USAID-supported LGSP interventions.
- The design for the first round of the LGSP used few service providers who clustered assistance to widely dispersed municipalities with the same local government developmental needs. It did not work. The key reason was that municipal conditions varied and service providers did not necessarily have the local knowledge to adequately deal with implementation issues that arose.
- Political situational management is an important part of implementation under this component. In many cases, buy-in and negotiations of program development, design and implementation was done in conjunction with the municipal managers. Changes in personnel to these positions usually resulted in some backtracking in the program. There needs to be a continued watchful eye, monitoring the political landscape and individual players within it, in order to avoid gaps of understanding and support if and when key stakeholders change. Nurturing of the political environment by keeping new and existing players in the loop through good communications is essential to success. Where this problem often manifested itself was in project steering committees, bodies that were composed of the municipal manager, councilors, USAID, Crea SA, the PIA and the municipal subcontractor. Changes in personnel on the PSCs often led to setbacks in

terms of understanding and support for the activity. Also, some PSCs were more effective than others in moving the projects along, approving/reviewing deliverables and communicating issues/problems on the project to political higher-ups. In Round 2, one project (Central Karoo) was terminated early, after it became clear that the PSC was not interested in the project, as could be seen through infrequency of PSC gatherings and tendencies to cancel such meetings at the last minute.

- Under the first round of the LGSP program, the technical team involved in the development of the scopes of work for the activities were not involved in the technical evaluation process nor the implementation process. This absence was evident in some of the queries around the interpretation of the scopes, and overall quality control. In some instances the original experts had to be re-contracted to provide technical assistance. It would be wise to use expertise provided in the development of the program in the providing technical oversight in the implementation processes as was done in Round 2 with the establishment of the PIA.
- The mechanism for implementation of activities (grants vs. subcontracts) should not be reliant on budgetary considerations per se, but should be firmly tied to what the activity is supposed to do, and what kind of entity is meant to do it. Due to Crea having surplus resources in the grant line item, several local government activities that really should have been subcontracted were instead made into grants. This meant that for-profit organizations were often given grants, despite the fact that a subcontract would have been much more preferable in terms of explicitly determining deliverables and overall control based on performance. In 2003, Crea spent an inordinate amount of time with documentation and negotiations to terminate a poor-performing local government grantee. If this group, which was a for-profit firm, had received a subcontract instead of a grant Crea would have had no problem terminating the firm for poor-performance.
- Contracting with a range of service providers for provision of similar services resulted in different interpretation of requirements and varying quality of outputs. The use of the contract mechanism to set and standardize quality benchmarking on services provided by a range of service providers is a critical consideration of GMTA to standardize outputs and the quality thereof.
- Round 2 training projects under the LGSP required a fair amount of duplication of effort (and therefore led to inefficient use of resources) in requiring most service providers to develop training materials, and then make an effort to get these materials accredited. A more efficient use of resources would have been to provide high quality training materials to service providers that had already been accredited, and then ask the service provider to customize the materials to local conditions and needs, rather than continuing to spend resources to recreate the wheel. Substantial oversight time by the PIA and Crea was spent reviewing training materials and participating in meetings about accreditation—time and resources could have been better spent, by all parties, on the actual program and its delivery. Accreditation itself by state certified bodies was almost an impossible task in any case, given the time required for this, which often went beyond the duration of the subcontract/grant.
- Related to the point above is the question of the different approach to service provision in Rounds 1 and 2. As previously mentioned, it can be argued that the clustering approach used in Round 1 led to the contracting of too few service providers to deal with too many municipalities, whereas in Round 2, it seemed that too many service providers were appointed to implement a wide range of geographically dispersed activities. A

future project design should try to reach a more balanced approach between numbers of service providers, the activities they implement and the municipalities that are targeted.

- More success occurred in the rural municipalities where political buy-in was at the senior level as compared with the bigger municipalities and cities where access to political leadership was not as accessible. There was also a pattern that emerged whereby many experienced councilors, especially from more affluent white communities, were not interested in participating in the training workshops because they felt they had nothing to learn or gain, whereas in most areas where newly elected councilors and ward committee members were the target beneficiaries, the value and impact of the training were good and turnout was very high.
- Distance matters. In some of the rural municipalities, it was almost physically impossible for service providers to cost-effectively put on training workshops that catered to local participants, because of the vast distances between local districts. In any future local government-training project, distance between suitable training points should be better factored into design.
- Incentives for training participants worked. In the Nelson Mandela Municipality, the service provider, a local technical college, offered computer courses and even a fully paid tuition to workshop participants with the best attendance. This project was recognized by Crea and USAID as a “success story” in large part because of the much higher than normal attendance rates.
- Sustainability of activities. While generally considered one of the jewels of the LGSP, the Knowledge Management component (namely the Web site and newsletter to share lessons learned and best practices under the Hologram brand) has already been in jeopardy because of lack of funds, political will and resources from DPLG and SALGA to continue with this activity. In retrospect, a design in which the DPLG/SALGA had increasing responsibility for supporting the project while it was still receiving USAID funding would have probably contributed to its sustainability.

3.3. The Civil Society Program

3.3.1. Background

At the initiation of the Crea SA contract in late 1997, USAID’s support for civil society organizations was confined to helping them have their voices heard in the context of participatory development. In 1997, there were six IRs in place, two of which focused directly on civil society.

During consultations between the South African government and USAID in 1998 (an annual occurrence since 1994), the parties agreed that USAID should continue to support civil society organizations, yet the focus of the support needed to change from promoting dialogue between CSOs and the state to the very sustainability of civil society organizations themselves. Subsequently, USAID embarked on a general assessment on civil society sustainability by holding consultations meetings and interviews with CSOs, donor agencies, foundations and government representatives. Out of this process emerged a discussion document that was used to further engage stakeholders on ideas for designing a civil society program. In 1999, a team of experts was engaged to assist USAID with the design and development of a framework that would support a long-term program to strengthen CSOs. Based on consultations with stakeholders, a design emerged that emphasized support for encouraging strategic partnerships between government and CSOs. The design was premised on the assumption that CSO sustainability would result from greater interdependence between the nonprofit sector and

government, as the organizations could play a pivotal role in governance issues and delivering services and thus contribute to South Africa's development and their own usefulness and longevity. This interdependence also brought about certain conceptual, structural and capacity challenges that needed to be addressed in order to support civil society's equal participation in the governance and service delivery agenda.

At the time USAID was rethinking its civil society program, the government influenced the debate further by putting in place new legislation. These legislative changes were meant to improve the enabling environment, including resource flow, for the nonprofit sector. The key pieces of legislation in this regard were:

1. **The Non-Profit Organization (NPO) Act (1997).** This replaced the apartheid-era Fundraising Act of 1978. The objectives of the Act were:
 - Improve the enabling operating environment for NPOs.
 - Establish an administrative and regulatory framework for NPOs.
 - Encourage NPOs to maintain high standards in terms of governance, transparency and accountability.
 - Consolidate information on registered NPOs for access by the public.
 - Promote a spirit of cooperation and shared responsibility among government, donors and NPOs.

2. **The Lotteries Act (1997; amended in 2000).** This Act established a Lotteries Board and national lottery. A percentage of the net proceeds contribute to the government's development agenda and to certain types of charities.

**Centre for Public Participation
Getting CBOs and Local Governments to Work Together**

Yvonne Miya is part of KwaPitela Community Health Workers, which educates local residents on health matters and, as part of the development committee, oversees development projects in the community.

Yvonne took part in training on advocacy offered by the Centre for Public Participation, and, by following through on the knowledge she gained, has helped increase KwaPitela's profile and effectiveness, especially in terms of its relationship with the local KwaSani Municipality. Due to the engagement of the KwaPitela community development committee, KwaSani municipal officials started to make more regular visits to KwaPitela. The interaction that began as a result of a badly placed water pipe has now resulted in KwaSani stepping up its interaction with the community on many other matters relating to development.

A recent example of this involves the steps taken to improve the condition of local roads that were in need of repairs. The development committee contacted the local government regarding the urgent need, with the committee especially concerned because Easter holidays and elections were drawing closer and both periods would mean further congestion and risk of accidents. Due to the positive relationship between the KwaSani municipality and the KwaPitela community development committee, the roads were repaired before elections. However, more work is required to ensure that the roads will not be washed away by flooding. This new roadwork has been approved by the municipality, and the development committee has become involved in recruiting and selecting local labor force to work on the project.

The development committee noted another success: During a community meeting, KwaSani municipal officials said 1.2 million Rand had been allocated for routing water from standpipes to households in response to an earlier request from the committee. The committee began assisting the municipality with strategies for the implementation of this work.

3. The NDA Act (1998). Through this Act an agency was established to:

- Coordinate funds to activities that meet the needs of poor communities.
- Strengthen the institutional capacity of other nonprofit organizations in providing services to poor communities.
- Promote consultation and dialogue on development experiences and development policy and
- Undertake research and publication for policy development.

4. The Taxation Laws Amendment (2000). This ensures public tax exemption on donations of up to 5 percent of income to organizations engaged in certain public benefit activities.

The final design of this IR, which gave birth to the Civil Society Strengthening Program (CSSP), was quite pioneering in its efforts in dealing both with the sustainability of the civil society and capacity for strategic partnering with government. Accepting the importance and role of the civil society sector in democratic consolidation, the rationale of the program is that the more vibrant, institutionalized and pluralistic civil society is, the more effectively it balances its independence with its productive engagement with the state, the more likely democracy will be consolidated. The program states as its IR 1.3, “Strategic CSO-government partnerships strengthened for improved policy development and service delivery.” This IR is given effect by support to three sub-IRs:

Centre for Civil Society—Research and Analysis Skills Strengthening Programme

The Centre for Civil Society’s Research and Analysis Skills Strengthening Programme (RASSP) has been in the unusual position of taking community activists with little experience in research and turn them into community researchers. Through training, the researchers gather evidence for advocacy campaigns, thereby creating strong and well-targeted campaigns.

Over the life of GMTA, several success stories have emerged out of the RASSP and are included in this report. On the whole, the project was successful in that it created a great deal of passion and commitment. The activists have tackled their research projects with zeal and have produced outstanding research at a level normally associated with academic work. The success of the RASSP comes from the fact that its researchers have something more than academics—they have the desire to bring their research to life through their communities. Their research does not treat the subjects as objects but as the neighbors they are.

Tied to this is the fact that the researchers live the experiences they are researching. They are from the same impoverished urban communities and also face evictions, disconnections, housing shortages and unemployment.

RASSP has given participants energy and resources to make some of their dreams come true. The attitude, information and level of enthusiasm have meant excellent research appropriate for the advocacy campaigns for which they were designed.

- *IR 1.3.1*—CSO-government capacity for partnering improved.
- *IR 1.3.2*—Access increased to better information.
- *IR 1.3.3*—Enabling environment for partnerships enhanced.

3.3.2. Activity Overview

As with the Rule of Law Unit, assistance and support under this IR component were made in various formats such as grants, subcontracts, logistical support, special studies and research. The Civil Society Unit also made good use of the Annual Program Statement (APS) mechanism, which allowed the program to be responsive to topical issues in the sector under the three sub-IRs. Grants awarded under the APS were made to relatively new focus and underfunded areas for CSOs’ capacity-building and strengthening. The Civil Society Program of

USAID was also one of a few funders focusing on capacity-building.

Round 1 under the APS awarded grants in support of information dissemination and advocacy and lobbying programs that engaged the government on public policy issues such as pro-NGO tax reform. To support NGO sustainability, grants were also awarded to build the research capacity of the sector, capacity-building for engagement with government, development of non-financial accountability models and electronic information dissemination on fund-raising and resource management. Round 2 support given under the APS, went to programs that monitored and strengthened the citizen engagement by capacity-building and monitoring participative governance processes.

RASSP: Sokhana for Abused Women

Researcher *Thandi Swartbooi* works in Kayamandi, a small town outside Stellenbosch. Her work is to escort abused women to police stations and to the courts to make sure they get the help they need. She works tirelessly with no practically resources at her disposal. Thandi spends her day sitting with abused women at police stations or in courts, waiting with them through the process, even if it takes all day.

Through her RASSP research project, Thandi has discovered that despite the fact that most cases reported to the Kayamandi police are cases of domestic violence, there is no designated female officer to deal with them. She has also found that on average, more than 100 domestic-violence cases are reported each month to the police. Other than the organization Thandi works for, there is no other support for these women. This is important information as South Africa struggles not only to combat domestic violence but also to understand the magnitude. She has conducted outstanding research, with no resources except the grant she received from the RASSP. It is Thandi Swartbooi's tireless dedication and commitment to assisting poor women in Kayamandi that propels her work as a both a source of support and as a researcher.

CSSP support of the Impumelelo Awards contributed to the acknowledgement of best practice models of public-private-NGO partnerships. Public-private partnerships have become an important vehicle for service delivery in South Africa and service delivery is an important component of making a difference in the life of the masses, thus contributing to substantive democracy and consolidating democracy. Assistance was also given to organizations carrying out strategic research and special studies, such as the CASE study on NGO-State partnering in the areas of human rights, education and social grants and the Net Benefit Analysis of the Civil Society Sector study. The CSSP provided resources to the once-promising South African NGO Coalition (Sangoco) for two years, in support of its efforts to educate the sector, promote NGO partnership-building, and to help NGOs engage with donors, such as USAID.

Many of these activities made a critical contribution toward SO 1's strategic objective and, more specifically, to understanding the dynamics of CSO-government partnerships. These activities have improved the capacity of NGOs to be more effective partners to government for improved policy development and service delivery, yet maintaining the critical role of keeping government accountable.

3.3.3. Highlights

Activities	Contribution
KZN Peace Initiatives	A series of workshops held in conjunction with the Independent Electoral Commission (IEC), enabled the collaboration of NGOs from violence stricken areas on programs and processes of dealing with trouble spots. This initiative made a critical contribution in nurturing the environment for free and fair local government elections in 2000.
Elections Observations	Financial support was given to the South African Catholic Bishops Conference to observe its national elections. Training observers and

Activities	Contribution
	coordinating information collection from thousands of them, the project, through election observers, and the data and information collected contributed to the elections being pronounced free and fair.
Sangoco Support	USAID provided financial support to Sangoco for its NGO week for two years. This is an important event in the civil society sector calendar as it allows for discussion and debate on topical issues, challenges and consolidation of the sector's position on various issues.
Civicus Research	The Civicus study measured dimensions of civil society in selected countries and used the findings to set agendas for development. It was the first time a study provided an international overview of the sector and allowed for comparison and learning.
Support to the NPP	Critical contributions were made by the Non-Profit Partnership by engaging with government on tax legislation and offering relevant tax information on development and dissemination, lobbying and advocacy and training and technical support to CSOs on tax obligations and benefits.
Accountability Institute of South Africa (AISA) Development of a Non-Financial Accountability Model	The first of its kind, this program sought to develop a triple bottom line accountability framework by piloting it in two NGOs and a municipality. The model encourages transparency and accountability on all aspects of programmatic development, implementation and reporting both internally and externally.
Centre for Civil Society Research and Analytical Assistance Program	This program contributed to building critical research skills in the sector and thus strengthening the capacity to develop and generate data and information to be used strategically.
SANGONET	The development and establishment of an electronic database on information for fund-raising and other resource mobilization support.
CASE Study on Partnerships	This research study developed an analytical framework for the study of partnership dynamics between government and CSOs in the areas of policy formulation, service delivery and policy monitoring.
CSO Net Benefit Analysis	This study developed typologies of CSOs registered under the NPO act and determine that there was a significant, and growing, benefit for NGOs to register as NPOs under the NPO Act. It also highlighted the need for more training to be given to small and larger nonprofits, as there still is great confusion in the sector about the need to, and the benefits of, registering as an NPO.
Contact Trust— Information Dissemination and Coalition-Building	Contract Trust monitors, researches and disseminates information via newsletters and its Web site on parliament for NGOs and other stakeholders across South Africa. It also has been quite active in building NGO coalitions of groups that are working on similar issues, especially in the environmental field.

3.3.4. Lessons Learned

The key lessons learned are as follows:

- The consultative approach to the design of this program was very useful in determining the need and issues of CSOs, keeping them informed and gaining buy-in on result areas.

- The use of the APS allowed for USAID to be open to topical and strategic developments in the civil society sector and create space for innovative and new program development.
- The CASE study of strategic CSO-government partnerships in the education, social grants and human rights areas demonstrated that some topical areas such as education are very conducive for partnerships because of shared interests and complementary institutional skill sets. In other areas, such as human rights protection, it is rare that successful partnerships between the CSO and government will ever be realized due to competing agendas and the more watchdog role that CSOs need to play in ensuring that constitutionally mandated rights are protected. Thus, a simple prescription, encouraging CSO and government partnerships at all times, is neither practical nor logical.
- Timely information distribution about what goes on in Parliament has fueled the success of groups like Contact Trust. Its outreach to smaller CBOs has been of critical importance, especially in the areas of coalition-building and training in advocacy skills, so that both parliamentarians and community leaders know who to communicate with in areas such as nuclear energy and pollution control.
- Umhlaba's Net Benefit Analysis was a landmark study for the sector, which examined the actual and potential financial benefit of South African tax legislation for the nonprofit sector in relation to the NPO Act. Among its findings: 95 percent of South African nonprofits are eligible for tax benefits, although a much smaller percentage is actually receiving this benefit at present. The total projected financial benefit to organizations who have registered for it from 2001 to 2004 is close to 124 million rand (about \$19 million) and the total potential benefit, if all nonprofits that are eligible registered for the benefit is 940 million rand (approximately \$144.5 million). The study highlighted the need for further information campaigns and training, especially geared toward smaller community-based organizations, so that there is more awareness of the benefits of registering as an NPO, and the steps needed to do so.

3.4. Other Activities

Under the GMTA contract, USAID has supported a number of studies, workshops, travel and "other" activities that do not neatly fit into the strategic objective framework governing the CSU, LGU or RLU intermediate results. Below are some of the most important activities that have been funded and fall in the "other" category.

Afrobarometer. USAID has been awarding grants to the Institute for Democracy in South Africa (IDASA) since 1994 for its public opinion research. In 1994 and in 1996, USAID/SA gave funding for Idasa's Public Opinion Service (POS) to conduct surveys and to measure the development of a democratic culture in South Africa. POS received a regional grant from USAID/Botswana to conduct with its national partners democracy surveys in Botswana, Lesotho, Malawi, Zambia and Zimbabwe were conducted in 1999 and 2000. In 2000, USAID/SA awarded another grant to Idasa's POS to conduct the same survey, entitled the Southern Africa Democracy Barometer, in South Africa. This survey asked a standard set of questions to measure attitudes on democracy, including the quality of governance and political participation and on the market including economic performance and survival strategies. The grant to conduct an annual survey, was renewed in 2002 and 2003, and for ease of administration in the final year of GMTA was turned into a contract in July 2004. In addition to

the public opinion surveys, Afrobarometer regularly publishes briefing papers and working papers that delve deeper into various topics uncovered by the research.¹⁴

While the Afrobarometer activity is to do research, it is not meant to be a purely academic exercise. On the contrary, Idasa is very active in sharing and explaining survey results with the media, government, donors and civil society groups. The strategic reasons behind USAID support of the Afrobarometer surveys are:

- To measure citizen attitudes toward democracy, trust in political institutions, and the issues of concern to citizens.
- To monitor attitudes over time.
- To compare the data sets from South Africa with those of 14 other African democracies.

Some of the interesting results from the Afrobarometer Round 2 survey¹⁵ (2002-2003) were:

- 57 percent of South Africans prefer democracy to other types of government
- 81 percent of South Africans support free and fair elections
- 68 percent of South Africans want the president to only serve two terms
- 67 percent of South Africans support multi-party elections

These results point to relatively weak support for democratic practices and institutions in South Africa, especially in comparison with other African nations that were surveyed. Obviously, there is still work to do in support of democracy here. When survey participants were asked, “Overall, how satisfied are you with how democracy works in South Africa?” 44 percent responded that they were satisfied and 47 percent said they were not.

Wits/Harvard Senior Executive Program for Africa (SEP). SEP is a six-week management-training program designed for a mix of executives from the private and public sector. Supported financially by USAID, the SEP was offered seven times from 1998 to 2003 by Harvard Business School and Wits Business School, with participation by faculty from the John F. Kennedy School of Government and the Wits Graduate School of Public and Development Management. Participants were drawn from a proportional mix representing the public, private and public enterprise sectors, with some from countries of the Southern African Development Community (SADC), NGOs and unions. Twenty-two places in each of the seven cohorts were reserved for members of the South African public service, whose participation was funded by USAID through Crea. The remaining places, to fill classes of 50 to 60 participants, were taken up by executives from the private sector and public enterprises, with a limited number of participants from nongovernmental organizations. Most of the participants came from South Africa, but a significant number came from other African nations.

Highlights of the SEP included a study module at the Harvard Business School; interactions between the private and public sector; discussions about unions and their role; case studies; and interactions with faculty from Wits and Harvard, as well as participants from other African nations. Recently an evaluation of the SEP, carried out by the Wits Business School with funding from USAID,¹⁶ took place to evaluate the impact of the program, and develop

¹⁴ See www.afrobarometer.org for a full listing of working and briefing papers and info on members of the Afrobarometer research network.

¹⁵ Afrobarometer Working Paper No. 34, “Afrobarometer Round 2: Compendium of Comparative Research from a 15 Country Survey, Managing Editor: Carolyn Logan, Cape Town, March 2004

¹⁶ Jonathan Cook, et al, *Impact of the HBS/WBS Senior Executive Programme, 1998 to 2003 and Proposals for the Future*, Graduate School of Business Administration, University of the Witwatersrand, Johannesburg. July 2004.

recommendations for its future. 325 out of the 379 participants were contacted and completed a questionnaire and in cases a follow-up interview. Key findings of the evaluation:

- Participants were almost unanimously positive about the program.
- One of the most frequently made points is that the cross-sectoral contact between private and public sector participants was invaluable.
- Participants reported benefiting from a better understanding of global economic conditions and global best practices, and a more strategic perspective on issues.
- Participants gained practical insights and skills that they can implement, including financial management, interpersonal and management skills, negotiation, information technology, and change management.
- Participants gained self-confidence from the experience.
- The network, which began forming through the program, has continued afterward. A strong, positive bond grew between participants that promoted effective problem-solving across the region in the future.
- Public sector participants asked for more opportunity to apply the principles being discussed to the specific situation of the public sector, although there has been appreciation of the opportunity to look at issues from a different perspective as well.
- There was a request for more local cases, but at a standard equivalent to the global ones.
- The regional contact with participants from other SADC countries yielded valuable insights.

In sum, the program effectively met its goals and can be considered as one of the more successful undertakings that USAID funded under GMTA.

4. The Coding Exercise

The coding exercise was included as a requirement of the final report by USAID. This coding was seen to complement the qualitative narrative and provide a quantitative estimation of the program results. The scale used for the coding exercise was agreed upon at a workshop held with the GMTA cognizant technical officer and project staff from Crea SA.¹⁷

The coding was done on two dimensions: performance of the grant or subcontract and results achieved by the activity.

- Question 1 coded the compliance issues of the activity. The coding was guided by the question: Did the activity meet the administrative, financial and management requirements of the grant or subcontract?
- Question 2 coded the extent to which the activities contributed to the SO 1's strategic objective.

A four-point scale was used to quantitatively code the activities:

¹⁷ In the absence of a more objective external evaluation of activities, to make a determination of whether and how these programs advanced and/or contributed to democratic consolidation, the impact of all the activities supported and the value they added is based on reasonable deduction. USAID may not have been the sole architect of many of these activities, but the Agency's support was critical in assisting the South African government and civil society organizations to facilitate a more equitable, responsive, efficient and effective form of governance and consequently facilitating substantive democratic development and consolidation. The coding exercise was premised on the idea that knowledgeable persons closest to the activities being evaluated, were best suited to make determinations about their impact. Thus, it was Crea program managers who took part in the coding exercise, and the results were scrutinized and agreed to by USAID/SA/SO 1.

1. *Excellent*. Exceeded contractual expectations./Contributed significantly to SO 1.
2. *Good*. Met all the contractual requirements of the activity./Contributed to the SO 1.
3. *Poor*. Marginally met the contractual requirements./Marginally contributed to SO 1.
4. *Unsatisfactory*. Did not meet contractual requirements./Did not contribute to SO 1.

Activities were coded by Crea program staff and the COP who managed the various activities. Activities not coded were of logistical support, such as organizing seminars or procurement of goods and services.

4.1. Rule of Law

A more effective and accessible criminal justice system—54 activities coded

Request	Activity	Q1	Q2
005	Capacity-building Conference-Fort Hare	2	2
006	BLA	2	2
014	ABA and MOJ Exchange	3	3
016	Nipilar Grant	3	3
016	CSLS Grant	2	1
016	CLRDC Grant	3	2
020	NPA Prosecutor Consultation Workshop	2	2
026	NPA Strategy Workshop Support	2	2
027	Anti-Corruption Workshop	2	2
033	TA to NPA Management and Administration	2	2
033	TA to NPA-Training Needs	2	2
033	TA to AFU-Forensic Accountant	2	1
033	Umtata Rescue Mission	2	1
033	AFU Policy and Legal Manual	2	1
033	NPA Organizational Development	3	2
036	SA Legal Experts	2	3
046	NPA Senior Prosecutors Conference	2	2
050	AOJ Design Specialist	2	2
054	DOJ Donor Coordination Workshop	2	2
071	Pta Magistrate's Children's Court	3	2
082	IAP Conference	3	3
085	Logistical Support to the Public Protector	3	3
093	NPA Crime Study	2	1
094	ISS Criminal Justice Monitor	2	1
095	NPA Remuneration Study	2	3
101	Advice Centers	3	2
103	HSRC Survey	3	3
110	SOCA Domestic Violence Workshop	2	2
112	DOJ Organizational Development Study	2	2
123	CCJ	3	2
124	Mosaic	2	1
125	Childline	3	1
126	TVEP	2	1
127	C.T. Childwelfare	3	2

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128	Khulisa	3	2
137	Child Rape Planning Workshop	3	2
141	NPA Strategic Planning Workshop	3	2
158	NPA DSO Conference	2	2
162	Child Witness Program	3	2
163	Gender Equality Commission	2	2
165	NPA Corporate Services Training	2	2
166	Child Rape Study	3	3
172	NPA Strategic Review	3	3
178	CLC Justice Manual	2	2
182	NPA HR and Develop. Assessment	2	2
206	SAYSTOP	3	2
207	CRED	3	2
208	CSVR	2	2
209	Khulisa	3	2
210	GRIP	3	2
211	CSLS	2	2
218	CS) Consultation	2	2
219	APAC-Research MFM Act	2	2
227	APAC Phase 1	3	2

RLU Coding Percentage Results

Score	Q1 (Contract)		Q2 (Content)	
	Number	Percent	Number	Percent
Excellent	0	0	9	16.6
Good	31	55.5	36	66.6
Poor	23	42.65	9	16.6
Unsatisfactory	0	1.85	0	0
Totals	54	100	54	100

On Question 1, none of the 54 coded exceeded the contractual requirements. More than 50 percent of the activities were coded as meeting the contractual requirements and about 43 percent were scored as marginally meeting the contractual requirements. All of the activities (100 percent) met or marginally met the contractual requirements. 16.6 percent of the activity content were scored as contributing highly to the D/G program’s strategic objective 1 (SO 1), 66.6 percent were considered GOOD and having contributed to the SO 1, 16.6 percent were scored as marginally contributing and none was scored as having failed to contribute to the SO 1. 100 percent of activities were considered worthwhile contributions to democratic consolidation.

4.2. Local Government

More effective and democratic local governance: 77 activities coded

Request	Activity	Q1	Q2
002	MSI	2	2
009	DCD Conference	2	2
012	District 6 workshops	2	2
022	District 6 Intern	2	2
023	LGSP Tech Assistance	2	2

025	LGTF launch	2	3
028	TA to LGSP	2	2
034	National Tariff Policy Guidelines	2	2
035	Knowledge Banking Workshop	2	2
045	District 6 Mapping Course	2	2
047	Planact –Bloemfontein	2	2
049	District 6 Historical Valuation	2	2
051	Credit Control Study	2	3
048	Special Needs Unit	2	2
059	Knysna and Hermanus	2	2
060	S/Cape Karoo	2	3
061	Revenue Management Cluster	3	3
063	Gariep Dam	2	2
064	Eastern Tubatse/Ohrigstad	2	2
065	Demarcation Board Workshop	2	2
066	Drakensburg DC	2	2
067	IDP Cluster	2	2
068	Greater Germiston Needs Study	2	3
075	Clarkson Community Property Trust	2	1
078	GJMC Igoli 2002	2	3
079	CLC	2	1
083	LGU Design and Implementation Support	2	2
086	Municipalities Workshop	2	2
087	Hillbrow/Berea	2	3
092	LGU Design Round 2	2	2
096	Knowledge Banking—NBI	2	3
097	Local Government Stakeholders Workshop	2	2
098	Horizontal Learning	2	1
104	PIA Deloitte & Touche	3	3
114	Greater Tubatse—Planact	2	2
115	Ulundi Revenue Management	2	3
116	Kagiso Educational TV	2	2
119	Research for DPLG-Palmer Development	2	1
120	DPLG Transformation Manager	3	3
121	WC Special Needs Unit	2	2
130	Greater Tubatse Video	2	2
139	Cacadu	3	3
140	Interfaith	4	3
143	West Coast	2	2
144	Fairshare-Central Karoo	3	4
145	Exegesis—Vhembe	4	4
146	West Rand	2	2
147	Jhb-Peoples Centre	3	1
148	Fairshare-Karoo	3	2
149	Nelson Mandela	2	2
150	Mangaung	2	2
151	Tshwane	2	2
152	Bohlebel	4	4
153	Ehlanzeni	2	1
155	Ugu	3	3

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156	Umzinyathi	2	2
157	Sedibeng	3	3
159	Zululand	2	1
160	Grant Thornton	2	2
161	Bophirima	2	2
167	Waterberg	2	3
168	Alfred Nzo	2	1
174	Planact Award Ceremony	2	3
179	Koukama	2	2
191	LGU Program Review-Element 2	2	2
196	Property Rates Workshop	2	2
202	District 6 Housing-J de la Harpe	2	3
213	Planact-Bohlebel and Vhembe	2	1
220	Planact Bohlebel and Vhembe Phase 2	2	2
221	Cacadu-Ward Committee	2	2
222	West Coast Community	2	3
223	String Communications-Hologram	2	2
223	String Communication-KSP Website	2	2
224	Palmer Development Group, Hologram	2	2
226	Mangaung Phase 2—Urban Econ	2	2
226	Mangaung Phase 2—Double Purple	2	2
226	Mangaung Phase 2—Bauteng Comm.	2	2

LGU Coding Percentage Results:

Score	Q1 (Contract)		Q2 (Content)	
	Number	Percentage	Number	Percentage
Excellent	0	0	10	13
Good	65	84	46	61
Poor	9	12	17	22
Unsatisfactory	3	4	3	4
Totals	77	100	77	100

On Question 1, none of the LGU activities coded exceeded its contractual requirements. Eighty-four percent were coded as meeting the requirements, 12 percent as marginally meeting the requirements with only 4 percent as not meeting the requirements. 96 percent of the activities were coded as meeting or marginally meeting their contractual requirements.

On Question 2, 13 percent of the activities coded were considered as contributing highly to the SO 1, 61 percent contributing to the SO 1, 22 percent marginally contributing to the SO 1 and 4 percent not contributing to the SO 1. 96 percent were coded as making some kind of contribution to the SO 1.

4.3. Civil Society

Strategic CSO-government partnerships strengthened for improved policy development and service delivery: 27 activities coded

Request	Activity	Q1	Q2
001	IMPD	3	2

011	Sangoco	2	2
015	Peace Initiative Workshop	2	1
018	Civil Society Sustainability	2	2
021	IMPD KZN Peace Initiatives	2	2
031	IEC Peace Initiative Workshop	2	1
032	SACBC-Elections Observations	2	2
041	Sangoco NGO Week	2	2
070	Impumelelo Awards	3	3
076	Voter Education KZN and EC-IMPD	3	2
076	Voter Education Christian Council	2	2
077	NPP Tax Dialogue Grant	2	2
080	Technical Support to CSU-Umhlaba	2	2
088	Sangoco CIVICUS study	2	2
091	NPO Tax Communication and Support	2	2
102	RASSP-CCS	2	2
106	NPP—Income Tax Lobbying and Research	2	2
107	CORE	3	2
108	SANGONET	2	2
109	AISA	3	2
129	CSSP Stakeholder Workshop	2	2
134	Volunteer SA Conference	3	3
170	Centre for Public Participation	2	2
171	The Contact Trust	2	2
189	CASE	2	2
203	Net Benefit Analysis	2	1
218	IDASA Consultative Forums	2	2

CSU Coding Percentage Results:

Score	Q1 (Contract)		Q2 (Content)	
	Number	Percent	Number	Percent
Excellent	0	0	3	11
Good	21	78	23	81
Poor	6	22	2	7.5
Unsatisfactory	0	0	0	0
Totals	27	100	27	100

On the first question, none of the 27 coded exceeded the contractual requirements. More than 75 percent of the activities were coded as meeting the contractual requirements and about 22 percent of the activities were scored as marginally meeting the contractual requirements. 100 percent of activities met or marginally met the contractual requirements and no activities were coded as not having met the contractual requirements.

Eleven percent of the activity content were scored as contributing highly to the D/G program’s strategic objective 1 (SO 1), 81 percent were considered GOOD and having contributed to the SO 1, only 7.5 percent were scored as marginally contributing and none was scored as having failed to contribute to the SO 1. 100 percent of activities were considered worthwhile contributions to democratic consolidation.

4.4. Other Activities

Four coded:

Request	Activity	Q1	Q2
003	Endowment Study	2	4
008	Wits Harvard SEP	2	2
154	HSRC Study Tour	2	2
072/138/228	Afrobarometer	2	1

Other Activities' Coding Percentage Results:

Score	Q1 (Contract)		Q2 (Content)	
	Number	Percent	Number	Percent
Excellent	0	0	1	25
Good	4	100	2	50
Poor	0	0	0	0
Unsatisfactory	0	0	1	25
Totals	4	100	4	100

In all, 100 percent of activities met the contractual requirements—25 percent of activities coded were regarded as contributing highly to democratic consolidation, 50 percent as contributing, and 25 percent as making a marginal contribution.

4.5. Consolidated Coding of All Activities

A total of 162 activities were coded.

Score	Q1 (Contract)		Q2 (Content)	
	<i>Number</i>	<i>Percentage</i>	<i>Number</i>	<i>Percentage</i>
Excellent	0	0	16	10
Good	119	73.5	102	63
Poor	39	24	40	24.5
Unsatisfactory	4	2.5	4	2.5
Totals	162	100	162	100

Of the activities coded:

- 97 percent met or marginally met their contractual requirements.
- 10 percent contributed highly to the consolidation of democracy.
- 87.5 percent contributed or marginally contributed to democratic consolidation.
- 2.5 percent did not meet their contractual requirement or contribute to democratic consolidation.

There emerged no pattern for how the different types of activities (grants, subcontracts and workshops) were scored.

5. Conclusion

The Crea SA contract was set up to provide GMTA services to USAID's Strategic Objective 1. It was intended that the basket of services managed by Crea SA would contribute to the consolidation of democracy in South Africa. Despite the various changes to the USAID program

over the course of the Crea contract, and the various issues and dynamics that affected its implementation and the lack of a proper M&E framework, the GMTA project was a useful and valuable mechanism that it achieved its primary purpose of relieving USAID of significant management burdens. More importantly, this “right-sizing” of USAID/South Africa’s Democracy and Governance strategic objective did not impair the effectiveness of the program. Quite the opposite, the lion’s share of the activities implemented under the GMTA contributed positively to democratic consolidation in South Africa.

ANNEX A: GMTA Activities Matrix

GMTA Request 1998-2004

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
98/001	Institute of Multi-Party Democracy (IMPD)	CSU	Contract	To improve admin and financial systems of the IMPD	1/14/1999	4/30/1998	7,392	3	2
98/011	South African National NGO Coalition (Sangoco)	CSU	Contract	To provide support for selected activities, especially their NGO week activity, "The Economics of Poverty and Inequality."	8/25/1998	12/31/1998	68,365	2	2
98/015	Peace Initiative Election	CSU	Logistics	Assist with planning and holding a workshop on election related violence mitigation	9/7/1998	10/15/1998	2,181	2	1
98/018	Civil Society Sustainability	CSU	Logistics	To develop a new intermediate result (IR1.3) with the help of an expert on civil society sustainability.	10/15/1998	2/15/1999	50,628	2	2
98/019	NGO Partners Conference	CSU	Logistics	To help set up a NGO partners conference	11/20/1998	11/20/1998	845	2	2
99/021	Institute of Multi-Party Democracy-KPMG	CSU	Grant	To award co-op agreements that will focus on Election Peace Initiatives	1/14/1998	4/30/1998	8,006		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
98/021	Institute of Multi-Party Democracy-Peace Initiative	CSU	Grant	To award co-op agreements that will focus on Election Peace Initiatives	11/2/1998	3/31/2000	809,281		
99/029	CSO Sustainability	CSU	Special Studies	To provide USAID-SA, Strategic Objective (SO 1) team with technical support to develop its Civil Soc. Support Program	3/24/1999	11/30/1999	74,501		
99/031	Independent Electoral Commission (IEC) Peace Initiative W/shop	CSU	Logistics	To assist the Eastern Cape (EC), IEC with the hosting of a Peace Initiative workshop.	3/26/1999	5/15/1999	1,719		
99/032	South African Catholic Bishops Conference (SACBC) -Election Observers	CSU	Grant	To assist the SACBC with producing election monitoring manuals, training of election observers and coordinating election monitoring in KZN.	3/1/1999	7/31/1999	244,929		
99/041	Sangoco NGO Week	CSU	Grant	To support Sangoco's NGO week activities.	9/1/1999	12/31/2001	200,000		
00/070	Institute for Democracy in South Africa (IDASA)-Impumelelo Award Program	CSU	Grant	To pay for five students interns for a period of 8 months and pay costs related to an exhibit of best practices of government service delivery.	5/1/2000	4/30/2001	39,669	3	3

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
00/076	Institute of Multi-Party Democracy-Voter Ed.E/Cape	CSU	Grant	Citizen education to support the 2000/2001 elections in the Eastern Cape and Kwa Zulu Natal (KZN).	7/18/2000	2/1/2001	164,737		
00/077	Non-Profit Partnership (NPP)	CSU	Contract	Support tax policy dialogue around the government-appointed Katz Commission into Income Tax through paying for tax consultants, research, travel and conference costs.	5/1/2000	4/30/2001	49,639	2	2
00/080	Umhlaba	CSU	Technical Assistance	To assist with the successful start up of the USAID civil society program through establishment of a Program Reference Group, design of activities to help implement NPO Act and develop possible partnership areas with the NDA.	8/1/2000	10/30/2000	25,418	2	2

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
01/088	Sangoco-Civicus	CSU	Grant	To support its coordinating role in the development for the development of the CIVICUS Index of Civil Society in South Africa.	11/30/2000	12/31/2001	46,115	2	2
00/089	Research Support Grant-Civicus	CSU	Grant	To enable a research organization to develop the CIVICUS Index including selection of civil society indicators, data collection and analysis and workshops on the findings of the project.	12/15/2000	12/31/2001	141,022	2	2
01/091	Non-Profit Organization (NPO) -Tax Communication and Support	CSU	Grant	The program focuses increasing the civil society sector's understanding of the enabling tax legislation through training workshops and information dissemination to the nonprofit sector	6/18/2001	9/30/2004	525,000	2	2
01/102	Research and Analysis Skills Strengthening Program (RASSP)	CSU	Grant	The project is aimed at improving the capacity of CSOs to conduct and analyze research.	12/1/2001	6/30/2004	450,000	2	2

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
01/106	Non-Profit Partnership (NPP)	CSU	Grant	To support activities aimed at providing tax advocacy and information dissemination to nonprofit organizations in South Africa.	8/23/2001	9/30/2004	300, 000	2	2
01/107	Cooperative Research and Education (CORE)	CSU	Grant	To help facilitate NGO-government partnerships through research, workshops and info dissemination on partnerships and increase capacity of CSOs and government to enter into strategic partnerships	10/1/2001	10/30/2003	191, 516	3	2
01/108	SANGONET	CSU	Grant	To provide electronic networking information and training services to South African civil society organizations focused on fund-raising.	10/1/2001	9/30/2003	163, 009	2	2
01/109	Accountability Institute of South Africa (AISA)	CSU	Grant	To research, promote and advocate for the concept and practice of non-financial accountability within southern Africa.	10/1/2001	9/30/2003	28, 915	3	2

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/129	Civil Society Strengthening Program (CSSP) Stakeholder Workshop	CSU	Logistics	Arrange partner/stakeholder workshop to review the Annual Program Statement and Performance Monitoring Plan for the CSSP.	3/12/2002	3/26/2002	2,236	2	2
02/134	Volunteers Conference	CSU	Logistics	To provide logistical support to Volunteer SA and Department Social Development (DSD) for the Volunteers conference.	6/18/2001	9/30/2004	15,000	3	3
02/164	Impumelelo 2001 Publication	CSU	Logistics	To publish "Impumelelo 2001"—Innovations in Public Sector Delivery in South Africa of 2001.	6/15/2002	7/31/2002	10,348	2	2
02/170	Centre of Public Participation (CPP)	CSU	Grant	To strengthen public participation in processes of governance through: identifying opportunities for public participation; information dissemination; capacity-building for CBOs; planning and assisting advocacy campaigns by CBOs in KZN.	9/1/2002	8/31/2004	275,000	2	2

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/171	Contract Trust	CSU	Grant	To enhance the capacity and opportunities for CSOs and government to partner, dialogue and cooperate through parliamentary monitoring, reporting, info dissemination and CBO capacity-building and facilitating creation of advocacy coalitions.	10/1/2002	9/30/2004	245, 000	2	2
02/177	Civil Society Roundtable	CSU	Logistics	To provide logistical support for a roundtable discussion/brief with the SO 1 and civil society.	10/3/2002	10/11/2002	1,168		
02/180	Civil Society Unit Workshop	CSU	Logistics	To provide logistical support for a CSU workshop	11/7/2002	11/7/2002	103		
02/189	Community Agency for Social Enquiry (Case)	CSU	Grant	A study on the experience of NGO-government partnerships in the areas of Adult Basic Education (ABE), social income grants and human rights.	3/1/2003	4/30/2004	52, 073		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
03/200	D. Balia Travel to Korea	CSU	Logistics	Arrange travel of South African head of Transparency International to attend anti-corruption conference.	5/22/2003	6/2/2003	4, 645		
03/203	Net Benefit Analysis-CS Sector	CSU	Contract	To determine the net benefits that nonprofit organizations (NPOs) have derived from the 2000 Taxation Laws Amendment act and develop a typology of registered NPOs in South Africa.	8/1/2003	2/20/2004	69, 895	2	2
04/216	Civil Society Roundtable—Anti-Corruption	CSU	Logistics	To provide logistical support for the CS-USAID anti-corruption roundtable.	2/1/2004	7/31/2004	2, 676		
04/217	Wits/Harvard Senior Executive Program (Senior Executive Program) Evaluation	CSU	Grant	Wits Business School assessed the impact and effectiveness of the Senior Executive Program.	2/1/2004	7/31/2004	10, 000.		
04/218	IDASA-Consultative Forums	CSU	Grant	To consult with victim empowerment and anti-corruption NGOs on a collective strategy in the wake of USAID's evolving priorities.	1/14/2004	3/30/2004	8, 465	2	2

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
04/229	Civil Society Roundtable	CSU	Logistics	Discussion forum for NGOs, USAID and government reps on the results of the net benefit analysis study.	5/18/2004	6/30/2004	2, 812		
98/002	Local Government Study-Management Systems International (MSI)	LGU	Special Studies	To conduct research and analysis that informs SO 1's design of a strategy and program in the area of local governance.	1/28/1998	5/15/1998	65,158	2	2
98/009	Department of Constitutional Development Conference	LGU	Logistics	1000 delegate conference on systems and procedures to provide nationally raised revenue to local governments.	6/4/1998	7/30/1998	34, 459	2	2
98/012	District 6 workshops	LGU	Logistics	To fund and support 16 biweekly land restitution workshops.	8/1/1998	1/31/1999	15,135	2	2
98/022	District 6 Intern Phase 1	LGU	Technical Assistance	To assist 8 student interns for a period of 5 months to assist the District 6 Land Claims Unit process land restitution by former District 6 residents.	12/1/1998	4/30/1999	13,347	2	2

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
98/023	Local Government Support Program Tech Assistance-Management Systems International	LGU	Technical Assistance	Assist USAID and Department of Constitutional Development in formulating a local government technical assistance program.	12/15/1998	6/30/1999	91,047	2	2
99/024	Local Government Support Program -N Barnes	LGU	Technical Assistance	To draw up work plan for local government assistance program and produce recommendations for performance monitoring and measurement options for the RSA/USAID Local Government Support Program.	1/25/1999	3/25/1999	16,827		
99/025	Local Gov Trans Launch	LGU	Technical Assistance	Assist the Department of Constitutional Development and USAID launch the Local Government Transformation Program.	3/7/1999	3/7/1999	41,193	2	3

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
99/028	Technical Assistance to Local Government Support Program	LGU	Technical Assistance	Fund Project Implementation Agency to develop selection process for municipalities to receive assistance under the Local Government Transformation Program and advise and report to USAID on this program.	7/1/1999	3/31/2000	296,241	2	2
99/034	National Tariff Policy Guidelines	LGU	Technical Assistance	To develop National Tariff Policy Guidelines	5/15/1999	11/15/1999	44,431	2	2
99/035	Knowledge Banking Workshop	LGU	Logistics	To arrange a one day workshop regarding local government knowledge banking	4/20/1999	4/25/1999	622	2	2
99/037	SADC Conference Support	LGU	Logistics	To pay for associated costs of the July 1999 SADC Local Governance Conference including final report printing	6/24/1999	8/6/1999	32,953		
99/038	LGU Donor LGU Municipalities W/S	LGU	Logistics	To help the LGU to coordinate and finance a Strategic Planning Workshop	7/21/1999	7/21/1999	399		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
99/042	Speakers Support Performance Management	LGU	Logistics	To assist Department of Constitutional Development in its Performance Management Consultation Process through providing logistical and financial support for featured speakers.	9/6/1999	12/10/1999	1, 409		
99/043	Materials For Department of Constitutional Development Mun. Fin. Conf	LGU	Logistics	Purchase of folders for Municipal Finance Conference	9/16/1999	9/16/1999	780		
99/045	Comp Map. Course District 6	LGU	Technical Assistance	Supporting the training of a computer technician from District 6 in the area of mapping.	9/7/1999	9/9/1999	1,178	2	2
99/047	Planact Co-op. Agreement	LGU	Grant	Cooperative Agreement to service provider in support of Bloemfontein's Local Government Program, focusing on planning, service delivery, and revenue collection.	12/1/1999	9/30/2001	119,908	2	2
99/048	District 6 Intern Phase II	LGU	Technical Assistance	To pay the student interns at District 6 for a period of 19 months.	9/15/1999	3/31/2003	149, 064		

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
00/049	District 6 Historical Valuation	LGU	Technical Assistance	To contract service provider to determine the historical value of properties in District 6	2/4/2000	10/31/2000	64,031	2	2
99/051	Credit Control Study	LGU	Special Studies	To fund a special study in credit control practices in South Africa's local governments, write report and carry out workshop on credit control.	11/1/1999	11/30/2000	125, 956	2	3
99/056	Workshop-Integrated Development Plan (IDP) and Revenue Management	LGU	Logistics	Logistical support for workshop municipalities in the Integrated Development Plan and Revenue Management Clusters	11/22/1999	11/22/1999	2, 305		
99/057	Hermanus and Knysna Workshop	LGU	Logistics	Logistical support for participants to attend Cape Town workshop from the municipalities of Knysna and Hermanus.	11/17/1999	11/17/1999	591		
00/059	Local Government Support Program Hermanus and Knysna	LGU	Contract	Improve operational effectiveness in performance management, human resources, and equity for Knysna and Hermanus municipalities.	5/4/2000	8/4/2001	143, 013	2	2

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
00/060	Local Government Support Program Southern Cape Karoo	LGU	Contract	To assist the Southern Cape Karoo Electricity Forum in the area of pricing, cost of supply, tariffs, and holding a workshop on these topics.	3/15/2000	6/30/2001	127,074	2	3
00/061	Local Government Support Program Rev. Mng Cluster	LGU	Grant	To improve revenue management and service delivery for the Benede Oranje, Umzinyathi and Volksrust municipalities	4/18/2000	6/30/2002	305,758	3	3
00/062	IQC Firm Interview Process	LGU	Logistics	To enable the chief director at LG Finance to attend meeting at USAID/Washington.	1/4/2000	1/7/2000	2,952		
00/063	Local Government Support Program Gariep Dam	LGU	Contract	The project is to strengthen local economic development planning, focused on the tourism sector in the Gariep Dam area.	4/6/2000	7/30/2001	36,750	2	2
00/064	Eastern Tubatse	LGU	Grant	The project seeks to establish community structures and develop appropriate governance capacity in the E. Tubatse/Ohrigstad Council	6/1/2000	10/31/2001	219,585	3	3

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
00/065	Municipal Demarcation Board	LGU	Logistics	To do logistics for 16 workshops hosted by the Municipal Demarcation Board on the demarcation process, local government elections and newly established municipal powers and functions.	3/6/2000	3/31/2000	96,207	2	2
00/066	Local Government Support Program—Drakensburg	LGU	Contract	To help the Drakensburg District Council build organizational, administrative, financial, technical and engineering skills and systems.	8/22/2000	8/23/2002	277,831	2	2
00/067	Local Government Support Program Integrated Development Plan Cluster	LGU	Contract	To provide technical assistance for an Integrated Development Plan for Bophirima Council.	10/1/2000	9/30/2001	145,695	2	2
00/068	Local Government Support Program Germiston Council	LGU	Contract	To do a needs assessment for Germiston Council to help it identify and respond to community needs.	7/11/2000	10/31/2001	58,598	2	3

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
00/069	Demarcation Transitional Costs Study	LGU	Technical Assistance	Study to determine the transitional costs involved in financing the restructuring of municipalities after the demarcation process.	3/14/2000	8/24/2000	85,452		
00/075	Clarkson Com. Property Trust	LGU	Grant	Assist the Clarkson Community Property Trust in establishing community oriented, local government presence and infrastructure; and enhancing financial transparency of municipal systems and procedures	11/15/2000	8/30/2002	106,768	2	1
00/078	Johannesburg-Igoli 2002	LGU	Contract	Supporting July 2000 exhibition for Greater Johannesburg residents on the status of the "Igoli 2002" Transformation Plan.	6/1/2000	9/1/2000	91,626	2	3
00/079	Community Law Centre	LGU	Grant	To help South Africa's local governments establish newly demarcated municipalities in the run-up to local elections.	7/1/2000	6/30/2001	222,621	2	1

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
00/081	Urban Future Conf	LGU	Logistics	Logistical support for the Urban Futures Conference for the Greater Johannesburg Metro	7/17/2000	7/28/2000	8,449		
00/083	LGI Design and Imp	LGU	Technical Assistance	Design three contractible documents to form basis for request for applications	9/1/2000	12/1/2000	7,983	2	2
00/086	Municipalities Workshop	LGU	Logistics	Logistical support for workshop of municipalities receiving assistance under the LGSP.	11/19/2000	11/20/2000	14, 625	2	2
01/087	Igoli 2002-Hillbrow/Berea	LGU	Grant	To assist with a participatory planning process for the Hillbrow/Bera regeneration initiative.	1/30/2001	1/29/2002	101,804	2	3
01/092	LGU Design Round 2	LGU	Technical Assistance	Study to recommend to the South African government and USAID up to 20 district councils for assistance under element 2/round 2 of the LGSP.	1/15/2001	1/15/2001	21,054	2	2
01/096	Knowledge Banking Workshop-NBI	LGU	Technical Assistance	Develop a business plan for the local government knowledge management facility.	4/15/2001	10/15/2001	28,806		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
01/097	Workshop-Loc. Gov. Stakeholders	LGU	Logistics	Logistic support for the April 2001 Local Government Stakeholder Workshop.	4/9/2001	4/9/2001	3,275	2	2
01/098	Horizontal Learning ISP-Organizational Development Africa (ODA)	LGU	Grant	To carry out the local government horizontal learning and information sharing program (disseminating local government best practices, learning products, and support capacity-building strategy for local government).	11/15/2001	2/29/2004	793,976	2	1
01/104	Project Implementation Agent-Deloitte & Touche	LGU	Technical Assistance	To secure the services of a Project Implementation Agent (PIA) to: assist with the selection of municipal projects; design new projects and help with their launch; provide monitoring and technical assistance to LGSP service providers.	12/7/2001	10/6/2003	502,917	3	3
01/113	JHB Metro Council Conf.	LGU	Technical Assistance	To help the Johannesburg Metro Council coordinate a conference in the area of shared learning.	8/30/2001	10/30/2001	19,519		

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
01/114	Greater Tubatse Project—Planact	LGU	Grant	Developing citizen and community participation in the local government process for the Greater Tubatse area.	1/18/2002	1/17/2003	35,426	2	2
01/115	Ulundi Revenue Management—Debt-pack	LGU	Contract	Help municipality increase the payment of rates and improve management of collected revenue.	12/1/2001	11/30/2003	17,516	2	3
02/116	Kagiso Ed TV—Bloemfontien	LGU	Grant	Project supported educational TV broadcast of the ward system in relation to setting up ward committees.	1/1/2002	1/1/2002	26,731	2	2
02/119	Research for DPLG-Palmer Dev	LGU	Technical Assistance	An analytical research project of all municipalities relating to the division of powers and functions among category B and C municipalities.	12/1/2001	12/30/2002	28,573	2	2
02/120	DPLG Transformation Manager	LGU	Technical Assistance	Fund the position of transformation manager within the DPLG to assist in developing a strategic plan, program design, and overseeing resulting activities for transforming the local government system.	1/1/2002	10/31/2004	394,306	3	3

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/121	Special Needs Unit- Western Cape	LGU	Technical Assistance	To provide support to the Western Cape Regional Commission of the Restitution of Land Rights for the processing of land claims of citizens with special needs (elderly, sick and indigent).	7/15/2002	3/1/2003	11,593	2	2
02/130	Greater Tubatse Council Video	LGU	Logistics	To arrange the logistics for the Greater Tubatse and Bloemfontien councils to attend the previewing of the Ward Councils video.	3/4/2002	3/4/2002	478	2	2
02/132	LG Support Assessment- ISIS	LGU	Grant	To assess the effectiveness and impact of the LGSP's direct assistance to municipalities in: building their capacity; increasing citizen engagement in local governance, and; improving council engagement with communities.	7/1/2002	11/15/2004	352,628		

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02/138	Municipal Rep Travel	LGU	Logistics	To provide logistical support-for municipal representatives to participate in Technical Evaluation Committees.	7/2/2002	7/2/2002	4,883		
02/139	Cacadu—Port Elizabeth Tech.	LGU	Contract	To issue an RFP for a capacity-building assessment for Cacadu District Municipality.	10/1/2002	8/31/2003	44,216	3	3
02/140	Ekhurhuleni-Interfaith	LGU	Grant	To design and implement a capacity-building program for ward committees in Ekurhuleni Metro, and an info/awareness campaign on new structures and systems for public participation.	11/1/2002	3/31/2004	279,895	4	3
02/143	West Coast-PricewaterhouseCoopers	LGU	Contract	Project to increase capacity of ward committee members and councilors to improve effectiveness of local government for the West Coast by strengthening community participation.	10/29/2002	3/15/2004	78,732	2	2

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/144	Central Karoo-Fairshare	LGU	Grant	Project focused on the establishment of community structures and capacitating community reps., officials and councilors involved in those structures.	10/1/2002	2/26/2004	68,020	3	4
02/145	Vhembe-Exegesis	LGU	Grant	Training program for Ward Committees, including a Train the Trainer component.	11/1/2002	7/31/2004	277,540	4	4
02/146	West Rand-Urban Econ	LGU	Contract	A Local Economic Development initiative, the project is to do research and identification of economic clusters, establish cluster working groups, and develop a strategy and operational plan for implementing cluster-based economic development in the West Rand.	11/1/2002	7/30/2004	177,572	2	2

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02/147	Johannesburg-Outlearning	LGU	Grant	Conduct needs assessment and training program for staff and officials involved in running Peoples Centers, where citizens resolve queries around service delivery, for the City Of Johannesburg.	10/1/2002	5/31/2004	221,570	3	1
02/148	Karoo Dist-Fairshare	LGU	Grant	Project to strengthen capacity of existing ward committees and facilitate the establishment of new ward committee structures where these do not exist, plus develop an information program focusing on participatory governance.	10/1/2002	6/30/2004	222,179	3	2
02/149	N. Mandela-Port Elizabeth Tech	LGU	Grant	Project to develop and deliver a training program for ward committee members, secretariats, councilors and their staffs to improve participatory governance.	10/1/2002	11/30/2003	180,441	2	2

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/150	Mangaung Local Mun-Urban Econ	LGU	Contract	Development of a local economic development strategy and the establishment of a broad-based economic development partnership to manage and coordinate local economic development.	3/30/2003	8/30/2004	239,978	2	2
02/151	City Of Tshwane-Jupmet	LGU	Contract	Design, develop and implement a training program to build the capacity of ward committee members and staff and relevant council officials to improve participatory governance in Tshwane.	11/1/2002	2/29/2004	155,304	2	3
02/152	Bohlabela-Exegesis	LGU	Grant	Training program for Ward Committees, including a training-of-trainers component.	11/1/2002	8/31/2004	276,317	4	4

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02/153	Ehlanzeni-Umsebe	LGU	Grant	Design, develop and implement a training program to build the capacity of ward committee members, councilors and council officials and staff and relevant council officials to improve participatory governance in Ehlanzeni.	9/1/2002	8/31/2004	241,190	2	1
02/155	Ugu-Working Solutions	LGU	Contract	Develop information technology and communication strategy and community participation program for UGU	11/15/2002	5/31/2004	156,296	3	3
02/156	Umzinyathi-Actus Integrated Management(AIM)	LGU	Grant	Capacity enhancement program for Ward - Based Structures and development of a Communication Strategy.	11/1/2002	3/31/2004	221,522	2	2
02/157	Sedibeng District-Kagiso	LGU	Contract	Develop a tourism strategy; assess capacity-building needs and developing and implementing a capacity-building program.	11/29/2002	8/31/2003	67,480	3	3

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/159	Zululand-Iyer Rothaug	LGU	Contract	Develop a coordinated Local Economic Development Framework for Zululand District Municipality.	9/1/2002	5/31/2004	271,304	2	1
02/160	Buffalo City, Grant Thornton	LGU	Contract	Situation analysis and development of a tourism Master Plan that includes a marketing plan, communications and information plan and implementation program.	12/1/2002	5/31/2004	250,081	2	2
02/161	Bophirima-K2M	LGU	Contract	Research and establish local economic development and tourism strategy and capacity-building program for Bophirima District Municipality	11/1/2002	5/31/2004	204,822	2	2
02/167	Waterberg-Transpay	LGU	Contract	Develop and institute an integrated financial and information technology system for Waterberg District Municipality.	12/1/2002	6/30/2003	343,000	2	3

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02/168	Alfred Nzo-Common Ground	LGU	Grant	To develop an integrated participation and communication strategy for Alfred Nzo Municipality.	11/1/2004	2/29/2004	218,806	2	1
02/174	Planact Ward Graduation Ceremony	LGU	Logistics	To reimburse Planact for costs associated with arranging the graduation ceremony of the ward committee training for Greater Tubatse Municipality	9/28/2002	9/28/2002	731	2	3
02/175	Ekhurheli Metro Women's Day	LGU	Technical Assistance	To negotiate P/O with vendors to provide refreshments and commemorative items for the Ekhuruleni Metro Council for its women's day.	9/20/2002	9/20/2002	4,379		
02/176	Air ticket to India-J.Murphy	LGU	Logistics	Purchase an airline ticket to India for Joanne Murphy to participate in local government conference.	10/25/2002	11/1/2002	1,419		
03/179	Koukamma Municipality-Isandla	LGU	Grant	Improve community participation and municipal delivery procedures in 6 rural settlements of the Koukama Municipality.	3/1/2003	5/31/2004	142,817	2	2

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03/184	LGU Workshop	LGU	Logistics	Arrange a local-government workshop	11/14/2002	11/19/2002	1,361	2	2
03/186	SALGA Conference	LGU	Logistics	To secure a venue for the National General Council Conference of SALGA	11/11/2202	11/14/2002	47,462		
03/187	Department of Provincial and Local Government (DPLG) Municipal Viability Conf.	LGU	Logistics	1.5 day conference for 1500 delegates (senior elected and appointed officials) focused on threats to the viability (like huge debt) of municipalities.	12/5/2002	12/6/2002	34,922		
03/190	Round Trip—Yunis Carrim	LGU	Logistics	Pay for Mr. Yunis Carrim, MP, and air ticket to Bolivia to study local government system there.	11/30/2002	12/5/2002	1,033		
03/191	LGU Program Review	LGU	Logistics	To provide logistical support for the workshop of Round 1 municipalities.	2/6/2003	2/7/2003	13,715		
03/193	Legislative Drafting Course	LGU	Logistics	Arrange travel for three members of the National Assembly to attend a Legislative drafting course at Tulane Univ.	6/13/2003	6/30/2003	33,000		

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03/195	JHB Metro—Executive Management Development and DM	LGU	Technical Assistance	Train Johannesburg Metro Council executive managers in areas such as strategy making, policy development and communications.	3/1/2003	6/30/2004	78,700		
03/196	Property Rates Workshop	LGU	Logistics	Arrange a Property Rates Workshop for the Parliamentary Portfolio Committee.	4/7/2003	4/8/2003	34,752	2	2
03/202	J. De La Harpe—District 6 Housing	LGU	Technical Assistance	Conduct research on the feasibility of constructing high rise housing in District 6 to resettle displaced residents from the area.	5/1/2003	12/15/2003	25,948	2	3
04/220	Planact-Bohlabela, Vhembe Phase 2	LGU	Technical Assistance	Train ward committees in the Vhembe and Bohlabela districts.	3/1/2004	6/30/2004	151,975	2	1
04/221	Cacadu—Ward Committee member	LGU	Contract	Train a selected number of ward committees in the Cacadu District municipality.	4/1/2004	6/30/2004	43,695	2	2
04/222	West Coast—Community Partnership Phase 2	LGU	Contract	To design and implement a training program to develop the capacity of Municipal Officials and councilors of the WC.	5/18/2004	7/30/2004	48,907	2	3

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
04/223	String-Knowledge Sharing Program (KSP) Website	LGU	Contract	To host and maintain the knowledge sharing Web site for a period of 4 months.	8/1/2004	10/31/2004	595		
04/224	Palmer Dev Group	LGU	Grant	To develop and maintain the KSP's District and Local Municipality Learning Networks.	2/15/2004	7/15/2004	45,000	2	2
04/226	Mangaung-Ph2—Bataung Committee	LGU	Contract	Produce a documentary on Mangauang Economic Development Strategy.	4/20/2004	5/20/2004	6,135	2	2
04/226	Mangaung -Ph2-Double Purple	LGU	Contract	To draft, design, layout and print a popular version of the Economic Development Strategy for Manguang.	4/20/2004	5/20/2004	5,242	2	2
04/226	Mangaung—Ph2 Urban Econ.	LGU	Contract	To draft, design, layout and print a marketing version of the Economic Development Strategy for Manguang.	4/20/2004	5/20/2004	2,866	2	2
98/005	Capacity-building Conference	RLU	Logistics	Help the Department of Justice to coordinate and carry out a Capacity-building Workshop for Law Schools	2/2/1998	6/30/1998	21,914	2	2

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98/006	Black Lawyers Association	RLU	Grant	To increase the number of Black attorney's by assisting them with practical placements in firms.	5/20/1998	6/30/2003	1,795,096	2	2
98/014	American Bar Association (ABA) and Ministry of Justice (MOJ) Int Exchange	RLU	Logistics	Assist the MOJ by arranging travel to South Africa for 3 members of the American Bar Association.	8/12/1998	8/31/1998	11,952	3	3
99/016	Nipilar Grant	RLU	Grant	Increasing the rights of women, children and disabled people and the development of programs that support democracy and human rights in the formal and inform education system.	2/1/1999	7/30/2001	1,904,613	3	3
99/016	Community Law and Rural Development Centre (CLRDC)	RLU	Grant	Formal education interventions to improve rights of women, children and disabled people.	11/1/1999	7/30/2001	1,294,640	3	2
99/016	Centre For Socio-Legal Studies (CSLS)	RLU	Grant	The program is to support the institutionalization and implementation of democracy and human rights in the education system	4/1/1999	7/30/2003	1,534,600		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
98/020	National Prosecutors Workshops	RLU	Logistics	To host Prosecutorial Policy Workshop	10/22/1998	1/31/1999	93,054	2	2
99/026	National Prosecuting Authority Strategy Workshop Support	RLU	Technical Assistance	To assist the National Prosecuting Authority in convening a Strategic Planning Workshop	1/15/1999	3/15/1999	20,251	2	3
99/027	Anti-Corruption Workshop	RLU	Logistics	Logistical support for participants to travel to the United States for the Anti-Corruption Workshop in Washington	1/22/1999	3/1/1999	3,715	2	3
99/033	Organizational Dev-National Directorate of Public Prosecutions	RLU	Technical Assistance	Institutional development and technical assistance interventions for the National Directorate of Public Prosecutions.	9/19/2000	1/28/2001	151,224	2	3
99/033	Forensic Accountant II-National Directorate of Public Prosecutions	RLU	Technical Assistance	Pay salary for forensic accountant to assist AFU	9/15/2000	9/14/2001	77,591		
99/033	National Directorate of Public Prosecutions—Mmabatho Rescue mission	RLU	Technical Assistance	Send team of advocates and support staff to deal with Mmabatho case backlog.	7/2/2000	7/10/2000	8,323		

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
99/033	National Directorate of Public Prosecutions—Umtata Rescue Mission	RLU	Technical Assistance	Send support staff to deal with Umtata case backlog.	3/1/2000	6/5/2000	11,526		
99/033	Technical assistance to National Directorate of Public Prosecutions—forensic accountant	RLU	Technical Assistance	To pay the salary of forensic accountant for an extra 12 months	4/1/1999	5/31/2000	72,758		
99/033	TA to National Directorate of Public Prosecutions-Training and Needs	RLU	Technical Assistance	Develop a National training Framework for prosecutors	4/1/1999	5/31/2000	12,571		
99/033	TA to National Directorate of Public Prosecutions-Office Mng and Admin	RLU	Technical Assistance	Review the financial , management and office systems	4/1/1999	5/1/2000	31,815		
99/033	AFU Policy and Legal Man-National Directorate of Public Prosecutions	RLU	Technical Assistance	Develop a Legal Manual for Asset Forfeiture Unit of the NPA.	5/10/2000	1/30/2001	99,323		
99/036	SA Legal Experts	RLU	Technical Assistance	To facilitate the review and feedback on the Criminal Justice Reform Concept Paper	6/10/1999	1/30/2000	15,366	2	3

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
99/046	Senior Prosecutors Conf National Directorate of Public Prosecutions	RLU	Logistics	Logistical support for the office of National Directorate of Public Prosecutions to hold a conference for Senior Prosecutors	11/9/1999	11/12/1999	100,477	2	2
99/050	AOJ Design Specialist	RLU	Technical Assistance	Analyze assistance needs of the Ministry Of Justice	10/13/1999	12/11/1999	45,805	2	2
99/054	Department Of Justice Donor Coordination Workshops	RLU	Logistics	To coordinate a workshop for the Department Of Justice	11/15/1999	11/15/1999	3,941	2	2
00/071	Technical Assistance to Pretoria Magistrate Court	RLU	Technical Assistance	To support training of social workers at the children's court; establish cost-effective alternate to foster care; develop family preservation program; organize camps and therapy for abused kids.	4/30/2000	9/30/2003	7,476	3	2
00/073	Audit for NIPILAR	RLU	Technical Assistance	Technical assistance for NIPILAR's audit	3/30/2000	6/30/3000	12,538		
00/082	International Association of Prosecutors (IAP) Conference	RLU	Logistics	To give logistical support to 20 prosecutors to attend the IAP	8/16/2000	9/30/2000	19,884	3	3

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00/084	National Directorate of Public Prosecutions—Durban Rescue Mission	RLU	Logistics	Logistical support to 1. Deal with backlog of cases 2. Screen manner in which cases are prioritized 3. Train staff on case management.	8/10/2000	10/13/2000	7,857		
00/085	Logistic Support—Public Protector	RLU	Logistics	Logistics for the office of Public Protector regarding Ombudsman Conference	10/24/2000	11/2/2000	9,958	3	3
01/093	National Directorate of Public Prosecutions—Crime Study(Resolve)	RLU	Technical Assistance	Help National Directorate of Public Prosecutions develop a comprehensive strategy to address the Organized Crime problem	3/1/2001	7/30/2003	84,244	2	1
01/094	Institute of Security Studies (ISS) Criminal Justice Monitor	RLU	Grant	To support ISS's development of the Criminal Justice Monitor publication.	4/26/2001	2/28/2004	322,432	2	1
01/095	National Directorate of Public Prosecutions-Remuneration Structure	RLU	Technical Assistance	To help develop a new remuneration structure	4/1/2001	6/15/2001	16,700	2	3

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01/101	Support following Citizen Advice centers— Dennilton, Soweto, Western Cape, Pietersburg	RLU	Technical Assistance	Through supporting citizen advice centers in targeted areas, protect and promote human rights and democracy and through and provide access to justice in disadvantaged communities.	1/1/2001	6/30/2002	126,403	3	3
01/103	Human Sciences Research Council Survey	RLU	Special Studies	National Prosecuting Authority, to take part in public opinion survey by the Human Sciences Research Council	5/30/2001	10/31/2001	1,372	3	3
01/110	Domestic Violence Workshop	RLU	Logistics	Provide logistical support to the National Prosecuting Authority for a Sexual offences workshop.	8/19/2001	8/21/2001	8,220	2	2
01/112	Department of Justice— Organizational Development Study (PWC)	RLU	Technical Assistance	To help the Department of Justice carry out an organizational development study and implementation plan to improve court services unit.	8/27/2001	1/2/2002	174,829		
01/117	CLRDC Audit—Fisher Hoffman	RLU	Technical Assistance	Final audit for CLRDC	1/1/2001	1/1/2001	3,420		
01/122	Nipilar Audit, Final— Sithole	RLU	Technical Assistance	Final audit for Nipilar	12/4/2001	2/28/2002	8,550		

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/123	Centre of Criminal Justice (CCJ)	RLU	Grant	Project supports victim assistance and empowerment of women and children through counseling, education, helping victims navigate court system, providing legal advice and assistance.	3/1/2002	4/30/2004	150,214	3	2
02/124	Mosaic	RLU	Grant	Court support project through which unskilled workers train as court workers to help abused applicants apply for protection orders.	12/31/2002	9/30/2004	209,144	2	2
02/125	Childline	RLU	Grant	Prevent and manage child abuse and neglect through educating court professionals, prepare child victims for court, provide follow-up support post court, train volunteers to assist child victims and their families.	3/1/2002	9/30/2004	96,695	3	2

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02/126	Thohoyandou Victim Empowerment	RLU	Grant	Support and empower victims of sexual abuse, domestic violence, and violence against women and children. Operate trauma centre, provide ART to rape victims; educate community on need to prevent abuse.	5/1/2002	9/30/2004	225,946	2	1
02/127	Cape Town Childwelfare	RLU	Grant	The project assists children in crises and at risk through implementation of a community-based child protection program.	4/1/2002	3/31/2003	19,761	3	2
02/128	Khulisa	RLU	Grant	Rehabilitation/diversion of juvenile offenders in the Alexandra area.	2/1/2002	12/31/2003	250,953	3	2
02/137	Child Rape Planning Workshop	RLU	Technical Assistance	Planning workshop around need to research the issue of rape in South Africa to inform an NPA anti-rape strategy.	10/9/2002	10/10/2002	7,957	3	2
02/141	National Prosecuting Authority Strategy Planning Workshop	RLU	Technical Assistance	Train managers of National Prosecuting Authority (E.C) on strategic management	5/20/2002	5/22/2002	4,052	3	2

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/142	Khulisa Computer Purchases	RLU	Logistics	To procure computers for Meadowlands High School and Khulisa	5/15/2002	7/31/2002	66,114		
02/158	Directorate of Special Operations National Conference	RLU	Logistics	Arrange a conference for the Directorate of Special Operations and contract a consultant to design and conduct team-building exercises.	6/13/2002	8/15/2002	119,436	3	3
02/162	National Child Witness Program	RLU	Contract	To develop and pilot a national child witness preparation program to use in the South Africa's sexual-offenses courts.	6/1/2002	7/31/2004	265,480	3	3
02/163	Gender Equality Commission	RLU	Logistics	Provide support to the Commission on Gender Equality for activities marking the fifth anniversary of the ratification of South Africa's Constitution.	7/30/2002	8/27/2002	60,480	2	2
02/165	National Prosecuting Authority Corporate Services Training	RLU	Participant Training	Provide training on Performance Financial Management Act and Batho Pele for corporate services staff of the National Prosecuting Authority.	9/5/2002	6/30/2003	69,026	2	2

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/166	Child Rape Study-National Prosecuting Authority	RLU	Contract	The project is aimed at conducting research on child rape.	10/8/2002	1/31/2003	100,000	3	3
02/172	National Prosecuting Authority—Strategic Review	RLU	Contract	To provide the National Prosecuting Authority with the consulting services of XKM and Ass to facilitate a strategic and organizational review.	9/11/2002	9/11/2002	30,498	4	3
02/173	RLU Retreat	RLU	Logistics	Logistical support for Rule of Law strategic workshop.	9/4/2002	9/20/2002	125		
02/178	Community Law Centre Justice (CLC) Manual	RLU	Grant	To prepare a resource manual to highlight best practices related to juvenile justice.	11/1/2002	6/30/2004	235,329	2	2
02/182	National Prosecuting Authority -Human Res and Dev Asses	RLU	Contract	To review the Human Resource and Development section of the National Prosecuting Authority.	10/10/2002	5/31/2004	12,708	2	2
02/183	National Prosecuting Authority—Sexual Offenses Community Affairs Training for Prosecutors	RLU	Logistics	Fund a two week workshop for 54 newly appointed maintenance prosecutors.	10/23/2002	12/15/2002	55,988		

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
02/185	Crime Prevention Consultation	RLU	Logistics	Provide logistical support for a two-day expert consultation workshop.	11/23/2002	11/27/2002	8,438		
02/188	Sexual Offences Community Affairs Training for Director Public Prosecutions (DPP)	RLU	Logistics	To enable DPP's of the specialized sexual offences courts to attend training	11/18/2002	11/21/2002	6,093		
03/197	GAP-Performance Management Training	RLU	Grant	Train current and new USAID-Funded NGOs in principles of performance management	7/26/2003	12/10/2003	84,843		
03/201	L. Dyosi Travel to Korea	RLU	Logistics	Provide travel for L. Dyosi and A.P. Rapea to attend Third Global Forum Against Corruption.	5/27/2003	6/2/2003	3,841		
03/205	Per Diem—Judge Harmse	RLU	Logistics	Pay costs for Judge Harmse to travel to the 11th International Conference In Washington.	5/21/2003	5/23/2003	430		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
03/206	SAYSTOP	RLU	Grant	Research and development of strategies and programs to help prevent and reduce youth crime through development of a prevention program and developing a framework for intervention with young sex offenders that are not eligible for diversion programs.	9/1/2003	9/30/2004	110,631	3	2
03/207	Creative Education with Youth At Risk (CRED)	RLU	Grant	Develop skills of youth at risk and reintegrate them back into their communities by applying the arts creatively as a medium as a way of engaging these youth.	7/1/2003	9/30/2004	118,000	3	2
03/208	Centre for the Study of Violence and Reconciliation (CSVr)	RLU	Grant	30 Unemployed young trainers to train 600 pre-adolescent students on prevention of youth violence and crime.	7/1/2003	9/30/2004	115,079	2	2

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
03/209	Khulisa	RLU	Grant	Running a rehabilitation program for youth offenders to reduce recidivism and maximizing opportunities for self-sustainment.	7/1/2003	9/30/2004	121,571	3	2
03/210	Greater Rape Intervention Project (Grip)	RLU	Grant	Assisting women and children victims of abuse through providing medical care and support and assisting preparing victims get through the court process.	7/1/2003	9/30/2004	160,888	3	2
03/211	Centre For Socio-Legal Studies (CSLS)	RLU	Grant	CSLS educational project targets learners in schools to raises awareness on legal rights, sexual abuse/ harassment policies and attitudes harmful to the integrity of women and children.	9/1/2003	9/30/2004	115,747	2	2
03/215	National Prosecuting Authority Senior Management Training	RLU	Contract/ Logistics	To provide training for National Prosecuting Authority Prosecutors in the Western Cape.	7/1/2003	9/30/2004	39,315		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
04/219	Association of Public Accounts Committees- Research Municipal Finance Management Act.	RLU	Contract	Conduct research to assess the impact of the Municipal Finance Management Act.	2/1/2004	5/31/2004	4,657	2	2
04/225	Justice Stephen Breyer's visit to South Africa	RLU	Logistics	To provide logistical support for U.S. Supreme Court Justice Stephen Breyer's trip to South Africa to attend the inauguration of the Constitutional Court.	3/4/2004	3/31/2004	4,367		
04/227	Association of Public Accounts Committees- Phase 1	RLU	Contract	Association of Public Accounts Committees will train new members and develop a handbook on implementing the Municipal Finance Act.	5/10/2004	9/15/2004	69,719	3	2
04/230	Pierre Mondriaan travel to Cape Town	RLU	Logistics	Support Mr. Mondriaan's travel to Cape Town to develop community court-based Hatfield pilot.	7/14/2004	7/15/2004	1,547		
04/231	Cape Town Partnership	RLU	Grant	To renovate space for special community court in Cape Town.	8/2/2004	10/15/2004	27,273		

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
04/232	Technical Assistance— National Treasury Municipal Finance Management Act (MFMA)	RLU	Technical Assistance	To provide technical assistance to National Treasury's Office to draft guidelines for implementation of the MFMA.	8/12/2004	11/30/2004	50,000		
98/003	Endowment Study	Other	Special Studies	To provide USAID/SA with background and information on the potential for using endowment/trust/foundation mechanisms to support CSOs.	1/28/1998	7/30/1998	19,934	2	4
98/004	Kaiser Foundation	Other	Grant	Help the Kaiser Family Foundation host a conference to discuss African Development	2/2/1998	6/30/1998	77,242		
98/008	Wits/Harvard program	Other	Participant Training	Help national and provincial officials to attend the Senior Executive Program course at Wits.	6/1/1998	5/31/2000	1,621,000	2	2
98/008	DPSA Senior Executive Program	Other	Participant Training	To help national and provincial officials to attend the Senior Executive Program course at Wits and Harvard	6/1/1998	5/31/2000	24,886		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
98/017	Strategic Objective1(SO 1) Retreat	Other	Logistics	To help the SO 1 team at USAID hold a team-building and planning retreat.	10/7/1998	11/10/1998	1,078		
99/030	Impact Study—EWET and SCAT	Other	Special Studies	To contract an evaluator to conduct a lesson learned impact study for the partnerships program	3/23/1999	4/23/1999	10,652		
99/039	Y2K Tech Assist	Other	Technical Assistance	To ensure that grantees computer system is Y2K-compliant	8/15/1999	9/3/1999	1,707		
99/044	Working Lunch Public Management Development	Other	Logistics	Set up a working lunch for a meeting with local experts on public management capacity-building.	9/7/1999	9/7/1999	165		
00/072	IDASA Public Opinion Survey (POS)	Other	Grant	To conduct a survey of citizen attitudes about democracy, economic development and social issues.	6/1/2000	1/15/2002	89,000		
00/074	Senior Executive Program Cohort 4	Other	Participant Training	Pay for the participation of 20 public sector managers to attend the Senior Executive Program.	3/19/2000	5/26/2000	230,000		
01/099	Senior Executive Program Cohort 5	Other	Participant Training	Pay for participant training costs of public sector managers.	3/18/2001	8/3/2001	253,000		

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Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
01/118	Institute for Multi-Party Democracy (IMPD) Audit—Deloitte & Touche	Other	Technical Assistance	Conduct a recipient audit for the 4 projects carried out under Institute of Multi-Party Democracy	11/5/2001	1/31/2002	7,080		
02/131	Wits/Harvard Cohort 6	Other	Participant Training	Pay Harvard Business School for the tuition fees of 22 public services participants.	3/10/2002	8/2/2002	253,000		
02/133	IDASA Public Opinion Survey (POS) Afrobarometer Survey	Other	Grant	To conduct the Afrobarometer survey in South Africa.	7/1/2002	6/30/2004	122,092		
02/136	Strategic Objective 1(SO 1) Retreat	Other	Logistics	Secure a facilitator for an SO 1 retreat.	5/1/2002	5/31/2002	1,685		\
02/154	U.S. Study Tour—Human Sciences Research Council	Other	Logistics	Facilitate a study tour to the United States to assist South Africa in transforming the relations between commercial farmers and farm workers.	9/1/2002	9/30/2002	17,008	2	2
03/181	DG Officers Conference Paper	Other	Contract	Enable four specialists to write short analysis on issues related to crime, party politics, public attitudes toward democracy and the new local government systems in South Africa to inform SO 1 strategy.	10/15/2002	11/8/2002	4,214		

Request	Name of Activity	Unit	Type of Activity	Short Description	Start Date	End Date	Dollar Amount	Contract Ranking	Content Ranking
03/194	Senior Executive Program Cohort 7	Other	Participant Training	Pay Harvard Business School for the tuition fees of 22 public-sector participants.	3/9/2003	8/1/2003	254,590		
03/214	Strategic Objective1(SO 1)—off-site meeting	Other	Logistics	Arrange on off site strategic meeting for SO 1	10/29/2003	10/29/2003	557		
04/228	IDASA Afrobarometer	Other	Contract	Carry out Round 2.5 Afrobarometer survey in South Africa	5/21/2004	11/30/2004	118,000	2	1

ANNEX B: Success Stories

South African Organizations Set Standards for Non-Financial Accountability

Joe Mohlakane manages a local development project that produces cut flowers to embellish rose bouquets exported from Mogale City, South Africa. A lifeline for the more than 300 local people it employs, the project is just one of a number of initiatives the city is carrying out as a requirement of its integrated development plan from the national government.

South Africa's government instituted the plans to better coordinate development efforts in municipalities across the country, including through cooperation between the public and private sectors. In Mogale City, a public-private partnership established projects—such as Mohlakane's—to strengthen the economy and create jobs.

To assess the impact of these projects, and how the partnerships behind them were working, Mogale City decided it needed a customized performance management system. Measuring managerial accountability in financial matters is one thing, but for areas not rooted in money or other objective data—development of human capacity, adherence to environmental standards, to name just two—accurate assessments are more elusive. Yet performance in these areas is the basis on which many organizations, public and private, are deemed effective or not.

Fueled by funding from USAID's Grants Management Technical Assistance project, the **Accountability Institute of South Africa (AISA)**, a nongovernmental organization that helps public and private entities throughout the country improve management practices and procedures, teamed with the National Business Initiative, a consortium of 150 leading South African companies, to help Mogale City and another municipality develop performance management systems. The systems encouraged transparency and accountability in every facet of the municipalities' efforts to meet the goals of the mandatory development plans—project conception, implementation, and internal and external reporting. It also included tools organizations could use to carry out these functions.

In South Africa, many organizations lack the resources and expertise needed to create or maintain a performance management system, although they were increasingly under pressure from the government or private sector to follow international standards in how they worked. AISA, with support from the GMTA project, assessed more than 100 international standards on quality of service, and adapted them to the intervention in the municipalities.

“We saw organizations in South Africa were spending more time trying to adhere to service standards than on actual service delivery,” said AISA's Sarojini Persuad, who directed the 2001-2003 project with the municipalities. “No one could demystify international standards and how these link to the integrated development plans of municipalities, how they affect international organizations and influence environmental standards and global reporting initiatives. AISA has sought to shed light on these processes.”

Impact 20/20, as the partnership between AISA and the National Business Initiative was called, aims to link South African business and government. They began testing their joint approach in Mogale City with five-day training sessions on accountability standards. The result was a fundamental shift in planning, monitoring-and-evaluation practices, record-keeping and reporting by the municipal agencies whose representatives took part in the training. Previously, if a ward in Mogale installed streetlights in a neighborhood as a part of

its development plan and a year later an inquiry was made into that process, there would have been no quantitative record to refer to. Mogale City managers learned more than how to draw up a business plan and document projects, they also were trained in how to take steps to prevent corruption and create an environment for transparency at the local government level.

Mohlakane, the manager of the flower project in Mogale, learned that something as simple as keeping his office door open while working can nourish organizational transparency.

Mogale City shared the use of its performance management system with other municipalities through a learning network, and AISA plans to roll out the system through training in at least three other municipalities. In early 2005, AISA will work with other organizations to finalize the design of an accountability system whose use will be encouraged among all members of the National Business Initiative.

Black Lawyers Empower Disadvantaged Students to Become Colleagues

Visitors to Praveena Sukhraj's office first notice the smile on the new lawyer's face. Sukhraj, who is blind and black, has overcome obstacles to realize a goal that once would have been unthinkable in South Africa.

Funding from USAID's Grants Management and Technical Assistance project enabled the **Black Lawyers Association** to provide scholarships so that Sukhraj and 379 other disadvantaged South African law school students could complete their studies.

To graduate from law school in South Africa, those in their final year of study must gain practical experience as interns for six months at established law firms. However, firms often are reluctant to sponsor disadvantaged students, leaving thousands to prepare—and pay for—the bar exam on their own. As a result, many would-be graduates accept menial labor, effectively removing them from the profession before they've joined it.

The Black Lawyers Association has championed improvements to the legal profession in South Africa by enhancing human capacity and promoting equity. In 1998, the association teamed with five of the country's most prestigious law bodies to establish the Placement Scheme, to help place and sponsor law candidates in private firms, state attorney's offices and law clinics, including during study for the bar exam.

The partnership itself set a precedent. USAID, through the South African Department of Justice, pledged support to the scheme. More than 3,000 applications flooded in—40 percent of them from women—after ads were posted at disadvantaged universities. Only 240 candidates could be accepted, so the selection committee paid close attention to candidates from rural areas and considered the inevitable effect their admission would have on rural populations. (Lawyers needing to complete studies in South Africa's cities are unlikely to return to rural areas, which sorely need lawyers and other professionals.)

For more than a year, the consortium tapped its vast networks, monitored the progress of candidates in training at firms, and helped relieve the financial worries of candidates like Sukhraj, who were studying for the bar exam.

Sukhraj did not follow the typical law student's track. She would have liked to complete her studies by writing memoranda for a firm. Even with 19 distinctions on her record, numerous firms cited her disability as a reason not to place her.

But Sukhraj decided to take the bar exam without first gaining practical experience at a firm. In addition to supporting herself during half a year of intense study, she also had to have an assistant do five months of reading for her. Added to these costs were a special computer, voice-recognition software, and a Braille printer and paper.

Asked why she should be awarded the scholarship via GMTA, Sukhraj told the selection committee, "I have to buy the equipment to be a sighted person."

Like many of the other students aided by the Placement Scheme, she passed the bar exam with honors. And her energy is infectious. At just 24, Sukhraj is practicing administrative law, teaching commercial law at her alma mater and earning a doctorate in public policy. In 10 years she hopes to be in Parliament, drafting legislation, though she plans to stay in teaching.

“Without subsidy from the Black Lawyers Association, I’d never have come out of study on equal footing with everyone else,” Sukhraj said.

The Placement Scheme arranged for 105 lawyer candidates to be sponsored for training at the School for Legal Practice and sponsored over the course of a year at various law firms, writing memoranda. Another 121 candidates were sponsored over two years while writing memoranda at firms, while 139 were sponsored while studying for the bar exam. Now practicing lawyers, many of these beneficiaries contribute pro bono services to their communities through law clinics and their own practices.

Over more than three years, the Placement Scheme significantly increased the number of previously disadvantaged law graduates practicing in South Africa. Two of the scheme’s permanent staff members were law graduates who had been unable to secure placement at a firm to complete their practical training but were able to complete exams as employees. For the first time, lawyer candidates from rural areas were acknowledged as beneficiaries of a support program.

Cape Town Sows Seeds of Civic Participation By Youth

The very idea of citizen participation has undergone radical change in South Africa since apartheid was abolished in 1994. The need for participatory structures that empower citizens, particularly young people, to help solve social and economic problems is as urgent as ever. HIV/AIDS, poverty and community violence require intensive intervention by civil society at every level.

Cape Town was one of 24 South African municipalities where USAID's Grants Management and Technical Assistance project helped to engage citizens in the workings of local government in a meaningful way. This was done by investing in the energy and vision of the communities' young inhabitants.

One need spend only a few minutes with the 17 youths at a GMTA-sponsored weekend "empowerment camp" to know that mobilizing citizens is effective. The lobby of the Cape Town hotel where the two-day camp was held brimmed with energy. Though it was exam time in South Africa, the 11th-graders who attended were eager to talk about their experience.

Also as part of GMTA, the speaker of the Cape Town's city legislature, Gavin Paulse, hosted 60 students at another two-day camp. HIV/AIDS, teen pregnancy, conflict resolution, peer pressure and leadership were addressed at length through discussions, theater, role-playing and debate. The camp was intended to give the young attendees a clear, practical understanding of the national, municipal and district levels of government in South Africa. The youths gained a new appreciation for the responsibility public officials face by play-acting their roles and having to come up with solutions to civic problems.

"Yes, I could imagine I was the mayor, I felt the pressure," one student said.

The exercise featured a mock city council; integrated development plans were designed; and the city budget—with M&M candies serving as money—was negotiated and funds allocated. One girl said, "It was great that we did all the talking—there were no lengthy speakers."

Children from nine schools who otherwise would not have had the chance to interact, forged bonds that have lasted beyond the camp. Three months later, the youths were just as enthusiastic about civic participation, and they had not forgotten the meeting with Paulse. The legislative speaker used the camp to assert that acquired knowledge is wasted without action and asked students to "determine to fulfill their purpose" through participation and as agents of change.

At a reunion months after the camp, the youths were busy sharing ideas. One stood up to say that meetings were needed to maintain the momentum from the camp. A member of the Cape Town city government who helped facilitate the meeting said, "We want to run these camps in multipliers, and train students to multiply sessions with other students."

Since two youth empowerment camps have been held, teachers have asked that similar events be held. School integration is lacking in South Africa, and the forums to discuss social challenges are few.

Paulse, who has raised the idea of formalizing youth participation via "junior city councils" and publishing a newsletter to encourage youth participation in city governance, said, "We have to tell other people this is going on in the City of Cape Town."

CCS Training Builds Up CSOs, Breaks Down Ethnic Barriers

The **Centre for Civil Society (CCS)**, a research body affiliated with University of Natal, has directed funding from USAID's Grants Management Technical Assistance project to a number of activities, though its Research and Analysis Skills Strengthening Programme.

The CCS has become the clearinghouse for research on civil society in South Africa, sharing information and knowledge within the country and elsewhere. Its goals on the GMATA project were: to train civil society organizations (CSOs) in research and analysis; to design and provide substantial involvement in a program of small grants to CSOs to conduct research; to collect, compile and catalogue research results; to establish a research network and institute a plan to sustain it; and to disseminate research results, and encourage and assess their use.

Under this activity, an advisory committee composed of academics, donors and CSOs gave direction to the CCS. Activity design allows for continual incorporation of input and feedback from the committee and from the CSOs being trained in research and analysis.

The activity evolved into one that targeted a broad range of CSOs. The CCS's initial request for grant applications yielded 600 responses. Based on criteria developed by the CCS and approved by the advisory committee, a screening process was devised that considered the applicant CSO's areas of work (it needed to have had a foundation in social justice), and whether the CSO had an advocacy plan, could demonstrate a desire to influence policy and was able to engage in lobbying. The screening reduced the number of applicants to 240, all of which took part in the first round of research.

The objective of that first round was to demystify research and show the value of basic research skills in adding value to organizations in problem-solving, and reading and writing reports. A second round was later conducted, focused on advocacy and lobbying, government systems and structures, how to conceptualize, manage and implement an advocacy campaign, and the use of the Internet in research. The third and final round of training centered on development of research questions the organizations later used themselves. The training sessions took place in Durban, Cape Town and Johannesburg.

Besides the value and success of increasing CSOs' research capacity and the resulting impact on citizen participation and democratic governance, the training supported by GMATA empowered activists and civil society and community workers to network among themselves and within their communities. It increased the capacity of civil society to engage government, keeping the latter more vigilant and responsive. The work encouraged CSOs to think more strategically about their organizations' longer-term goals—and to plan accordingly, including in research—rather than only organizing spontaneously and sporadically around single issues.

Volunteers for a Cape Town community-based housing-advocacy group with few resources hand-wrote questionnaires to collect data about community needs, and they later were trained on how to keep the information updated and ensure their responsiveness. Another story of networking among the training group involved a woman from a refugee group who spoke of the camp's lack of child care, forcing many of the adults to leave their children unsupervised while they worked or looked for work. Many dangers existed, and there were incidents of children being hurt. Another participant heard the woman's story and started a process whereby his organization set up a nursery in the camp for refugees' children. For South Africa, where xenophobia, especially toward Africans from points farther north, this cooperation indicates that the internal networking helped break down ethnic barriers and got participants to try to get to know each other and appreciate the diversity among the group.

Childline Volunteers Connect Abuse Victims With Therapy, Other Services

Dr. V.B. Mohamed works miracles from the tiny room that is her office, her examination room and—many times, she concedes—a dining room, too.

She pulls open a drawer of her desk where she keeps bread and peanut butter. Many of the 100 to 150 victims of rape who seek her care every month are children who arrive hungry and reluctant to speak. Employed by South Africa's Department of Health, Mohamed runs the Rape Survivors Unit at Umlazi Public Hospital. The organization **Childline South Africa**, supported by USAID's Grants Management and Technical Assistance project, provides Mohamed with social workers who interview victims, provide trauma counseling and determine short- and long-term care for victims.

Childline has become a lifeline to South African society. For nearly two decades the organization has protected children from violence and abuse. Preventive, educative, therapeutic and rehabilitative services are extended to children and their families from centers in six cities, and countless services like those Childline supports at Umlazi Hospital.

Childline was begun with the establishment of a 24-hour toll-free national phone line that puts trained counselors in contact with children and young people and their families in reporting abuse and seeking help. Between December 2000 and November 2001, calling centers in seven provinces answered more than 67,000 calls from children, parents, teachers and anonymous callers filing reports of abuse. Four times a year, volunteers take a seven-week certified training course to become volunteer counselors on the crisis line. Students and retirees volunteer long shifts at all hours to help victims.

“With children increasingly growing up with external caretakers as a result of the HIV/AIDS crisis, we have seen abuse rates soar,” the Childline director in Durban said.

In Durban, the call team has 45 volunteers, many of them speakers of the province's main language, Zulu. Call volumes are among Childline's highest—19,000 per month on average. Calls range from reports by children of teachers committing rape, to family violence, to the odd crank call. Every call is documented. If the call requires opening a case, information is forwarded to the State Child Protection Unit, child welfare societies or other appropriate authorities. A rigorous monitoring process ensues, with each case followed up until appropriate action is taken or cases go to court.

In the case of rape, victims are assured access to clinics, tests and medical care, short term and long term. Anonymous calls from children revealing an HIV-positive status point to woeful levels of stigmatization in South Africa. A huge green filing cabinet is filled with scores of cases pending before state authorities.

A recently purchased recording system offers the option of recording calls, in part to combat slow or ineffective responses by authorities. One of Childline's greatest difficulties is the lack of a mandate to act on urgent abuse calls, leaving it dependent on the response of resource-strapped state child welfare services and government agencies. Childline is working to strengthen relations and build partnerships with these agencies.

In 1991, Childline committed itself to provide the therapy that high levels of child abuse indicated were desperately needed. Between 1993 and 2002, the number of its new therapy cases grew fivefold. Today, treatment centers for individuals and families, play therapy,

prevention programs, community safe houses, and community training and awareness programs address the root causes of abuse while providing a host of treatment services.

With USAID support, Childline is the first organization in KwaZulu-Natal to provide interventions to sex offenders. As a part of its education and prevention work, Childline hosts bimonthly individual and group therapy sessions with child and adult offenders. Thirty children and 40 adults are in treatment sessions, often as a condition of their sentencing by courts. Court support services are a new and important component of the services Childline provides.

At Umlazi Hospital, the Rape Survivors Unit assists victims who travel a day or more to reach its doors. Nestled in Durban's largest township, it is a one-stop treatment center for victims of rape, the only place of its kind in the province. It houses facilities for comprehensive medical care, HIV/AIDS counseling and testing, filing of reports to the police, and social and psychological care. Demand for services far outpaces supply, however.

Mohamed, the doctor, guides a visitor briskly through the halls of her freshly painted treatment facilities. In a room at the end of a corridor a Childline social worker sits on a straw mat with a 10-year-old girl, whose eyes barely move when the door opens. She was raped just two weeks before, by a man who had asked for directions at her home. The social worker will lead the girl through as many play therapy sessions as it takes to help her begin to cope.

“We have to change the idea of abuse, we can't teach these kids to protect themselves,” the social worker says later. “We must teach their communities to protect them.”

Contract Trust Brings Forges Ties Between Government and Civil Society

At the United Nations' World Summit for Sustainable Development in 2002 in Johannesburg, the South African Civil Society Water Caucus presented a statement on behalf of 50 civil society organizations, outlining urgent issues facing the country's water sector.

The Contact Trust, with support from USAID's Grants Management and Technical Assistance project, spearheaded the caucus' formation. In little more than a year it had begun influencing a new global policy on large dams, ensured that South Africa's minister for water and forestry heard from even the most vocal stakeholders in the water sector, and advised Parliament's Committee for Water and Forestry.

South Africa is challenged with reducing gaps between civil society and government at all levels. Historically, engagements between government and civil society were reactive and resistant. While government and civil society recognize the need to enhance dialogue and seek partnership opportunities, the capacity to forge these bonds has been lacking.

The Contact Trust is helping civil society and government to build constructive relationships that further the development, monitoring and implementation of national policies and legislation. The approach is twofold—information systems provide the latest developments in national policy and legislation, and network development facilitates ties between organizations and government.

More than 1,000 subscriptions to the Contact Trust's information services are held by civil society and government. Biweekly e-mail newsletters detail the latest developments in national policy and legislation. Parliamentary committee meeting minutes and tailored updates highlight opportunities for engagement in government processes. Subscribers include lobbyists, NGOs, government and parliamentary officials. Up-to-the-minute policy and legislation developments are available across 10 policy sectors free of charge. Corporate subscriptions to the Contact Trust's information services are rapidly increasing. The organization is looking at ways to connect rural populations to happenings in Parliament and engage them in government processes.

Network support has brought organizations together around common policy issues. The 50 organizations in the water caucus have become a model for expanding constituencies. This project has facilitated a network for biodiversity that raised its own funds to hire a coordinator. A Civil Society Energy Caucus, social development network and network for communities affected by pollution were formed. They are addressing many of South Africa's most pressing policy issues.

Development workshops teach civil society organizations targeted advocacy skills. Sector-specific workshops help participants to determine which officials to target in government departments. The Contact Trust's biodiversity-sector workshops alone reached 150 participants. Parliamentary workshops focus on building relationships between organizations and parliamentary committees and address cross-cutting policy issues. An interesting unintended success of the Contact Trust's work is the increasing number of government departments requesting its workshop training for its employees.

Recently, the Contact Trust helped organize a trip by a delegation of parliamentarians to northern South Africa. The legislators discussed genetically modified farming with tea farmers. The trip set a precedent as the first of its kind in bringing legislators to the people.

CPP Gives Citizens the Tools to Engage Their Representatives

At a small, round table in a Durban courtyard, three young activists tell very different tales of efforts to mobilize their communities.

Thabiso's, Diddy's and Jabulani's hometowns are hours removed from big cities. With support from the USAID-funded Grants Management and Technical Assistance project, each was able to take part in local workshops held by the **Centre for Public Participation (CPP)**. In 2002, 311 organizations in 11 districts of Durban were provided with the tools to participate in matters of government decision-making.

South African communities face immense obstacles to such involvement. In rural areas, systems to enable citizens to reach government do not even exist. Communities are hindered when citizens lack knowledge of government actions and the processes behind them. Insufficient communication between council members and their constituents, including in the implementation of community development projects, causes deep divisions in communities and disillusionment about government's ability to deliver on its promises.

The CPP is a nonpartisan organization whose work is based on the premise that effective and representative public participation in governmental processes remains inaccessible to most residents of KwaZulu-Natal, its home province. Full-color newsletters, detailing the latest achievements of nongovernmental organizations and the social impact of newest legislation, line a wall of the CPP's office. The CPP's approach is comprehensive; "level one" workshops introduce community members to the structures of government, processes of public participation and local government's role in development. Facilitators closely examine feedback during the first session. "Level two" workshops detail the advocacy process and teach communities how to develop successful advocacy campaigns and how to monitor government.

Thabiso, Diddy and Jabulani exuded confidence. Training had transformed each of their efforts to hold public officials accountable for the equitable delivery of services in communities.

In 2000, the borders of Kwasani municipality were redrawn, merging an affluent community and a poor, predominately black one. A transitional local council was set up and new legislation called for universal provision of services such as water and electricity. Thabiso was working for the municipality and had been fighting hard to ensure that more than 11,000 disenfranchised residents of the Sisonke district had access to clean water. He was told the national government had appointed district water authorities and that the municipality was no longer responsible for providing the service.

Around this time Thabiso took part in the CPP's capacity-building and advocacy training, where he learned municipal roles versus district responsibilities in government. "As development committee members, we attended council meetings every month and would listen," he said. "We were knocking on windows to bring about change, not on the door. Now, if I have a problem, I know what steps to take to cause change, I learned the protocols of the system."

The municipality upgraded water systems to provide access to a new low cost housing scheme. Sisonke District still had no water. Thabiso and development committee members staged a shutdown of the general water supply in order to draw attention to Sisonke's

problem. Under pressure by the community, the municipality admitted to being designated as water service provider. Thabiso was fired from his job at the municipality without any legal premise. He continues to fight for access to clean water by 11,000 community members. “I won’t give up,” he said.

Diddy is a force to be reckoned with, young and energetic, she is also disabled. Thanks to advocacy training provided by the CPP, Diddy and 50 other disabled community members were able to open the eyes of Matatiele municipality to the needs of the disabled. She recounts her victories, which include access to banks in her town through new ramps, and a voice in the design of a new integrated housing community.

She pointed the municipality to laws providing equal access to the disabled. “We learned we could speak our minds about disabilities.” Diddy is tackling public transportation with the municipality, ensuring all public buses are accessible to the disabled and that taxis are not allowed to charge double rates to the disabled. The municipality recently showed Diddy its budget for disabled services and requested her input.

Her greatest challenge lies ahead. Though national laws are in place to provide equal access to disabled job candidates, they are never short-listed for employment. “The national government does not protect the local government level,” she said. The CPP has launched a three-person research unit that is tracking how legislation affects local governments. The unit has begun researching provincial ministries and aims to conduct a comprehensive policy analysis.

“There are those things that have not been taken to the people,” Jambulani said. “The CPP opened our minds widely.”

At just 24, Jabulani and his 15-member organization are lobbying Mtubatuba municipality. They want better roads, access to recreational areas and universal access to clean water for their community. The CPP training showed the group which government channels were effective, and the members approached the municipality and their district representative. Now they have the support of their deputy mayor and are working with the municipality to realize community development goals. There is no sports field yet, but “I think it will happen,” he said.

The CPP is increasing the capacity of councilors and officials as well as community members. Within its two partner districts, it is facilitating training at the district council level and managing a ward committee training process. Two people in 10 municipalities will receive intense training in the design and implementation of community-driven advocacy campaigns. It is particularly difficult for communities to access the funds to carry out campaigns.

Increasingly, CPP is mainstreaming gender and HIV-awareness efforts into participation training, and it is considering providing advocacy training for community workers working on land and environmental issues and with youth.

Court System Overhaul Raises Efficiency By Building Up Staff

Before 1994, South Africa had 11 departments of justice. Courts were run by an executive member of Parliament or an administrator, with functions within the courts handled by magistrates and prosecutors. The courts were burdened with administrative procedures, sometimes at the expense of swift provision of justice. To decentralize courts and improve efficiency, regional court offices were set up to assume some operational and policy functions. However, duplication at the national and regional levels were common and case backlogs grew, in some courts numbering in the hundreds.

Re aga Boswa, which means “we are rebuilding” in the Sotho language, is a comprehensive effort to transform court services, making courts the nucleus of service delivery. A partnership involving USAID, the Department of Justice and the organization Business Against Crime was enthusiastically received in the first province where it was introduced. Estimates are that in a single province the new Court Services Support model, by incorporating case-flow management and creating leaner courts that embrace human resources, has saved the department more than \$2 million.

The court model eliminates regional court offices. A single national office retains policy, strategic planning and budget functions. Main courts are clustered with smaller courts. A professional court manager ensures administrative functions run smoothly across the courts within a cluster.

A Court Support Service Center handles procurement, financial administration, human resources, and auxiliary services for all clustered courts. By separating the administrative and technical functions of courts and supporting court administration through a Shared Support Service Center, prosecutors, judges and court clerks have been able to rededicate focus entirely on case quality, jurisdiction and service. Every case is assessed for its processing time and cost when it enters a court and benchmarks are carefully held to by all members of the court. No court is permitted a backlog of more than 100 cases.

Clear lines of accountability and reporting have been established between the South African judiciary, the prosecution and court services. In 75 courts of KwaZulu-Natal, a province where the model has been tested, case processing time has been halved. Targets for the project aim to reduce processing times for a child support or alimony case from nine months to three.

KwaZulu-Natal’s court system has been fundamentally transformed, not by structural changes in service delivery but by recognizing that Department of Justice staff at every level are the fuel in this engine of change. In preparation for a new framework of court services and a potentially overwhelming change, Re aga Boswa designed a “habits training program,” which is focused on developing partnerships between multiple role players. The result was much more than change management.

Twenty-three habits training sessions helped 120 court employees hone their self-awareness, motivation, focus, communication, teamwork and customer service skills. A story titled “Changing Landscapes” tells the tale of South Africa’s “big five” game animals—the lion, elephant, rhinoceros, leopard and buffalo—and their roles on a migration to new pastures. The animals are described as having roles in nature—as “rainmakers,” which provide the necessary conditions for the landscape to grow; “focused pathfinders,” which support change; “performance- and service-oriented stalkers,” which help change the climate; and “open and

caring partners,” external customers that see how diligent and disciplined the others are. The animals and their roles re-emerge throughout training, including through a “Changing Landscapes” board game that tests the negotiation skills of players, their patience and their roles in the workplace.

Seventy-five members of the Department of Justice have been trained as facilitators and multipliers of the habits training program. Not only have court workers at every level discovered skills that may have remained untapped, the department learned the power residing in its own people. “Habits-change seminars” have boosted morale and had a positive effect on worker absenteeism. The project marks the first time hundreds of employees received on-the-job training and has led to a commitment by the justice minister to allot each department employee an hour every week for training.

Sixty employees formerly working in regional court offices are preparing to migrate to individual courts for a new challenge. They will help manage an agile new Court Support Services System that sees courts and the clients they serve as customers. Re aga Boswa has helped strengthen the links of the chain that is the integrated justice system, police, the prosecutor’s office, social services and public works are already benefiting from the Department of Justice’s new framework. The Court Support Services Model is preparing to roll out in three additional provinces. “The best investment we have made,” said Biki Minyuku, director of Business Against Crime, “is in the minds of people. People are our most strategic resource.”

Trainers Empower Communities With HIV/AIDS Mitigation Measures That Work

Pat Richey is the HIV/AIDS coordinator for Kokstad municipality, where 30 percent of the economically active population is HIV-positive. The municipality's HIV/AIDS clinic sees 5,000 patients per month and its only shelter for AIDS orphans is filled beyond capacity.

Kokstad is one of 110 South African municipalities where the **Education and Training Unit**, with support from USAID's Grants Management and Technical Assistance project, is helping communities develop strategies to combat HIV/AIDS through awareness and prevention campaigns, care strategies for people with HIV and their families, and designing solutions for children affected by the pandemic.

The Education and Training Unit's success lies in its engagement at the national, municipal and district levels. Each level has severe limitations in resources, capacity and social circumstances, making intervention an uphill battle. In rural areas especially, low capacity and poverty can lead to higher incidence rates. In many provinces and districts, AIDS councils are nonexistent.

To initiate its work, the unit meets with the member of the Executive Committee for Health and leading community stakeholders such as the mayor's office. An interim task force is formed around prevention and education, care for victims of the disease and their families, and care for children affected. However small the task force, strategies are adapted to local resources and a way to proceed is found. Existing organizations without an HIV/AIDS focus are asked to adopt strategies targeting prevention and care.

The Education and Training Unit works closely with local government to make sure interventions like the registering of births and deaths are prioritized. In some provinces, strategies are interventionist in nature; in others, municipalities are developing innovative solutions to human capacity needs by raising funds to assign full-time assistance to a task force.

Education and awareness campaigns, condom distribution and testing are fundamental to preventing the spread of HIV/AIDS. The Education and Training Unit sees peer educators as the fulcrum of public education efforts in communities. Recent targeted training of 35 peer educators in Kokstad resulted in an increase in the number of young people—most notably young women—coming to the municipal clinic for testing. Many victims are coming at the first sign of symptoms, which they have learned to recognize through door-to-door education campaigns. Some peer educators are affiliated with churches, leading to increased collaboration on public education campaigns and requests by churches for prevention talks.

The Education and Training Unit looks at all stakeholders in a community. Traditional healers, who have immense influence over communities, are especially important to raising awareness. Kokstad is training 30 priests in HIV prevention through the national Department of Health.

“We have overcome the stigma,” Richey said.

According to United Nations statistics, by 2005 almost a million South African children under the age of 15 will have lost their parents to the AIDS pandemic. Many more will be burdened by care for sick relatives, will have become the heads of households and will have forgone the opportunity to attend school. The Education and Training Unit encourages

municipalities to set up community child care committees. These are headed by women community leaders who divide neighborhoods among them and visit homes to monitor children caring for sick parents.

Child care committees monitor nutritional support to families and ascertain whether children are dropping out of school to care for relatives. They also work with child-headed homes. Efforts are under way to formalize the committees through ward councils so that a link to the municipality is created and access to health and welfare systems is realized. As a solution to costly orphanages, where children are taken out of their communities, traditional female leaders are sought to care for orphans in empty farms and houses accessed through the community. Teachers are sought to help ensure that girls—who are often turned to first to provide care to sick relatives or to head households—are attending school.

Home-based care initiatives directly involve communities in caring for the sick and can play a role in breaking down the stigma attached to HIV/AIDS. There are challenges, many citizens do not know they are HIV-positive and others struggle with pride and refuse care. The Education and Training Unit has helped train 250 caregivers at different levels in order to make care as effective as possible. Caregivers receive training in wellness, nutrition, psychological and emotional support, and basic health care. Low-skilled, home-based-care volunteers support caregivers and provide families food parcels and information on how to access health services. Finally, a professional intervention level trains volunteer nurses who are able to treat infections and provide cross-referrals to clinics and hospitals. Richey oversees a team of 25 home-based-care volunteers who have been trained by the Education and Training Unit. One major struggle is attrition among home-based-care volunteers who are forced to leave their roles to seek gainful employment.

In Msunduzi municipality, where incidence has skyrocketed, a coordinating structure for 60 organizations fighting HIV/AIDS has been developed. In 10 wards more than 700 volunteers carry out coordinated home-based-care efforts, with special attention to areas hardest hit by the disease. About 240 community members have been trained in home-based care. The municipality is devoting special support to bereaved children. With support from USAID, volunteers in 12 additional wards will be trained and a drop-in center will target 150,000 citizens by providing prevention education, testing and a facility for support group meetings. Vegetable gardens at the drop-in center aim to supplement nutritional needs among infected populations.

In Kokstad, HIV/AIDS prevention and care capacities have been recognized by the South African government. The municipality will be among the first where the government will roll out antiretroviral treatment for people with HIV/AIDS. Soon, the Education and Training Unit hopes to launch a national workshop so municipalities can share best practices.

In areas where political will is shown among senior health and government officials, where there is no denial and where network-building and civil society mobilization among all stakeholders is supported, “We are seeing success,” said Beatie Hofmeyr of the Education and Training Unit.

Shared Learning Fosters Stronger Government in SA Municipalities

In the Syanda District Municipality, land has been returned to communities from which it was seized during South Africa's apartheid era. Rural municipalities face challenges in integrating communities, providing social services, developing infrastructure and reaching out to citizens.

Dr. Doreen Atkinson and a team of energetic researchers at the Human Sciences Resources Council (HSRC) have devised approaches to meet community needs in municipalities across South Africa. Supported by USAID's Grants Management and Technical Assistance project, through a project grantee named **Hologram**, Atkinson's team has been recognized for reinforcing the importance of shared knowledge in improving governance.

Hologram promotes learning and research to enhance civic innovations across government sectors. A partnership involving the Department of Provincial and Local Government, the South African Local Government Association and USAID, it supports research; provides access to more than 30 newsletters that highlight key government issues and initiatives (the newsletters are sent via e-mail to municipal politicians and officials, national and provincial departments, consultants and scholars); publishes lessons on issues including municipal design and women in development; offers tools on knowledge management and peer review; and offers access to benchmarks for "the ideal municipality" and "the learning organization."

In Syanda, Hologram supports the HSRC, a local research organization that has placed some of the most urgent issues in government on the national agenda. It has investigated how municipal land is being used for farmers in South Africa and plans to publish a book on farm issues. An HSRC assessment of municipal management revealed efforts to nourish community participation in local governance. Fourteen municipalities are slated to conduct similar assessments, with findings to be shared using Hologram's learning tools and networks.

The District Learning Network has brought 16 district municipalities together to pilot approaches to knowledge-sharing and peer learning to improve municipal capacity and performance. The network has driven South Africa's first peer reviews, comprehensive sessions attended by municipalities and civil society to evaluate municipal performance.

The HSRC conducted seven case studies that shed light on district and local government relations in South Africa. As a part of this work, government representatives at the district and local government level, learned to conduct research from HSRC's team of researchers.

"With this project, our team of young researchers is sinking their teeth into a program that is identifying cutting-edge government issues. Hologram has had the courage to confront the most unpopular issues," said Atkinson, the HSRC's research director.

Atkinson was one of four South Africans to take part in a 2002 study tour to the United States to look into services that municipalities provide to farm and migrant workers. The tour was initiated by USAID/South Africa to ensure the agricultural sector in South Africa is better positioned to respond to the increasing numbers of migrant farmers.

A new book, *The Best of Hologram 2002-2003*, provides unique insight into the state of local government in South Africa and has been distributed to Parliament, national libraries, local government, and municipalities. A variety information is available on the Hologram Web site, www.hologram.org.za.

Coalition Pushes for Fairer Tax Scheme for Nonprofits

The **Non-Profit Partnership (NPP)**, a leading South African NGO working on behalf of the country's nonprofit organizations, recently held national workshops that exposed the detriment of inadequate tax legislation on the provision of social services.

Workshop participants cited examples of groups whose ability to provide services was constrained. Before the NPP's lobbying, South African nonprofit organizations were not permitted to spend more than 15 percent of their resources, regardless of their origins, outside of South Africa without losing their tax-exempt status. Under new legislation, nonprofit organizations can now use 15 percent of their locally generated funds, and an unlimited percentage of the international funding, beyond South Africa's borders, and the NPP continues to push for even greater latitude in this area.

A member of one domestic NGO that works to mitigate HIV/AIDS among truck drivers and the prostitutes they patronize in many border towns, summed up the problems with the earlier tax law: "Do I limit my work on a disease that knows no borders up to the border because tax law prevents me from spending funds internationally?"

With support from USAID, the NPP successfully lobbied for changes in tax legislation like this one. The reforms have opened and expanded funding sources available to South Africa's nonprofit sector through more liberal tax deductions for donors and tax exemptions for nonprofits themselves. This lobbying is complemented by training nonprofits on tax and other legislation that affect their sector. The NPP also is working toward a more favorable tax environment for nonprofits while ensuring they have the tools to be engaged in the legislative process when issues affecting their financial viability are discussed.

Without such an environment, nonprofits will at worst be forever dependent on the generosity of international donors, and at best be limited to tapping local resources. For decades, tax-exempt status was only granted to South Africa's educational institutions, welfare organizations and religious institutions. While this has changed, there is still a perception in some government circles that income generation by the nonprofit sector amounts to "unfair competition"—a view that poses an obstacle to further liberalization of tax laws regarding nonprofits. Narrowly defined, tax legislation previously excluded thousands of public benefit organizations from claiming tax exemption.

Advocacy by a coalition of nonprofits led by the NPP resulted in the drafting of a comprehensive list of public benefit activities that qualify for tax exemption and donor deductibility. The list was included in the new tax legislation approved by Parliament. Qualifying organizations are now referred to as "public benefit organizations" rather than as "welfare organizations." The NPP-led coalition is now challenging other aspects of current tax legislation, such as a restriction that nonprofits with reserves exceeding 15 percent of their annual revenue are not allowed the donor deductibility benefits.

As a result of the NPP's advocacy efforts, corporations such as South Africa's ABSA Bank have been able to set up internal programs that allow employers and employees to donate to nonprofits and deduct their donation from their tax liability.

Many nonprofits do not have formal status and have never received orientation or training. The NPP has trained 920 organizations on complex tax and legal structures, labor laws, compliancy regulations, drafting a mission statement and marketing their nonprofit status.

Workshops focused on specific legislation have included a property rates bill and new legislature important to nonprofits' access to national lottery funds. Advocacy efforts centered solely on tax law have moved to other types of legislation affecting nonprofits.

The NPP has also turned its attention to how nonprofits manage their finances and other affairs. "We are defining income tax legislation, now we want to be sure the sector shows accountability for public funds," said the NPP's Safiyyah Boolay, who coordinated the advocacy effort.

Council Aides Raise the Bar for Constituent Services

Every minute Joliswa Jebe is away from the municipality where she works as an aide to a ward council member is one minute too many. In Ward 41 of Port Elizabeth, Joliswa is as close to community members as can be. She is her council member's ear to the community, fielding every type of constituent request, from elections registration and resolving legal issues to providing outreach when a constituent dies of AIDS.

Joliswa would have entered into these functions without training, were it not for a ward committee training program facilitated by **Port Elizabeth Technikon** with support from USAID's Grants Management and Technical Assistance project.

In 2001, South Africa enacted a law requiring municipalities to form ward committees to fulfill a community advisory function for council members. The committees changed the face of local governance. For the first time, ward council offices made it possible for constituents to seek assistance in their towns. Part-time ward council member aides, such as Joliswa, were hired to assist busy members. With little education and virtually no training for the position, aides attend to hundreds of constituents' concerns every day.\

Port Elizabeth Technikon is a specialized technical college that advances governance through training in the Nelson Mandela Municipality. With assistance from GMTA, 366 ward council member aides and secretaries in 54 wards received basic training, including an introduction to local government, law and finance, project management and leadership. Practical homework assignments require ward council aides and secretaries to involve council members and perform research. Fifty-seven participants received additional computer training and another 37 were schooled in communications practices.

New relationships ensued as a result of the 150 training sessions, held over six months. Not only did ward aides and secretaries build valuable networks, their relationships with their ward council members improved.

Anne-Marie van Jaarsveld is a councilor in Ward 11 of Port Elizabeth. The level of service she is able to provide from her council office as a result of training has increased demand for services. "My council secretary types letters on behalf of constituents on the computer, and the office has become a service hub," said Anne-Marie, who bonded with her Ward 11 council members and staff while driving them to training sessions.

Political barriers have fallen as a result of training sessions, and ward council staff with diverse political affiliations are communicating more than ever before. A training program will allow ward committees to train new council member staff in-house.

Joliswa always wanted to service her community. The ward council member she works for is aged and unfamiliar with high technology. As a council member, he spends much of his day in meetings municipal officials. "I solve housing problems and family conflicts, and I am looked to for community needs because we are municipal workers," Joliswa said.

Joliswa Jebe is now a full-time marketing student at Port Elizabeth Technikon, on a full scholarship from the school for extraordinary achievements.

Community-Focused Support Assists Victims of Rape, Domestic Violence

Konani Malaba tosses a ball in a small room. A mural of popular cartoon characters watches over her as she plays. In a few minutes, Konani will be called into a courtroom, where she will have to face the middle-aged neighbor who raped her less than a month ago.

She is only 10 years old.

Police brought Konani to the only safe house that empowers and treats victims of rape and domestic violence in a community of more than 600,000. With support from USAID, the **Thohoyandou Victim Empowerment Trust (TVEP)** established a Family Violence and Sexual Abuse Trauma Center, which treats about 40 rape victims and 70 survivors of domestic violence each month.

Rape and domestic violence quell the population of Thohoyandou and its rural environs. An estimated 440 children are raped every month in this part of northeastern South Africa. A disturbing number of perpetrators are themselves children. With more than 95 percent of cases estimated as going unreported in rural areas, the incidence of violence and rape are calamitous. Communities have come to accept rape and domestic abuse as normal, teachers and school principals neglect to report cases, and police response is poor and hampered by a woeful prosecution climate.

Thohoyandou's sexual offenses court opened months behind schedule, handles cases belatedly and has failed in providing support to young witnesses and their families. TVEP is fighting hard to beat the odds through victim support, education and empowerment in trauma centers, in schools, in court and in communities.

The Family Violence and Sexual Abuse and Trauma Center at Tshildzini Hospital outside Thohoyandou is open 24 hours a day. Patients like Konani receive psychosocial support, are examined, can file a police report and can be tested for HIV/AIDS. Each case is handled carefully by debriefers, a social worker, a part-time psychologist and doctors on loan to the center by the adjacent hospital. Every case is processed to police and to court directly from the trauma center. When a case is opened, TVEP assigns to it one of 14 full-time case monitors, who will confer with police, prosecutors and the court to ensure the case is expedited and has the potential to result in conviction. Privacy is paramount; victims receive meals, a hot bath and clean clothes.

Victims have the option of staying at the center for several days if their safety at home is in question. Before leaving the center cases are carefully assessed for long- and short-term counseling. Each victim is provided a bus ticket to attend a weekly survivor meeting held by TVEP. Upon leaving the center, victims take a care package that helps boost the immune system. Medicines, including antiretroviral treatment, are provided based on need.

About 50 percent of victims tested for HIV/AIDS by the center, test positive for the disease. With additional funding allocated by USAID, four nurses will be hired to monitor drug treatments including post-exposure prophylactics. In December of this year, TVEP will open a second trauma center at another of Thohoyandou's hospitals. The spacious new center, made possible through support from USAID's Grants Management and Technical Assistance project, will feature a space for psychosocial care geared especially to children.

Though crucial, victim support is only part of TVEP's plight against domestic violence and rape. Empowerment and education are equally important. The group's modest office (which also serves as an advice center) is bustling with volunteers. A corps of more than 100 volunteers receive a modest stipend to build a community base that is intolerant of violence. As a part of a campaign to sensitize and re-educate all sectors of the community to realize an environment that dismisses violence and rape, 10 specially trained peer group educators cover vast rural areas wearing shirts that read, "No Excuse for Abuse."

Domestic violence workshops reach almost 300 people a month across communities and are attended by women and by some men. Community members discuss roles in the home, communication, mutual respect and external factors including alcohol and drugs that cause men to beat their spouses and commit rape. Traditional dance and theatre are used as tools during the sessions. A separate series of workshops shares laws related to domestic violence. Before a single workshop is held TVEP volunteers introduce themselves to village headmen and in schools, to women's groups, in day care centers and to businesses and churches.

Were it not for TVEP, Konani and her family would not be prepared for trial in Thohoyandou's sexual offenses court. She and her mother had been briefed by a TVEP court chaperone, who would guide them through trial and be on alert for inconsistencies in court. Chaperones navigate a court system rife with corruption and inconsistencies.

The intermediaries, which by law are offered to a small percentage of children under 16, have not been trained to work in the Thohoyandou court. It is likely the man accused of raping Konani will not have an attorney and will thus take up his own defense. He will be free to mock and ridicule the girl. After several hours in the waiting room, the judge opens session. Konani must walk past the perpetrator to get to the witness stand where she seeks refuge behind her mother. With no explanation, the judge postpones the trial for several weeks. The 10-year old exits, again passing the accused on the witness stand, her large brown eyes able to look directly at his face.

Inadequate courts are just one aspect of the seemingly insurmountable odds TVEP battles. Amid many challenges, small victories are resulting from the project. A song contest involving 100 of the communities' songwriters and performers has selected a new theme song embodying the hope that comes with denouncing and preventing violence. It will be broadcast across communities for a long time to come. As a direct result of tireless case monitoring, 67 percent of cases in Thohoyandou's sexual offenses court have resulted in conviction. (The national average of convictions in these courts is 5 percent.)

Next year, a shelter for victims of rape and violence will be opened. TVEP continues to champion on behalf of victims, tirelessly exposing cases ignored by the justice system to stakeholders in pursuit of justice. The organization was recently awarded the municipality's highest honor for social services provision.

Innovative Program Protects Child Witnesses in Court

Lawyer and researcher Dr. Karen Muller has devoted her career to the thousands of child witnesses who pass through South Africa's courts. In a country where 33 courts handle sexual offenses alone and crime is endemic, the justice system depends on the testimonies of young witnesses and victims of crime. Child witnesses, many of whom have endured abuse and emotional trauma, lack an understanding of the court process. They provide ineffective testimony, which often means low conviction rates for their perpetrators.

Muller shows me a plain white plastic box in the office she and a colleague share at the **Unit for Child Witness Research and Training** at Cape Town's Vista University. From the box emerge a puzzle, a court procedure timeline, role-playing games and "Zack and Thembi," characters from a story of two child witnesses that allows children to feel they are not alone in witnessing crime. With the support of USAID, Muller's unit has developed and piloted South Africa's first child witness preparation program.

Extensive research, 500 interviews with young witnesses and consultative workshops with judges, prosecutors, defense lawyers and police have helped the unit gain an understanding of the fears and misperceptions that hamper children in the courtroom. Research has revealed common misunderstandings related to court terminology; many children, for example, confuse prosecutor with executor. Ninety percent of young witnesses wet themselves on the stand. Most children suffer emotional stress during long waiting periods before trials.

By law, child testimony in South Africa must take place in a separate room and be broadcast on closed-circuit television. Only the most distraught have access to an intermediary—a trained social worker who simplifies complex questions. Most children endure the intimidating trial process alone.

Child Witness Research developed a child witness preparation program for children between ages 6 and 12. Hourlong interactive sessions address a different topic every week. Games, visual tests and role-playing address everything from key people in the courtroom to post-testimony procedure. The unit piloted the program during two trials, testing its effectiveness and cultural sensitivity. Its potential to empower and educate witnesses was gauged in collaboration with Child Line Family Centre, a USAID-supported center for interventions with child abuse victims and child witnesses. The trial testing the program's effectiveness was held with 11 children awaiting testimony in court. Many had survived abuse and all came from poor backgrounds.

Over 16 weeks, Child Witness Research and Training worked with the children, introducing them to the courtroom and its procedures, how to talk, what to wear to trial, the meaning of an oath, their role in court and what happens on trial day. The behavioral transformation among the children was beyond what any of the team had hoped. Children previously isolated in abuse and fear learned to trust each other. Reticent children started to speak, interact and participate. Witnesses who were reluctant to identify their achievements after three sessions started point out other children's successes only a few weeks later. Two girls who lived on the same street and were awaiting testimony for the same trial, began testing themselves after sessions at home on what they had learned.

The program's impact may be best described by a mother interviewed after the pilot, "This program has given me back my child, her character has come back."

Child Witness Research and Training has finalized 10 hourlong modules that are highly adaptable to any context of work with young witnesses. South Africa's Department of Justice has been closely consulted throughout the design of the program. New legislation is under consideration that would grant all child witnesses assistance from a court intermediary. The innovative child witness preparation program has already attracted the attention of international donors who have suggested it be adopted in other African countries.