

**Sida Support to World
University Service –
South Africa (WUS-SA)
1993–1996**

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Sida Evaluation 97/39

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Executive Summary - SIDA/WUS Evaluation

World University Service South Africa (WUS-SA) was established in 1992 as an independent National Committee of the World University Service. It is registered as a South African non-governmental organization.

Since 1993 WUS-SA has received development funds directly from international and national donors, and in turn channelled funds to approximately 70 NGOs working mainly in the field of adult basic education and training (ABET). WUS-SA also assists its project partners in capacity building in order to ensure the sustainability of organizations and project partners and in order to mainstream the gender approach. WUS-SA also organizes every year a policy forum on adult basic education with nationwide participation of NGOs and government officials, to discuss current and future trends in the country, and exchange experiences.

Sida has been the largest donor since 1993/94, contributing approximately 90% of WUS-SA's annual budget. The total Sida support will have amounted to MSEK 89,5 when the current two year agreement between Sida and WUS-SA expires on 31 August 1997.

Sida and WUS-SA have agreed that an evaluation should be made towards the end of the agreement period. Further, the evaluation should focus on the development of WUS-SA during 1993-96.

The reasons for this evaluation can be summarized as follows:

- Since 30% of the Swedish support to the education sector in South Africa during 1995/96 was channelled through WUS-SA, Sida would like to establish how this contributes to reaching the objectives of the Swedish and South African cooperation in the field of education;
- There is a need to look at WUS-SA's ability to adapt itself to the changing environment for NGOs in South Africa.

In this context Sida would like to assess the need for continued support with regard to content and size, and evaluate whether the financial support should be kept at the current level, be decreased, or be phased out over a period of time.

Scope and focus of the evaluation

The evaluation focuses on the development of WUS-SA as a South African NGO, its objectives, working methods, organizational development, efficiency, strengths and weaknesses.

Of particular interest is the impact of projects in the field of ABET, development of curricula and teaching and learning materials, capacity building for project partners, gender activities and the annual policy forum.

The following aspects are addressed by the evaluation:

- A brief description of the ABET sector in which WUS-SA and its project partners work, serving as a reference background;
- A brief description of the development of WUS-SA, its policy and practices;
- An analysis of the relevance of the objectives of WUS-SA and its project partners in relation to the education policy context, specifically ABET, the target groups and Sida's ongoing support for education;
- An analysis of achievements against objectives, as stated in agreements, project documents and other relevant documentation;
- An analysis of cost effectiveness of the support in terms of inputs and outputs;
- An assessment of WUS-SA's gender programme and its impact on project partners' activities and programmes, including curriculum development and teaching and learning materials;
- An assessment of WUS-SA's capacity building programmes and their impact on project partners;
- An assessment of the impact of WUS-SA's annual policy forum on the project partners, and on ABET policy development;
- An analysis of WUS-SA's performance with regard to its organizational structure and capacity to administer the Swedish support, applications, assessment, monitoring, accounting and reporting procedures;
- An assessment of the future role and sustainability of the organizations that are receiving support from WUS-SA, particularly in the field of adult basic education;
- An assessment of WUS-SA's role as an NGO and funder in a short and longer term perspective, its relation to government policy, its need for external funding and the possibilities for raising funds from sources other than Sida;
- Recommendations to Sida regarding future cooperation and support to WUS-SA.

Approaches and methods used in the evaluation.

The evaluation was carried out by a team of evaluators that included Shireen Motala, researcher from the Education Policy Unit at the University of the Witwatersrand (South Africa), Marcella Ballara, Sida consultant and Chief of Mission, and Lesley-Anne Wilkinson from the Price Waterhouse accounting firm (South Africa). The evaluation was divided into two phases: the first phase included a desk study and a financial and performance audit. For the second phase a field study was undertaken. This included interviews with relevant actors (WUS-SA, government and the National Literacy Cooperation), and visits to 12 project partners.

Summary of main findings, conclusions and recommendations.

WUS-SA's activities were evaluated in the context of the current situation in the country, and in particular in relation to the government and the NGO sector.

In relation to government the following observations can be made:

- While there is a commitment to lifelong learning and basic education, there is a lack of a political will to move ABET higher up on the agenda of education change and

transformation;

- There is no adequate leadership to direct and manage ABET at national and provincial levels. This is due largely to poor financial (0,54 of total education budget) and legislative provision;
- Although there are no structured funding mechanisms at present, the National Development Agency (NDA), a parastatal that is currently being set up, would regulate in the future the relationship between the state and civil society organizations;
- The draft four year plan for ABET produced by the Department of Education (DOE) in April 1997 could provide clearer direction for the ABET sector as a whole. It proposes to increase numbers in ABET to 1 million learners by year 2000; to achieve this aim there is a need for further resources in addition to the R13,1 million 1997/98 allocation. The main criticisms of the four year plan are the lack of a resourcing framework, inadequate gender focus, insufficient adult basic education and development (ABED) focus but rather an ABET focus, and a technical rather than a pedagogical approach;
- South Africa is still in the midst of the transition period, and the expectation that a clear coherent strategy for ABET would be in place by now has not occurred.

In relation to the NGO sector, the following observations are made:

- NGOs are in transition from being anti-apartheid structures to being professional development agencies;
- There seems to be a division between service NGOs which are engaged in the actual delivery of learning programmes, and professional/technical NGOs which produce materials and conduct training; the latter see themselves as specialists in the different components of the adult education process. This division has an underlying racial character;
- The dominant current approach to funding NGOs is to steer them into competitive contracting for delivery, a process that after 1998 will be managed by the NDA (e.g. through tenders);
- Coordination between funding conduits such as JET, Interfund, WUS-SA, is poor. However, NGOs supported by these agencies have acknowledged the role played by them mainly in terms of reducing administrative and fundraising pressures on project partners;
- Within the NGO sector and in ABET in particular, the National Literacy Cooperation (NLC) provides an important umbrella body. The NLC has also been debating its role in relation to the state, and appears to be shifting from a view of itself in a parastatal function to a more independent role. A large number of WUS-SA project partners are NLC affiliates. Some of the challenges facing the NLC are to establish its organizational identity as an association of adult literacy and adult education, to clearly articulate the relation between its provincial and national structures, and to decide where its focus is going to be;
- While the rights of illiterate South Africans are guaranteed by the Constitution, the reality of fiscal constraint, the macro-economic approach of growth before redistribution (GEAR), and the prioritizing of formal education, suggest that adult basic education will continue to be at the bottom of the agenda.

Main Findings

1. WUS-SA can be defined as a funding conduit organization supporting partner organizations working in the field of ABET. Through its capacity building programme and monitoring and evaluation activities, it has provided its project partners with planning and administration, financial management and accounting skills. Recently it has been mainstreaming a gender perspective for the project partners.
2. WUS-SA has made the paradigm shift from resistance to development and strict accountability to funders. In the last two years it has provided service support through its capacity building, monitoring and financial control mechanisms. Through its policy forum it has provided a mechanism to mobilize and support the policy arena for adult education.
3. WUS-SA's role within the NGO sector has been very important during the recent years of transition, as many funding organizations withdrew support from the sector in favour of agreements with government and the private sector.
4. WUS-SA has maintained support to rural and community based organizations in the knowledge that government policy, in particular with the demise of the RDP, has not put development concerns high up on the agenda.
5. WUS-SA support the educational goals articulated in the Reconstruction and Development Programme (RDP).
6. As benchmark/best practices measures on ABET/D do not exist in the country, Price Waterhouse could not make a cost effective analysis.
7. The contractual agreement between WUS-SA and its project partners requires them to submit their audited annual financial statements before the final instalment of funding is released. There are certain additional conditions that must be met prior to releasing all three instalments of a financial year's budget. The financial report submitted to Sida on 31 August 1996 included payment to project partners as per the 1994/95 and 1995/96 committed amounts to project partners, which were not disbursed due to non-compliance with grant agreement terms and conditions. The majority of the project partners have received the first and second instalments of funds during 1995/96.
8. Approximately 55% of the total budget for 1995/96 (R8,730,551,00) was granted to ABET/D project partners. Other areas addressed by project partners include career guidance and literacy, teacher training, materials development and training, policy development, bursaries, publications and alternative education.
9. By mid-May 1997 none of the 1996/97 grants to project partners has been disbursed as the 1995/96 conditions must be fully met and completed before new grants can be issued.

10. In the NGO ABET sector, the NLC is providing an important umbrella body with structures at national and provincial level. This organization is in the process of clarifying its role as an association of adult literacy and education.

Conclusions

1. *WUS-SA is shifting its focus towards being an active service organization with a teaching/learning approach. It is playing an important role as an active financial conduit and capacity builder among its project partners, a role that is widely acknowledged by its project partners, especially by its rural and urban based organizations that serve the most disadvantaged, and those that are linking literacy and development.*
2. *WUS-SA is supporting primarily delivery organizations but also some professional/technical organizations. The criteria to select project partners have not considered the changing financial strategies of the project partners.*
3. *There are objective constraints among WUS-SA's project partners in defining a strategic position within the sector and in the provinces. This is because of the overall context of ABET activity, and role of the major players (i.e. government and NGOs) is still being clarified. Sustainability is not easy for small, rural based organizations and specially for those that deliver ABED to the poorest of the poor and marginalized people. The capacity building activities strengthen WUS-SA's partner organizations.*
4. *WUS-SA's project partners' total delivery to learners continues to be small, reaching 30,000 learners in nine provinces, though it has increased since 1995. The number of learners reached has to be understood in the context of the total ABET delivery of 350,00 for the country as a whole.*
5. *The capacity building and to a certain extent the gender training workshops have been implemented by employing outside consultants. This exercise has made a valuable contribution to WUS-SA, and has allowed project partners to perform specific activities better, gain coherence in their structure and strengthen their organization to fulfill their mission. There is also an emphasis on investing in the teaching/learning process. The provision of capacity building is an important step towards the sustainability of project partners.*
6. *The impact of gender mainstreaming in partner organizations has resulted in the integration of more women at decision making level, and/or the creation of gender units. However the gender component must be strengthened in order to impact on grassroots activities (e.g. learners)*
7. *The policy forum is a positive initiative that has allowed WUS-SA to provide an enabling environment, and play a significant facilitating role, for key actors in ABET to meet and*

discuss the challenges facing the sector. This in itself has not provided WUS-SA with an advocacy and lobby role for the sector, a role that largely has been performed by its affiliates and mainly by NLC.

8. *No cost-effectiveness study was undertaken as Price Waterhouse was not able to compare results with any benchmarks/best practices measures due to limited information in South Africa. It was noted that costs incurred in respect to the policy forum were reasonable, and that WUS-SA has reasonably strong controls and is disbursing efficiently.*
9. *The financial assessment of project partners indicates that the system of accounting and reporting for Sida funds are operating. WUS-SA is strengthening these controls through its own initiatives.*
10. *Until mid May 1997, WUS-SA shows financial delivery constraints in 1996/97 due to the requirement in contractual agreement with its project partners that they submit their audited financial statements before the final instalment is released. The majority of project partners received their first and second instalment of funds during 1995/96 financial year, but to date none of the 1996/97 grants to project partners has been disbursed.*
11. *Through field visits and well developed instruments, WUS-SA implements a stringent monitoring and evaluation system of project partners. There is a need though to develop instruments for self-evaluation by project partners.*
12. *There are funding constraints in the NGO sector and WUS-SA is no exception. The four year plan does not present a clear picture of partnership and financial support. Moreover, it is not yet confirmed if government and the private sector will use NGO skills by responding positively to the resources they offer. Government has not yet made its intentions clear and it remains to be seen how successfully the NDA will support RDP goals through financial assistance for NGOs.*
13. *WUS-SA and its project partners need to diversity their donor support and be prepared to tender at national and provincial levels. This is a learning process that should be supported by the main donor organizations.*
14. *WUS-SA's nearly complete dependence on Sida puts the organization in an extremely vulnerable situation. Phasing-out, decreasing or maintaining the main donor support will deeply impact on the organization and its partners.*

RECOMMENDATIONS:

1. *Sida should fulfill its commitment to funding WUS-SA until 1999. WUS-SA should prepare a five year strategic plan as of 1 September 1997, when its financial year starts. Sida and WUS-SA need to critically assess what their strategic focus of work in adult basic education is going to be in the next few years.*

2. *WUS-SA should clarify its service organization role and continue its role as an active funding conduit to the rural based organizations and those that address the marginalized population.*
3. *For the next agreement period, WUS-SA has to be more stringent in selecting its project partners. It should clearly evaluate its partners to ensure their NGO status, and preferably concentrate on those organizations that address learners directly: delivery organizations, delivery projects within organizations, and projects addressing poor and marginalized people. It could also consider projects in which arrangements have been made to provide materials and teacher training to delivery organizations at no extra costs. This would also establish a more cooperative relationship among its project partners. WUS-SA should discontinue support to those NGOs that have become consultancy organizations.*
4. *For the next period of 1997/98 WUS-SA should address in particular organizations and projects with the following scope: ABED-oriented; those working in rural areas in the most needy provinces; and a lesser but continuous focus on the marginalized groups in urban areas. WUS-SA could concentrate its work in 2 or 3 provinces, e.g., Kwazulu-Natal, Eastern Cape and Northern Province.*
5. *WUS-SA should rigorously evaluate its role in the four year plan and should encourage partner organizations to work closely with the ABET provincial Sub-Directorates. Since WUS already has a clearly defined capacity building strategy, it could approach the national ABET Directorate and propose a working plan for capacity building and support for ABET/D organizations for management and financial services.*
6. *Project partners must be encourage to move towards sustainability and reduce dependency, using relevant models which can be taken over by government. The challenge lies in working with independent and innovative ABET/D approaches with the provincial ABET Sub-Directorates, the government and the private sector, either as delivery organizations or by providing skills. In this way they can benefit from the budget allocated to different sectors (government and private).*
7. *To achieve self-sufficiency time is needed and experience indicates that for the weaker and rural based organizations (specially those working with ABED) it will be a long process. Therefore government and donors should be prepared to provide these organizations with long term support.*
8. *WUS-SA needs to increase its delivery, and prepare a strategy for the next Sida agreement period on how to reach a larger number of learners. The strategy could include support for delivery activities by the National ABET Directorate, the provincial ABET sub-directorates and the private sector.*
9. *WUS-SA staff have gained experience and skills while participating in the capacity*

building and gender workshops and through their permanent monitoring and evaluation activities. Therefore they could consider using their own staff for these training activities. This has to be balanced with the staff's existing work responsibilities.

10. *A shift of the current organization of workshops should be considered with a move from the centralized approach to a provincial "personalized" exercise where more partner organizations could benefit from a shorter and more "tailor made" workshop. The possibility of a Training Unit within WUS-SA structure with skilled staff, and the employment of a full-time person specifically for training should be explored.*
11. *The gender programme should be strengthened to address issues related to project partners' needs, specifically mainstreaming gender in teacher training and learners materials. Relevant tools and guidelines should be provided to partner organizations to address gender during the teaching/learning process.*
12. *In this framework there is a need to develop a needs assessment of the gender situation in the areas where the project partners are working.*
13. *The policy forum is important and should continue. A more decentralized form of policy forums at selected provincial centres should be explored, as well as ways to have greater impact with larger number of participants within the same budget.*
14. *Due to shortages of donor support and unclear government financial support, the capacity building should address the question of sustainability of project partners in a holistic and programmatic way. It should also refer to the development of skills in tendering.*
15. *Given the large expenditure on the policy forum, a cost effective strategy in planning and implementation should be explored.*
16. *WUS-SA should strengthen the existing financial controls in place, ensure accurate reporting, monitoring and tracking. The teaching/learning approach should continue to be used as it appears to be of great value for the project partners.*
17. *The rules of donor agencies are changing towards demanding greater accountability. It is important that Sida communicate its requirements to WUS-SA and in turn for WUS-SA to advise their project partners accordingly.*
18. *It is of vital urgency that ways of disbursing funds committed by WUS-SA for 1996/97 be found, and that reasons for this 'logjam' in financial disbursement be investigated. Sida should follow closely the financial delivery constraints faced by WUS-SA and take these into consideration for the next agreement period.*
19. *Monitoring and evaluation appears to be one of WUS-SA strengths, and it is*

recommended that the same pattern continue. Visits to the rural based projects should however be increased.

20. *During this year (1997) WUS-SA should present a strategy for diversifying its funding base through a strategic plan of establishing partnership with donor institutions - organizations at national and international level. It should also assist project partners to move to financial sustainability.*
21. *Sida support will be needed to provide information on existing Nordic and other organizations, as well as in facilitating the WUS-SA director with a study visit by the end of 1997 to establish contacts with possible partner organizations.*
22. *The three alternative scenarios presented for the 1997/99 agreement (decreasing, phasing out or maintaining the main donor support) should be reviewed in terms of their positive and negative effects on the rural based organizations which are delivering ABET/D and which gain the most from WUS-SA's activities.*
23. *While the NLC will play an important co-ordinating role in the ABET sector, WUS-SA should proactively address the roles that its different project partners are playing, and assist them in becoming sustainable in the long term. This could include ensuring donor support, tendering skills and assisting in building partnerships.*
24. *In the medium to long term, WUS-SA should consider strengthening its relations with the NLC. The impact of this would be to rationalize work in the ABET sector, as each organization can provide services in its strong areas. Project partners should promote consolidation, advocacy and policy development role through collaboration with NLC.*

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1. The Development Context of the Programme

1.1. An overview of the current context of Adult Basic Education and Training

In attempting to understand the context of WUS-SA's work, it is important to highlight developments in the ABET sector from 1990 to the present. These have shaped adult basic education in South Africa in critical ways. This section will also attempt to describe and analyse key features of adult basic education¹ in the current period.

The socio-economic context for adult basic education and training in South Africa is a combination of extreme income inequality, high unemployment and overwhelming poverty. The bottom 20% of income earners receive 1.5% and the wealthier 10% receive 50% of the national income. Between 36% to 53% of South Africans live below the poverty line. Poverty is overwhelmingly racial in character - 95% of the poor are African and 65% of Africans are 'poor'. While total expenditure on education continues to increase from R30,8 billion in 1994/95 to R36,7 billion in 1997/98, and it continues to be the largest item of state expenditure, adult education occupies a very small percentage of the budget (.54% in 1995/96 and .56% in 1996/97). The post-apartheid budgets have prioritized formal schooling with approximately 80% of the expenditure going to this sector, while such sectors as early childhood development, adult basic education and special education continue to be marginalised. Another sector which enjoys high priority in the education budget is tertiary education with an expenditure of about 10% of the total budget.

In the past three years the education budget process has gone through change. While in 1994/95 the budget was divided on a racial basis, in 1995/96 and 1996/97 an overall budget was allocated to education which was then divided into one national and nine provincial education budgets. In 1997/98 an overall amount has been allocated to each province for all sectors including education, and the education budget for each province is decided through a vote in the provincial parliament. Of the total expenditure on education, 85% is allocated provincially, and the remaining 15% at the national level. The implications of this for adult education is that the adult education lobby will have to fight for its share of the scarce resources with other education sectors at the provincial level. In many ways the absence of a clear finance framework for adult education, together with inadequate budgetary provision in the post-apartheid period, are the major stumbling blocks for the implementation of an effective ABET strategy.

Current estimates of the numbers of functionally illiterate South African adults vary between 10 to 15 million. The overwhelming majority of these adults are black and African. There are multiple providers of adult education - government (both directly and through other agencies), large and small companies, different types of non governmental agencies, trade unions and community organizations. The providers have influenced adult education in particular ways with their own ideologies, traditions, orientations and pedagogies. Programmes and curricula vary

¹ 'All forms of organized education and training that meet the basic learning needs of adults, including literacy, numeracy, general knowledge and life skills' (in *Adult Education in a Polarizing World: Education For All Status and Trends*, UNESCO, 1997, p. 3)

widely as do the forms (adult basic education, literacy, night schools, community education, vocational training, trade union education) and settings (factories, mines, union facilities, community centres, schools, churches, homes and even parks). The most significant of these have been the popular education programmes organized by trade unions and anti-apartheid community organizations which provided education opportunities for adults and served as a vehicle for challenging white domination (Samoff, Groener, and Rensburg, 1994).

At a national level a central influence on policy thinking has been the Jomtien Conference convened by UNESCO in 1990 on Education for All, the fundamental premise of which was that every person - child, youth, adult - should have access to basic education as a universal human right essential to self reliant development. All major policy statements in the last few years have committed the government to meeting basic needs and achieving lifelong learning and education for all. The shift from policy development to the formulation of legislation and mechanisms for delivery and implementation has made it necessary to consider affordable models of education provision in the context of slow economic growth. This has necessitated hard choices which have watered down some aspects of earlier policy commitments. Thus in current government thinking, while the commitment to lifelong learning and basic education remains, the force and more radical implications as outlined in early policy documents (ANC Policy Framework, 1994; Reconstruction and Development Programme, 1994; White Paper on Education and Training, 1995) are absent. Basic education, more often than not, means formal basic schooling.

One of the most striking features of the current context is how the pre and post election scenarios have shaped ABET in decisive ways. The pre-election period witnessed unprecedented attention to ABET, on the assumption that a new democratic government would be actively involved in large scale ABET provision.

Policy formulation in the 1990s has emphasized the importance of ABET in South Africa's transition to democracy, outlined policy options, and made recommendations for implementation. The most significant of these were the National Education Policy Investigation (1993), the ANC Policy Framework (1994), and the Centre for Education Policy Development's Implementation Plan for Education and Training (1994). The Congress of South African Trade Unions (COSATU) and the National Training Board (NTB) strongly asserted the needs of organized workers in the formal sector, through skills training which would be backed by the new certification system and mechanisms for articulation. Parallel with such policy processes was the RDP which provided for ABET to be incorporated into a range of development processes including housing, health care and job creation. In the NGO sector a move to rationalize activities was underway, with some NGOs poised to move into a parastatal function to support the national ABET strategy, and others locating themselves outside of the state, but in a cooperative role.

In the post-election period these scenarios faced a number of challenges - the absence of appropriate leadership to direct and manage ABET at a national and provincial level, inadequate financial and legislative provision, and most significantly the lack of a political will to move ABET higher up on the agenda for education change and transformation. The effect on the NGO sector, mainly on affiliates of the National Literacy Cooperation (NLC) were devastating. The shift to bilateral funding by donors, together with the absence of significant financial provision for ABET, led to the closure of some NGOs, severe rationalization of others, and an overall demoralization

in the sector. In a very sobering way, major stakeholders were beginning to understand that policy was not a blueprint that would be systematically implemented, but would be the outcome of a new process of political contestation over how to prioritize the allocation of available and scarce resources (See Annex 11 for details of policy development, and shifts in perspective from 1990 to the present).

1.2 The state sector

The Reconstruction Development Programme (RDP)

In 1994/95 all government departments contributed 1-5% of their total budget to the Reconstruction and Development Programme. The RDP, the main mechanism to implement post apartheid social policy, comprised a set of policy directives and political instruments to redress inequity in the provision of housing, health, access to land, jobs and education. The RDP policy committed the government to specific objectives in key areas of social delivery, and in particular human resource development - a broad notion encompassing formal education, adult basic education and lifelong learning. Part of the brief of the RDP was to implement Presidential Lead Projects (PLP), which were meant to serve as pilots or models for the line ministries. Adult education was one of the PLPs with a R50 million allocation. The RDP's main achievements have been in the area of health care, but in the main, delivery via the RDP did not take place. There were a number of reasons for this which included tensions between the RDP and line ministries, a shortage of personnel skilled in development planning, complex tendering procedures and business plan requirements. The outcomes of this has been that large amounts of money remain unspent. In 1996/97 a large amount of R8 billion of RDP funds was rolled 'over'. The RDP office closed in March 1996 with its functions relocated to the Ministry of Finance and the Office of the Deputy President.

The National Development Agency (NDA)

Much concern with regard to NGO funding is related to the implications bilateral funding will have for NGOs, and the mechanisms for regulating relationships between government and civil society organizations.

In March 1996 the government established the Transitional National Development Trust (TNDT) as a funding conduit to the voluntary sector in the areas of education, health, rural development, urban development, small medium and micro enterprises and democratisation. Funding to NGOs and community based organizations (CBOs) through the TNDT has been extremely slow.

In March 1997 the government announced its intention to establish a permanent structure - the National Development Agency (NDA) - to regulate the relations between the state and civil society. Some of the features of the NDA are that it would be a parastatal and therefore have a looser relationship to government. Its emphasis will be to enhance the potential of CSOs (Civil Society Organizations) to implement RDP goals by prioritizing the delivery of development programmes. It will not replace bilateral funding between CSOs and donors. Its aim is to establish an enabling framework and its proposed funding source is from government, a state lottery and donors including the private sector. The governance of the NDA would be decided

on by the government, and the structure is meant to become operational by July 1998.

A four year implementation plan for Adult Basic Education and Training: provision and accreditation

At the end of 1996, the National Stakeholder forum for Adult Basic Education and Training endorsed the idea of a multi-year planning cycle. The draft four year plan for ABET produced by the Department of Education in April 1997 aims to fulfill this objective and to provide some coherence and direction to the ABET sector as a whole. The key elements of the plan are to improve the quality and quantity of ABET provision, to move from policy to provision and delivery, to access further resources for ABET (i.e. outside of the R13,1 million 1997/98 allocation), to increase numbers in ABET to 1 million learners by year 2000, and to have a 'bank' of nationally recognised and registered unit standards for ABET at all levels. The main criticisms of it are the lack of resourcing framework, inadequate gender focus, no ABED but ABET focus, and a technical rather than pedagogical approach. A coherent national strategy for ABET from the state side is beginning to be discussed but has yet to be put in place.

Ituteng Campaign

One of the major projects of the government in ABET has been the Ituteng Campaign which received R50 million from the RDP Fund as a Presidential Lead Project. The target was to enrol 10,000 learners in each province. The campaign was to be undertaken in conjunction with provincial departments of education and through partnerships with NGOs.

The actual implementation of Ituteng has faced a number of problems which have included a lack of capacity in provincial departments, the marginalisation of ABET in provincial organizational structures, absence of suitable materials, and the inadequacies related to the use of the night school system. The limited success of Ituteng highlights the urgent need for policy regarding partnerships (in particular for government and NGOs) and for this policy to clarify funding and accountability concerns.

1.3 The NGOs sector

In the ABET field, NGOs are beginning to regroup and reorganize in the implementation of ABET policy. A key player in this continues to be the National Literacy Cooperation (NLC) which now has 160 affiliates consisting of both NGOs and CBOs. The NLC coordinates the development of curriculum and materials, training of adult educators including planning and evaluation skills, provision of courses and advocacy.

In terms of overall provision there are an estimated 273 NGOs and CBOs involved in ABET, reaching about 60,000 learners. The overall breakdown of ABET provision for the 350,000 learners is 18.5% by NGOs, 41.7% by the private sector and 28.5% by government. Overall NGO provision is fairly even between urban and rural areas. While NGO provision is higher than previously accepted, it is still very small in relation to the need. It is estimated that currently there are 7.5 million illiterate or semi-literate adults. Some of the main concerns of NGOs have been replicability and quality assurance, in particular how to develop replicable models for the large

scale delivery of quality ABET programmes. The NLC has attempted to address these concerns through the establishment of the Thousand Learner Pilot Project which started in February 1996. The aim of the project has been to expand provision through collaborative delivery by harnessing the skills and resources of NLC affiliates within the national standards framework outlined in the Department of Education's Interim Guidelines of March 1997. The NLC has identified a number of areas which have affected the success of the Project. These have included lack of capacity in the NLC provincial offices to provide professional and technical support, the inability of larger and better resourced affiliates who were expected to provide training and support to under resourced provinces to do so because of funding constraints, and a shortage of suitable materials, especially in African languages.

In terms of funding, ABET NGOs, continue to experience difficulties in raising funds to sustain their work. Much of the money for ABET is increasingly committed to develop capacity in provincial government, and in some instances allocations for ABET in provinces in 1995/96 remained unspent, with NGOs unable to access these funds. While bilateral funding is becoming an option for donors, the effectiveness of bilateral agreements must be premised on the assumption of a fully operational state with policies and grant administration capacity in place. At present these do not exist (Claassen, 1996). The public service contracting role for NGOs through the tendering process may even further shrink the NGO sector, particularly those that are smaller and rurally based. All this has had major implications for the continued development and delivery in ABET. One of the consequences of the uncertainty of the current context is that a number of the most skilled and experienced practitioners have left ABET NGOs for government and the private sector.

In terms of funding, then, donor development funds have failed to reach the NGO sector in amounts proportional to its needs and its potential role in national development. At the same time, it must be noted that the NGO sector is not without responsibility for its predicament. Competition over terrain and for dwindling resources, political in-fighting and delays in the formation of national NGO coalition and networks have left the sector without an effective voice or a more proactive strategy to convince government and the public of its needs. The passage of the Non-Profit Organisations Bill in 1997 will go a long way to facilitating a more sympathetic legislative and fiscal environment for NGOs.

A mid-term review for Interfund in November 1996, argues for external funding for the NGO sector to continue in the short to medium term in order to sustain ABET provision. It highlights the following areas for support: capacity building for ABET managers and trainers, innovative projects which will contribute to the development and refinement of ABET policy and programmes, and ABET delivery to the most deprived communities, e.g. rural areas, squatter camps, and advocacy and lobby. (Essop, 1996).

Within the NGO sector and in ABET in particular, the NLC is an important umbrella body. The NLC sees the state as the main provider of ABET. It sees its own role in a supportive capacity to the process. The NLC has also been debating its role in relation to the state, and appears to be shifting from a view of itself as performing a parastatal function to a more independent role. A large number of WUS project partners are NLC affiliates. The NLC however is still in the process of clarifying its own role. Some of the challenges facing the NLC are to regain its

organizational identity as an association of adult literacy and adult education, to clearly articulate the relationship between its provincial and national structures, and to decide where its focus is going to be. The direction that it is moving into is to increase delivery capacity for the NGO sector, to be an ABET centre of innovation, and to engage in applied research to strengthen the ABET focus.

While the rights of illiterate South Africans are guaranteed by the Constitution, the reality of fiscal constraint, the macro-economic approach of growth before redistribution (GEAR), and the prioritizing of formal education, suggest that adult basic education will continue to be at the bottom of the agenda. Participatory democracy in South Africa can only be guaranteed by numerous and continuous efforts in the area of adult education and training. It is in this context then that the work of NGOs and CBOs is vitally important in the short, medium, and long term in South Africa.

1.4 Observations on the ABET sector:

- The most salient observation is in relation to the state. The expectation of the state's central role in promoting ABET at a national and provincial level has not been met. This is due to the absence of a political will to move ABET higher up on the agenda, competing fiscal demands in particular with formal schooling, and the status of ABET within the Department of Education (DoE). Although ABET enjoys the status of a Presidential Lead Project, it remains a directorate within vocational education; its capacity at a senior level is very limited, and because of this absence of capacity and expertise it has been unable to establish a coherent approach. The interim guidelines and the draft four year plan must be welcomed since it is important to move out of the policy development and planning mode to strategic implementation. Because of the provincialization of education, responsibility for funding ABET lies with the provinces. Currently however the national and provincial departments do not add up to a fully articulated and organized system of delivery; neither administrative nor professional normative integration exists. The Ituteng Campaign is continuing, albeit unevenly and as programme rather than a campaign, the existing provision by the state - the night schools - continues, pockets of innovation and change exist in a few provincial departments, and collaboration is taking place between NGOs and provincial ABET education departments. WUS-SA project partners are involved in all these activities, and in some instances have been proactive with government. The key challenge facing the DoE is to shift from policy to practice with the revised Interim Guidelines and the four year plan, to develop capacity to manage ABET in the provinces, to give content to notion of partnerships so that all available resources are utilized, to lead in the process of training and materials production, and to ensure its monitoring and evaluation role in the provinces. Underlying this is the need to provide the political will to give ABET the status it requires to be on the agenda for transformation and change in South Africa.
- The relationship between the state and civil society has also been put into sharp focus in the past few years. NGOs as agencies of civil society have to depend on the state (or foreign donors) for their survival. As some observers have noted, what is often called a partnership between the state and NGOs is no more than a plea for funds by NGOs to

survive. How this relationship will work in practice through the establishment of the NDA remains to be seen. While the state is in the process of establishing its management and administrative capacity, with structures such as the NDA, there continues to be a role for 'second tier' grantmaking agencies such as Joint Education Trust, Interfund and WUS.

- Most NGOs and CBOs do not see themselves as becoming subsumed by the state, but would prefer to be in a more equal partnership between the state and civil society. Many envisage continuing role for themselves in civil society as innovators and development agents, closer to community needs and interests, and less tied into politically motivated commitments and priorities. Most NGOs and CBOs are aware that donor funding will not continue into the long term and are beginning to explore strategies for their financial sustainability.
- The redefinition of the role of NGOs in the post-apartheid period was due to a number of factors: funders now consider the government legitimate and therefore would fund it directly rather than NGOs; NGOs have had to make the transition from being anti-apartheid structures to professional development agencies, have to meet increasingly strict criteria of efficiency, effectiveness and accountability demanded by donors; NGOs were also called on to diversify their funding base in order to reduce dependence on one funder. All this applies to WUS-SA and its project partners. A number of NGOs (including some in WUS-SA), however, have had difficulty in developing capacity to survive in an environment which is demanding greater professionalism and output.
- The adult basic education NGOs have developed into two separate groups: the delivery NGOs and the professional, technical NGOs which see themselves as specialists in training and in curriculum development and teaching. This division is often accompanied by a racial division. Another feature of the current funding environment is the requirement for technical expertise in order to access funding, e.g. doing project plans, and tendering. A number of good grassroots projects in WUS-SA are floundering because of this lack of expertise, whereas projects with more skills are able to access money.
- Much has been said of the need for capacity building and greater professionalism. One strategy to address this has been to create a management ethos with an emphasis on management processes and management roles. One disturbing feature is that there is an externalisation of these professional functions to experts and consultants, with ABET leaders and workers becoming mere logistical organizers (Bhola, 1996).
- The globalization of politics and economics has led to a preference for the politically organized groups and constituencies to focus on the formal economy and formal education, to the exclusion of the informal economy and non-formal education. In South Africa, unionized labour gets more attention than the unemployed and rural poor, and ABET gets more attention than adult basic education and development (ABED). The demise of the RDP and the ascendancy of the GEAR approach has exacerbated this situation. Longer term sustainability is also more likely in ABED programmes. At a national level, the separation between ABE in the education department and training in labour department continues. It has been suggested that since the T is difficult to find, it

should be given the wider interpretation of 'training in all settings'.

One of the most central influences on the particular form in which ABET is used at present is the National Qualifications Framework (NQF). All post-election government plans on ABET accept the NQF as a development base, adopt a competence-based modular approach and deal in detail with standards setting, certification and assessment. In relation to ABET and the NQF the following points need to be made:

- ▶ The NQF and its emphasis on outcomes-based learning has led to a de-emphasis on content. The curriculum development process has been driven by outcomes and standards with very few materials being produced. The curriculum development process has been driven by the writing of generic outcomes, development of standards, and writing assessment tools to fit the NQF in order to assure portability and career paths. In the absence of curriculum materials, and the relatively easy availability of tests from the Independent Examinations Board (IEB), teaching has become captive to the IEB, as Bhola (1996) notes. The latter has become both the curriculum and the test.
- ▶ The ladder processes (from ABET levels 1-4) is slow and difficult process and may or may not lead to job opportunities. There is need for ABET to provide skills and knowledge that are more immediate and unrelated to certification and assessment. The Social Uses of Literacy Project (Prinsloo and Brier, 1996) argues that in the current government plans, education in the ABET sector is seen purely in instrument terms, and merely as an entry point to further education. They argue for a conception of adult basic education as a social practise embedded in specific contexts, discourses and positions.
- Much energy is expended on consultative processes to ensure the widest consensus. In ABET, the concept of stakeholder forums as mechanisms for participative decision making is good example of South Africa's politics of transformation. However in a number of instances, these processes are not always effective nor efficient.
- Finally - monitoring and evaluation systems in order to assess the impact of their work are increasingly being put in place by NGOs and donors. How to assess impact, through measuring cost effectiveness, accountability, sustainability and calibre of information is under constant review. The use of various forms of indicators is also being explored.

The discussion above is not an exhaustive list of all the concerns in ABET, but it attempts to highlight some of the major points of debate. WUS-SA's activities have been referred to in an impressionistic manner. The details of WUS-SA's activities, findings, conclusions and recommendations are contained in the next section.

2. The Evaluation Methodology

2.1 Reasons for evaluation

The current agreement between Sida and WUS-SA expires on 31 August 1997. Sida and WUS-SA have agreed that an evaluation should be made towards the end of the agreement period.

One reason for this is that 30% of the Swedish support to the education sector in South Africa during 1995/96 was channelled through WUS-SA. It should be established how this contributes to reaching the objectives of the Swedish and South African cooperation in the field of education. Another reason is to look at WUS-SA's ability to adapt itself to the changing environment for NGOs in South Africa. In this context it is necessary for Sida to assess the need for possible continued support with regard to content and size, and in particular whether to keep the financial support at its current level, decrease it or phase it out over a period of time.

2.2 Scope and focus of the evaluation

The evaluation should focus on the development of WUS-SA as a South African NGO, its objectives, working methods, organizational development, efficiency, strengths and weakness. Further, the evaluation should focus on developments during 1993-1996.

Of particular interest is the impact of projects in the field of ABET, development of curricula and teaching/learning materials, capacity building for project partners, gender activities and the annual policy forum.

The following aspects are addressed by the evaluation:

- A brief description of the ABET sector in which WUS-SA and its project partners work, to serve as a reference background;
- A brief description of the development of WUS-SA, its policies and practices;
- An analysis of the relevance of the objectives of WUS-SA and its project partners in relation to South Africa's government education policy, and specifically ABET, the target groups and Sida policy of support to education;
- An analysis of achievements against objectives as stated in agreements, project documents and other relevant documentation;
- An analysis of cost effectiveness of the support given in terms of inputs and outputs;
- An assessment of WUS-SA's gender programme and its impact on the project partners' activities and programmes, including curriculum development and teaching/learning materials;
- An assessment of WUS-SA's capacity building programme and its impact on project partners;
- An assessment on the impact of WUS-SA's annual policy forums on the project partners and on ABET policy development;
- An analysis of WUS-SA's performance with regard to organizational structure and capacity to administer the Swedish support, applications, assessment, monitoring, accounting and reporting procedures;
- An assessment of the future role and sustainability of the organizations that are receiving support from WUS-SA, particularly in the field of adult basic education;
- An assessment of WUS-SA's role as an NGO and funder in a short and longer term perspective, its relation to government policy, its need for external funding and possibilities to raise funding from sources other than Sida;
- Recommendations to Sida regarding future cooperation and support to WUS-SA.

2.3 Approaches and methods used in the evaluation

The evaluation was carried in two phases: The first phase included a desk study (annex 16) and a financial and performance audit (annex 8). For the second phase a field study was undertaken. This included interviews with relevant actors (WUS-SA, government and the NLC) and visits to 12 project partners (annex 4).

The terms of reference saw the first phase beginning in early March and concluding by mid-April. The second phase was to start by mid-April and to be completed by May 15 in order to facilitate negotiations of a possible new agreement between WUS-SA and Sida. The time-frame was altered however and the second phase started at the end of April and finished at the end of May.

For the desk study, participation in compiling the final report and the field work, a five-week agreement was made with the Education Policy Unit (EPU) at the University of the Witwatersrand, Johannesburg, and Ms. Shireen Motala, a policy researcher, was assigned to perform the task. The actual undertaking of these tasks however extended beyond the five week period.

Pricewater House from South Africa was contracted by Sida to assess the financial management and accountability of WUS-SA.

To perform the second phase, Ms. Marcela Ballara was contracted by Sida as consultant and team leader. This phase was carried out together with Ms. Shireen Motala. The initial timing assigned was five weeks divided as follows: two days in Sweden to study relevant documents (25-26 April), four weeks field work and writing draft report in South Africa (28 April to 26 May), and a debriefing time in Sweden.

2.3.1 The first phase:

The desk study

The desk study was the first part of the evaluation. It attempted to address the areas outlined in the ToR (annex 17) through a survey of documentation made available by WUS-SA and Sida. By reviewing and synthesising annual reports, project reports, documents, the evaluation report prepared by Khulisa Management Services and other written material, the desk study aimed:

- To provide the consultants with an overview of adult education on South Africa;
- To develop an understanding of the policies, practices and role of WUS-SA from 1993 to the present
- Through this information, to assist the consultants to structure and facilitate the field work to be conducted in the second phase of the evaluation.

Financial and performance audit:

The following main objectives were agreed between Sida and Pricewater House:

- Review of internal controls and financial reporting systems in place at WUS-SA with regard to their ability to administer Swedish support;
- Review WUS-SA's controls surrounding accountability and reporting to donors, and monitoring and tracking project partners reporting; and
- Analysis of cost effectiveness of the support given in terms of inputs and outputs.

The scope of the review included documenting and reviewing the systems of internal control and financial recording systems in place at WUS-SA, review of the project partners' reporting requirements and limited testing of the documented systems.

The period of examination included controls in place and transactions reported during the period from 1 September 1995 to 31 December 1996.

The initial documenting of the systems of internal control was conducted in March 1997 and detailed tests of transactions at WUS-SA's office were performed in Cape Town.

2.3.2 The second phase:

This phase was undertaken by the Sida consultant Ms. Marcella Ballara in Sweden and South Africa, together with Ms. Shireen Motala in South Africa. It was planned by Sida HQ that before the fieldwork the first phase documents ("Desk Study" and the Financial Management and Accountability Assessment) were to be finished and used as base materials for the second phase. Only the "Desk Study" was submitted on time. Its findings were summarized and used as a guideline during the interviews and project visits. A set of open questions were developed and posed to WUS-SA's staff and to the project partners who were visited during the fieldwork (annex 4).

A meeting was organized with Ms. Lesley-Anne Wilkinson from Price Waterhouse on 30 May to receive initial inputs on the results of their work.

A draft report was available on 12 May with the provision that changes would be made after a meeting with WUS-SA's financial department which would provide additional information and clarifying documents. After a meeting with WUS-SA and Sida representatives on 15 May in Pretoria, an incomplete summary of findings and recommendation was forwarded to Ms. Ballara on 16 May.

During the field visit in South Africa interviews were conducted with:

- WUS-SA staff members and board;
- Staff members responsible for the cooperation with WUS-SA at the Swedish Embassy in Pretoria;
- The Education Division at Sida; and
- Staff from the national ABET Directorate.

This second phase included visits with project partners. In annex 3 are the criteria established for the selection of WUS-SA project partners. These were discussed, and agreed on by WUS-

SA's Director, Ms. Mathokosa Nhlapo.

A set of open questions addressed to decision making staff were prepared by the consultants before the visits and interviews with partner organizations and/or their representatives (annex 5).

Due to time constraints and the number of selected partner organizations, visits and interviews were divided among the two consultants. At Sida's request, the NLC was interviewed three times since as an umbrella organization, it plays an important role in lobby and advocacy for the sector.

To ease communication and contacts with partner organizations visited in Port Elizabeth, Eastern Cape and Durban, the consultants utilized WUS-SA's support, and a project officer was assigned to accompany the consultants. Some partner organizations were interviewed during the capacity building workshop organized by WUS-SA in Johannesburg between the 12 and 17 May.

In annex 4 is the list of organizations, place and persons interviewed and the consultants' division of tasks. It also provides a summary of the scope of each interviewed organization and a summary of all the interviews.

3. Limitations of the study

- A major limitation of the study was the time allocated to the fieldwork and its impact on the methodology. In the course of the fieldwork a sample of WUS-SA projects and senior personnel in WUS-SA, the government and NLC were interviewed. Given the large number of WUS-SA projects and their diversity, what was derived from the fieldwork was impressionistic rather than conclusive. There was a reliance on written documentation provided by WUS-SA. The logistical arrangements for the fieldwork could have been put in place before the consultants met. This would have saved valuable time. Time allocated to the consultants to prepare the draft report was insufficient.
- This is an evaluation of WUS-SA's performance; no evaluation of the performance of each project partner as delivery or "consultancy" organizations was made. Also, due to time constraints it was not possible to examine the didactic material produced by the project partners, make class observations, and attend teacher training activities. For a more informed study of the teaching/learning process and the impact of the materials and activities developed by the project partners, a separate study should be organized. One of the consultants participated in a half day capacity building workshop, but was not able to draw conclusions with regard to the impact on the participants.
- The transition in South Africa is ongoing, and situating WUS-SA's activities within a continuously changing and uncertain environment was extremely difficult. There continues to be a lack of clarity on certain key components of the ABET sector. This includes funding, the overall direction of ABET in national and provincial environments, and the future location of ABET NGOs.
- While the terms of reference provided clear guidelines for the study, a more strategic view of the overall context and purpose of the study was not provided by Sida or WUS-SA. Whether Sida funding was going to diminish or whether WUS-SA was in fact trying to shift focus for its long-term sustainability was implicit and not raised explicitly.
- Accurate and reliable baseline data were not provided at the outset - number of projects, how funding cycles occur, basic expenditure costs, e.g. full-time salaries, contract-workers costs. This information was provided towards the end of the study. If the Price Waterhouse report was presented within the agreed time frames it would have also informed the fieldwork.
- Price Waterhouse informed Sida and the consultants that they were not able to perform an analysis of cost effectiveness in terms of inputs and outputs, since they were unable to compare results with benchmarks or best practices measures due to the limited time available and limited information on bench marking in South Africa. As an alternative review procedure, it assessed how reasonable were the expenses incurred by WUS-SA in relation to outputs and visible impact based on Price Waterhouse judgement.

4. World University Service - South Africa (WUS-SA)

4.1 History, Vision, Policy and Practices

The World University Service International (WUS-I) is an international NGO focused on education, development and human rights. In the 1980s, Swedish and Swiss development agencies channelled funds to South African NGOs opposing apartheid and working for the redress of educational and social inequality through WUS-I. Funded mainly by government development agencies and non-governmental organizations in various countries, WUS-I programmes focus broadly on: educational assistance for refugees, returnees, and victims of discrimination, human rights in the education sector, women and education, academic cooperation, and education for all. The South African NGOs supported by Swedish and Swiss development agencies in the 1980s were diverse in their objectives, ranging from adult basic education to rural development and the media.

As a result of a quickly changing political and social environment, the WUS-SA office opened in Cape Town in 1990 to administer and monitor the South African-based projects supported by WUS-I. In 1992, WUS-SA became an independent national agency with the primary responsibility for receiving development funds from donors (not through WUS-I), and distributing the funds to recipient organizations, known as *project partners*, whose programmes were understood to contribute to the general objectives of WUS-SA. WUS-SA operates unlike other international WUS offices and affiliates in that it works with other NGOs and community based organizations, rather than with university-affiliated organizations.

WUS-SA Vision

“WUS-SA has a vision of a subcontinent free of all kinds of oppression, where fundamental rights are observed and education is equally accessible to all people irrespective of their race, ethnicity, gender, age, religion, socioeconomic and political background.”

WUS-SA Mission Statement

“WUS-SA will strive for the upliftment of marginalised women and men in South Africa by strengthening civil society through educational programmes that combat illiteracy and racism, which stimulate popular participation and self-reliance, promote human rights and gender equality, and enhance human resource development” (WUS-SA Annual Report 1995/96).

WUS-SA is one of the main NGOs in the field of adult education in South Africa. In 1996, WUS-SA identified its continuing priorities as:

- Education, training and development, especially adult basic education mainly in poor and marginalised communities;
- Eliminating negative discrimination, by deliberately focusing on capacity building, on mainstreaming gender and empowering women.

WUS-SA Staff

WUS-SA is governed by a Board of Trustees consisting of nine South Africans with a background in education and development, such as teachers and community-based educators. Board members serve for a term of a minimum of three years.

Policy and Practices

The organisational activities of WUS-SA are historically divided into the following areas:

- Fundraising for adult basic education and training, and making grants to projects that provide ABET for marginalised people, youth development programmes, organizations promoting alternative education policies, particularly directed at ending sexism and racism, and health. This is known as the South African Internal Programme or SAIP;
- The South African Returnees Programme (1991-1993), a programme to assist returning exiles and ex-political prisoners in finding employment;
- The Skills Training and Enablement Programme (STEP), a project set up to respond to needs identified but not accommodated in the South African Returnees Programme;
- The Health Exchange Programme (HEP), a programme developed during 1993-94 to develop the staff and institutional capacity of those health projects funded through the SAIP;
- Creating women and gender development programmes (WGDP) for adult basic education project partners and other communities. The SAIP and the WGDP had operated independently prior to 1995, after which WUS-SA began to integrate their activities;
- Supporting and building its adult education project partners through monitoring, reporting to funders, capacity building and organizational development;
- Organizational development for its own organization and staff;
- Publications produced by WUS-SA to aid in policy development and advocacy, networking within the NGO sector, and cooperation and exchange of ideas;
- In 1995, a new economic empowerment programme known as Isabelo Samakhosikazi was established for women entrepreneurs in disadvantaged communities in the Western Cape;
- Convening a policy forum for a wide range of ABET stakeholders annually (from 1995).

Of the above the SAIP and the WDGP are the main programmes supported by Sida; STEP and HEP have closed down.

4.2. Programmes and Impact

4.2.1. South African Internal Programme (SAIP)

Constituting the largest part of the annual WUS-SA budget, the South African Internal Programme is that part of the organisation through which WUS-SA distributes funding to organizations and projects that are involved with literacy and post-literacy work, adult education, health education, the provision of bursaries, educational policy making, career guidance, and the promotion of rural development and economic self-reliance.

Projects which satisfy the WUS-SA criteria for funding are asked to complete written applications, participate in an internal screening process, and are then recommended to the WUS-SA Board for acceptance. Projects funded through the SAIP are funded on a two-year cycle.

According to WUS-SA information, in 1993 the Board established that funding allocated to project partners would not constitute more than 50% of the applicant's approved budget, in order to encourage financial independence and sustainability, and prevent dependency on WUS-SA funds. In special cases, however, where there is a level of viability and a sustainable plan, it was established that the percentage could increase in order to heighten the impact of the allocated funds (see annex 9 for detailed information on SAIP activities 1993-1997, including shifts in focus and numbers of projects).

The period from August to December 1996 saw significant changes at the level of government initiatives on adult basic education and training. The Department of Education launched the Ituteng Campaign and the evaluation of the NLC's Thousand Learner Unit, aimed to increase the provision of ABET at the first two levels. There was also progress around submissions to the Interim Guidelines for ABET curriculum, which involved practitioners from all over the country. Many WUS-SA's project partners were involved in these efforts.

WUS-SA's urban-based partners were actively involved in assisting government in the implementation of RDP-related programmes in education. According to WUS-SA, the capacity of these organizations to sustain themselves (and not suffer closures as in the past) had improved over time. Most of the project partners had made the paradigm shift from the traditional way of operating to working with planned objectives and goals. WUS-SA projects which actively link ABE and development are CALUSA, Berlin and Operation Upgrade.

During the consultants' visits and interviews, the funding situation of the NGO sector was seriously addressed by the partner organizations. We were informed that several new survival strategies were being implemented by organizations facing a shortage in funds, in order to continue with their activities:

- Some project partners are showing an ability to adapt to changes in funding, are succeeding in forging a niche in the market, and are becoming self-sufficient by adopting a more professional and businesslike approach. Some partners sell their skills and services to other NGOs and CBOs (generally delivery ones), the government, and the private sector. These organizations are in the process of becoming private consultancy agencies.
- Other project partners are using a mixed approach. While contracting out to the market, some project partners still maintain ABET/ABED projects addressing poor and marginalized people: skills and services are provided through these projects for little or no fees. In our field visit we were informed that ECALP, ERU, Operation Upgrade and TELL are starting to use this approach.
- WUS-SA is also using a new approach to establish greater cooperation among projects which would benefit partner organizations which are under-resourced and are mainly delivering ABED. Through its support to partner organizations that use the mixed

approach, WUS-SA established an agreement to train literacy teachers and providers of didactic materials in order to benefit delivery organizations. This is the case of ERU and ABEDS. In other cases, as in the Northern Province, WUS-SA has made an agreement to support small organizations which produce "tailor-made" models of teacher training and didactic materials addressed at particular target groups. These organizations provide free services to delivery organizations supported by WUS-SA.

- Rural projects and delivery organizations that serve poor and marginalized people with adult basic education courses and development activities, however, were still suffering from an inability to diversify their funding bases and are still completely or partially dependent on WUS-SA and donor support.

Through project visits, consultations with project partners during the 1995/96 fiscal year, an evaluation exercise of project partners performed by Khulisa Management Services, and through the 1996 Policy Forum, WUS-SA identified new areas for focus for the next year's capacity building activities: Cluster 1 on programme, management and sustainability, and Cluster 2 on Tutor Training/Training of Trainers offered by two WUS-SA project partners (ABEDS and ERU).

The evolution in WUS-SA's conceptual framework in integrating adult basic education and training with development has specifically helped project partners based in rural areas whose communities directly benefit from such activity. To develop the benefits of this new framework for such organizations further, WUS-SA plans to commit future capacity-building efforts to address the specific needs of rural-based partners.

Another important development in 1996 was the restructuring of the SAIP at staff level. The main aim of this move was to allow project officers to engage in more field work and to create more specialised project officers. These changes improved communication and information flow about projects.

Between 1993-1995 SAIP funded programmes such as Skills Training and Enablement Programme (STEP), Health Exchange Programme (HEP) and the South African Returnees Programme (SARP). These programmes are referred to in annex 12

MAIN FINDINGS:

1. WUS-SA has developed more in-depth criteria to select project partners. Its main requirement is the shift from a paradigm of resistance politics towards reconstruction and development. Linking ABET project funding to issues of community development was recently added as a criterion for funding new projects. This new trend has assisted rural-based project partners where the need for ABED is directly related to their environment.
2. To address specific needs of project partners, WUS-SA is implementing capacity building activities dealing with NGO management and evaluation/assessment mechanisms and procedures.
3. To ensure better communication between WUS-SA and project partners, SAIP went through

a restructuring, as a result of which project officers were enabled to perform more field work. A future plan is to create more area/task-specialized project officers.

4. There is an existing emphasis on adult basic education projects, and adult-based education is considered a priority for WUS-SA funding. However, the range of projects supported by WUS-SA needs to be revisited with the possibility of encouraging a stricter ABET/D focus for funding.

5. WUS-SA has clearly indicated the need to support projects in rural areas. The linkage of ABET to development is one conscious effort to help rural-based project partners whose communities directly benefit from such activities.

6. In line with the principle of discouraging the dependency syndrome, and encouraging financial independence and sustainability among project partners, WUS-SA applies the principle of not funding more than 50% of an approved budget. In cases where there is a level of viability and a sustainable plan this amount may increase to heighten the impact of allocated funding.

7. Funding shortages among project partners require different strategies of raising funds. Some organizations are becoming more businesslike and are selling their skills in the open market; others use a mixed approach of selling their skills (e.g. to private sector), and providing them free or at very low cost to disadvantaged communities.

8. WUS-SA is planning to phase out support to project partners which are becoming private consultancies. They would like projects which have the potential to become financially independent to shift in this direction within an agreed time frame.

CONCLUSIONS:

1. WUS-SA criteria to select project partners for the next period, have to become more accurate due to their changing financial strategies. Project officers who have been performing field work are in the best position to determine which of the future partner organizations are delivery or consultant organizations selling their skills to the open market. Future partners should be delivery organizations and/or projects addressing poor and marginalized people. The range of projects supported needs to be revisited, a stricter delivery ABET/D focus with more rural based projects should be created, and the amount assigned to these project partners increased, as they are in a more vulnerable situation.

2. Within WUS-SA and its project partners there is an increased urgency to supplement or integrate ABE work with a range of development activities such as water, sanitation, rural development, income generation, health, environment and other development programmes. WUS-SA is able to engage in ABED most successfully through its work with rural-based organizations.

3. Sustainability is not easy for small, rural-based organizations, particularly those which deliver ABED to the most under-resourced sectors of society. Demands from donors for increased short-term efficiency are somewhat unrealistic in areas where there is a weak infrastructure, as is the case with rural-based organizations. Capacity building activities make

an important contribution to strengthening the partner organizations, but it is necessary to realize that the move to self-sufficiency requires a long process. Therefore, government and donors should be prepared to provide small, rural-based organizations with long-term support.

4. There is a need for NGO partner organizations to build or be included in networking and coalitions in order to define their strategic positions in their provinces and within the broader sector. The challenge lies in utilizing independent and innovative approaches to ABET/D work, together with ABET sub-directorates in provincial government either as delivery or in providing skills. In this way project partners might benefit from budgets allocated to ABET sub-directorates or from the private sector.

5. The total delivery to learners continues in overall estimate to be small. The project partners reach 30,000 learners in nine provinces. This must be understood in the context of total reach of 350,000 learners in ABET in South Africa by government, private sector and NGOs.

RECOMMENDATIONS:

Recommendation 1:

Monitoring and evaluation procedures need to be consistent and regular, particularly in relation to the rural-based partner organizations.

Recommendation 2:

While measuring impact is difficult, WUS-SA should continue to measure the cost efficiency of its work.

Recommendation 3:

WUS-SA could concentrate its work for the next 1997/98 period, in addressing particular projects and organizations that have the following scope:

- ABED oriented projects;*
- Organizations working in rural areas and in provinces with the greatest need, such as the Northern Province, Eastern Cape and Kwa-Zulu Natal;*
- Organizations working with marginalized groups in urban areas.*

Recommendation 4:

WUS-SA should make the shift to support delivery organizations (that address direct learners) and delivery projects within organizations that address the poorest of the poor and marginalized people in the suggested provinces. It should also consider a cooperative relationship between project partner to provide materials and teacher training to delivery organizations. Proper accounting practices should be put in place to ensure that double funding of organizations (i.e. by WUS and the delivery organization) does not occur.

Recommendation 5:

In the short-term WUS-SA should encourage its partner organizations to network, and in the long-term should encourage them to move towards sustainability and to gradually reduce its dependency on WUS-SA funds. Using the discussions of the 1996 Policy forum on sustainability, WUS-SA should begin to establish a clear strategy for self-sustainability of

different project partners, taking into account their different contexts and constraints. These plans should be within agreed time frames.

Recommendation 6:

WUS-SA needs to address the need to increase its delivery and reach a greater number of learners.

4.2.2. Women, Gender and Development Programme (WGDP)

Established in 1992, the Women, Gender and Development Programme (WGDP) is perhaps the second most important programme supported by WUS-SA. It highlights the importance of building gender sensitivity and gender awareness policies and practices within the NGO sector, and emphasises the need to address the specific needs of women who are severely marginalised in society. The objectives of the WGDP were articulated by WUS-SA in its Annual Report 1993-94 as the following:

- To provide a forum for organizations concerned with women and gender to develop a common agenda and to identify issues around which to lobby and advocate;
- To work out interconnected approaches towards redressing race, class and gender imbalances within organizations;
- To share methodologies and tools for gender analysis and gender planning in organizations;
- To relate gender issues to the specific cultural context of programme beneficiaries;
- To facilitate the empowerment of women and especially black women, within national and organizational development programmes and policies.

In 1993, WUS-SA had appointed one full-time coordinator to run the WGDP programme. The programme concentrated on needs assessments of project partners involving: the development of affirmative action policies, the integration of gender issues into programme planning, the development of a resource manual for gender awareness trainers, and the organization of a gender planning training workshop for a variety of NGOs, political organizations, trade unions, and WUS-SA project partners. By the end of the 1993-94 funding year the gender training manual had not been completed but had been carried over into the next funding year to be completed with the cooperation of other experienced trainers.

For the 1994-95 funding year, WUS-SA projected the need for increased attention to the area of affirmative action and leadership training with the aim of improving gender sensitivity in project planning and implementation. As a result, the WGDP was targeted for expansion within WUS-SA.

WUS-SA staff began targeting the leadership of the organizations whose projects they supported. They facilitated training workshops to encourage policy development and resource allocation which addressed the specific concerns of women living in a sexist society. In 1995 a Gender Training Workshop was organized and addressed to directors, managers and coordinators of partner organizations. Project partners were encouraged to develop practices in their organizations that would begin to visibly address power imbalances in NGOs.

Another component of the WGDG strategy was to identify individual trainers who qualified for and were interested in pursuing basic gender awareness and gender analysis training to improve their own training work.

A high rate of staff turnover was experienced in 1994-95 and affected the WGDG in the following funding year. WUS-SA responded by restructuring the organization and linking the work of the WGDG directly to that of the SAIP. The linking of the activities of these two programme areas enabled the WGDG to influence the work of their project partners more effectively. Gender equality became a more explicit condition of the contracts between WUS-SA and its project partners, and served as a mechanism to monitor the policy making of its partners in a more comprehensive way (by including more of the staff and making gender equality one of many conditions for funding and successful evaluation instead of a secondary effect of project work). In addition, two full-time staff members were hired to improve consistency and integration between the WGDG and the SAIP.

Training remained the central activity of the WGDG throughout, although the overall objectives of the WGDG's training programme were modified slightly. The modified objectives reflected the needs of its project partners and identified the central goals of the WGDG more explicitly.

Two training exercises geared to fulfill the modified objectives were completed in the 1995-96 funding year. Seventy percent of project partners were targeted by one of the completed training sessions intended for the leadership of project partners. However, according to WUS-SA, many directors of their project partners still did not consider gender to be a priority and did not attend. Therefore, the training workshop reached about 50 of the 100 directors, coordinators, and managers targeted among the project partners.

In July 1996, WUS-SA succeeded in convening a training workshop for trainers with the aim of developing a pool of gender trainers to serve as resource persons in their respective regions. This exercise included approximately 18 trainees from different geographical regions and different backgrounds. Individuals from rural backgrounds constituted almost 50% of the participants list, reflecting WUS-SA's continued emphasis on working with rural-based organizations and individuals.

A follow-up on the "training of trainers" (TOT) course with the same group of people, took place in October 1996. This training was meant to have more in-depth gender content than the previous workshop, and to prepare facilitators for the next training activity to be held in Durban (Oct-Nov. 1996). Thirteen people attended this follow-up workshop.

A "training of facilitators" workshop took place, as planned, at the end of October/beginning of November, co-hosted by WUS-SA and a project partner, SACHED. It was attended by 46 rural facilitators from different regions who work in the field of adult education. The aim was to provide the participants with tools to raise gender awareness and sensitize project participants on gender issues, as well as to integrate gender into the planning of programmes and projects. This exercise was based on the expectation that the participants would organize training activities in their regions and with their organizations, multiplying the efforts made by WUS-SA to mainstream gender at grass-root level.

In December 1996, WUS-SA revealed their commitment to working beyond a localised approach to social change. Together with GETNET, they co-hosted a Southern African Regional seminar to look at international instruments such as CEDAW (the Convention for the Elimination of all Discrimination Against Women) and the implementation of the Beijing Platform for Action, and to evaluate how they were being implemented in the countries of the region to advance the struggle for gender equality. This seminar was also intended to contribute to the exchange of information between NGOs and governments, and between regions, and to develop networking opportunity among Southern African organizations who were integrating gender issues into their project planning and implementation.

Its impact can only be assessed in coming years, but this step is a positive move towards emphasizing the importance of gender issues in the regional agenda, and to mobilize countries to develop gender-sensitive regional and national policy and concrete plans adapted to their own reality. This has also given WUS-SA the opportunity for exposure to the international arena with the goal of making contacts for its future activities.

During our interview with WUS-SA and WGDG staff we were informed that for the 1997-98 funding year, the WGDG is planning to complete a draft edition of a glossary booklet on concepts, issues and terms used in gender training; convene a policy formulation workshop targeting policy makers of all WUS-SA project partners; conduct educational seminars on topics such as women and the constitution, the impact of the new national machinery on the women's movement, and women in rural government and adult education; and visit project partners to assess the impact of WGDG work on the participating organizations. They will also conclude the analysis of the activities of the WGDG based on the production of teaching/learning materials for ABET as requested by Sida.

In the documentation and through interviews with staff, it is clear that WUS-SA is aware of the need for continued rigorous activity in the area of gender-sensitizing among their project partners.

MAIN FINDINGS:

1. The WGDG is concentrating its efforts to mainstream gender among their project partners and at national and regional levels.
2. To ensure progress towards gender equality, WUS-SA is developing training activities addressing its project partners at decision making levels as well as preparing trainers to mainstream gender at provincial and grassroots levels. To guarantee that gender issues be put on the agenda, an explicit condition of funding should be that project partners include in their funding proposal indications of women's advancement. In addition, when monitoring its project partners WUS-SA should evaluate the role of gender in the planning and implementation of funded programmes.
3. During the field work project partners indicated that participation in the gender workshop coordinated by WUS-SA did not produce a serious impact on grassroots work. Project partners have experienced difficulties on how to address the problem of gender inequality in their delivery activities. It is acknowledged that the workshops do provide a good theoretical analysis and can

sensitize the participants on gender issues, but the exercises do not provide them with clear guidelines and tools on how to address the problem in their programmes. Other arguments indicated that the contents were too general and were not related sufficiently to the current gender situation in the communities where they work

4. WUS-SA is aware of the need to continue mainstreaming gender at national and regional levels and establish links with other organizations working in the field of education and gender. In this vein, they have recently organized the "Gender Equality: Strategies for Effective Intervention" seminar to mobilize national, regional and government organizations to strategize and implement a follow-up on the Beijing Conference with a "regional and southern African face".

5. WUS-SA's work has to be seen in the context of gender in South Africa. At an organizational level, particularly in government, there is a move to include women at higher levels of decision making, but the women's movement in civil society, continues to be weak and unorganized.

CONCLUSIONS:

1. As a result of WUS-SA's emphasis on the importance of gender equality, an impact within partner organizations is felt, such as the integration of more women at the decision making level and the creation of gender units.

2. The impact of mainstreaming gender at national and regional level will only be felt in the coming years because the seminar was only recently organized. However, a close follow-up on the recommendations will be undertaken by WUS-SA, and it is expected that it will encourage the partner organizations to network among themselves and with international organizations working in similar areas.

3. The gender component must be strengthened with an approach that is more organically linked to the activities of project partners, through either a separate workshop or in a new approach of co-participation with the capacity building workshop.

RECOMMENDATIONS:

Recommendation 1:

The Gender programme should be strengthened by addressing issues that are related to the needs of project partners, with particular attention to mainstreaming gender in teacher training and learners' materials. Relevant guidelines and tools should be provided to partner organizations to address gender during the teaching/learning process.

Similarly, WUS-SA and the WGDG should develop needs-assessment studies of the gender situation in areas where project partners are working.

Recommendation 2:

It is important that the Unit should complete the already planned materials, as they will be support material for their future activities, e.g.:

- *The draft edition of the glossary booklet;*

- ***Analysis of gender stereotypes in the production of teaching and learning materials on ABET.***

Recommendation 3:

The WGDP should include among its tasks for 1997/98 a follow-up on the regional seminar, as well as include in its next policy forum the theme of gender with a national and provincial approach.

Recommendation 4:

In the same frame, it is recommended that the WGDP Unit make use of e-mail and the Internet to establish contact with international NGOs working in the field of gender and education. This will enable the Unit and its project partners to participate in the numerous creative, flexible and enriching activities organized by international civil societies, including a follow-up on the Beijing Conference.

4.2.3. The Capacity Building Programme

WUS-SA organizes and coordinates programmes of capacity building and organizational development, also known as human resource development. In light of the reconstruction and development process in South Africa, such efforts guarantee a central role for WUS-SA within civil society and within the NGO sector more specifically. WUS-SA articulates its emphasis on capacity building as a way to move the organization beyond that of a funding intermediary to an organization of leadership and innovation. By improving the capacities of project partners, WUS-SA hopes to enable project partners to function cost effectively; to meet the needs of local communities in an empowering manner; and to continue to address racism, sexism and other obstacles to democratic planning and implementation.

WUS-SA does not identify capacity building solely as skills training for staff to improve technical/administrative competence. A more comprehensive approach to capacity building is stressed. This entails the identification and analysis of cultural, attitudinal, environmental, and structural conditions which affect the potential for an organization to function effectively and to transform those conditions which prevent it from doing so. Capacity building is also defined as building the capacity of the communities served by the partner organizations, not just the individual staff members or the organizations themselves.

A synthesis of the stated objectives of the WUS-SA capacity building programme is as follows:

- To enhance the institutional capacities of WUS-SA projects partners through education and training programmes;
- To encourage sharing of skills and experiences between projects;
- To encourage project partners to truly build the capacities of the communities they serve.

In 1993-94, WUS-SA established the capacity building fund, a programme undertaken to provide rural and marginalised communities and organizations with the possibility of one-time grants for the enhancement of their capacity and organizational development. Another initiative provided selected South African NGO staff with the opportunity to attend British institutions of further

education to upgrade their skills. Sixty percent of the placements awarded were reserved for women; all applicants had to be black and working for development NGOs. Under this programme WUS-SA also conducted a needs-assessment and skills audit of its project partners in order to identify which projects needed most assistance in building capacity, and which organizations could provide assistance and guidance to such organizations. Skills training workshops, affirmative action initiatives, and policy discussions and programmes of action were among other activities aimed to improve the internal workings of project partners.

The capacity building programme developed significantly during 1994-95. Leadership and management courses were offered to project directors and literacy programme coordinator during the year. Over a 6 month period, OLIVE, a Durban-based NGO, facilitated a four-module course on learning organization, reflection and tools for leadership, organizational phases and models, project planning, and financial management for project partners. According to WUS-SA, these sessions were relatively successful.

While capacity building was not identified as a separate programme in 1995-96, much more attention was paid to human resource development in the general activities of WUS-SA. A more focused strategy was employed in which capacity building was integrated into work with project partners through the activities of the SAIP and the WGDP. The Khulisa evaluation of WUS-SA projects in 1996 reflected this approach, as did the priorities for 1996-97 which emphasized development of small rural-based projects. Capacity building activities included governance of NGOs, financial management, planning and administration, sustainability plans, fundraising strategies and tutor and fieldwork development. (Sida, SDC, & WUS-SA Report, 5 Dec. 1996)

WUS-SA has also noted the ongoing tension between investing in skills training and quality service delivery (the development of capacity of its project partners), and of the need for WUS-SA itself to continue improving its own capacity. In terms of its internal capacity building work, WUS-SA has addressed this largely through organizational development. Specific activities include technical training and development of planning and evaluation skills so that better management information systems can be put into place.

WUS-UK is funding organizational capacity training in South Africa in 1996-97 in the following areas: increased implementation of improved administrative and management systems; internal human resource management and development systems; and improved working relations with clients, donors and government.

As a result of WUS-SA new approach to monitoring and evaluating project partners, including the 1996 evaluation on project partners (Khulisa Report) and the 1996 Policy Forum, they have identified the focus for future capacity building activities.

During the first semester of 1997 and in agreement with a private consultancy firm, the Institute for Community Management Services (ICMS) are organizing one Cluster on programme management and sustainability including a gender perspective supported by WUS-SA WGDP. This activity is addressed to urban and peri-urban NGOs. The learning areas to be covered are: governance, planning and administration, finance and accountability, and monitoring and evaluation. For this purpose, several one-week workshops on each of these areas are being

organized in the Western Cape, Gauteng and Eastern Cape Provinces.

Another Cluster on tutor training-training of trainees will be offered in the Eastern Cape and Kwa-Zulu Natal to be implemented in cooperation with two of WUS-SA project partners: Adult basic Education and Development Services (ABEDS) and English Resource Unit (ERU).

MAIN FINDINGS:

1. One of WUS-SA's activities is the organization of capacity building workshops to address the needs of its project partners. These workshops include content such as governance, financial management and accounting, planning and administration, gender sensitivity and monitoring and evaluation.

During the current year, capacity building includes a gender component supported by the WGDP. The aim is to build organizational capacity and gender sensitivity among the participants.

2. The impact of the above exercise has been highly acknowledged by all project partners and in particular by rural based organizations. During the field work component, the organizations interviewed pointed out that their institutional capacities have been enhanced and they have been able to share experience and skills among the participants. The leadership and management workshops offered to project directors and literacy coordinators through OLIVE-Durban, was also highly appreciated because it helped them with the planning and organization of their activities.

3. It was also acknowledged that these activities have had a substantial impact among those rural-based organizations which address the most disadvantaged sectors of society. The greatest impact has been in areas of financial management, monitoring and accountability.

4. Overall, rural organizations have received the greatest gains from WUS-SA's capacity building activities. The participation of rural-based organizations has enhanced their organizational development and, to a certain extent, in building and strengthening their human resources. WUS-SA staff participated during the capacity building workshops and have also benefitted by building and strengthening its organizational structure as well as providing related skills to its staff.

5. The impact among bigger, more resourceful and organized NGOs has been less important and recognized; these organizations either have already acquired necessary basic skills or have better trained staff.

6. While rural organizations have been making efforts to send participants from the decision making level, this has not been the trend among better resourced organizations as they feel either that the contents are not related to their needs or that they lack the opportunity to set time aside for such workshops.

7. The capacity building activities have been mainly implemented through contract to private consultancy firms and recently in partnership with project partners.

CONCLUSIONS:

The capacity building activities of WUS-SA make a valuable contribution to its partner organizations in aiding them to perform specific activities better, to make their structures and activities coherent, and to strengthen the organizations' ability to fulfill their missions. Parallel to this, there is a concern with enhancing the potential of delivery organizations by investing in the teaching/learning process. This means that the focus is on building capacities within the organizations, thus enabling them to participate in the political and economic arena and to serve learners better. From this point of view, capacity building clearly supports the goal of greater sustainability of the partner organizations. This provision is understood not only as financial support, but within a more holistic approach which makes WUS-SA a competent service organization.

RECOMMENDATIONS:

Recommendation 1:

So far WUS-SA has been employing external consultants to perform its capacity building programme, and to a certain extent its gender training workshops, acknowledging that their staff lack sufficient skills in these fields.

WUS-SA has gained experience and the necessary skills through participating in the workshops and through its permanent monitoring and evaluation activities. It can therefore perform the overall capacity building activities: organization, implementation and evaluation of impact among the partner organizations. It might not be necessary for WUS-SA to employ external consultants to perform the above tasks, an exercise that has become very expensive due to high fees demanded by the specialists.

Recommendation 2:

Because of the difficulties facing the partner organizations in participating at a one-week training, and the need to train their staff at all levels, WUS-SA should consider shifting the current organization of the workshop from a centralized and provincial exercise, towards a "personalized" organizational one, where one or more partner organizations could participate in a shorter and more "tailored made" workshop. This will ease the concern with including all organizational staff of the project partner, relate the contents to their particular situation, and be more cost-effective. A more 'hands on' approach to capacity building could immediately address the current crisis of disbursement of funds to projects for 1996/97.

Recommendation 3:

To accomplish the above there is a need to establish a Training Unit within the WUS-SA structure, to which skilled staff could be assigned. This means that WUS-SA should go through restructuring with clear roles and responsibilities assigned to staff. This could include the possibility of employing full-time staff specifically for training.

Recommendation 4:

Due to the shortage of donor support and uncertain financial support from the government,

capacity building should include the development of tendering skills. This recommendation should be implemented as soon as possible due to the uncertainty of future financial support. It must also take into consideration government plans to establish a funding and policy institution, the National Development Agency (NDA), that will be a conduit for financial support to civil society organizations (NGOs and CBOs).

Recommendation 5:

Initial proposals regarding the NDA indicate that the government would be willing to follow a dual approach, and would not take over all instances of bilateral funding between international donors and Civil Society Organizations. It is recommended that WUS-SA develop training activities for its partner organizations on how to fundraise at national and international levels, including the identification of possible institutions and organizations that have similar agendas, and with whom a partnership could be established.

Recommendation 6:

During this year (1997) WUS-SA should develop a strategic plan for fundraising, and establish a partnership with other donor organizations at national and international levels. In this vein, Sida support will be needed to provide information on existing organizations in the Nordic region and other countries, and to facilitate the coordination of a study visit by WUS-SA the end of 1997 or beginning of 1998 to establish contact with possible partner organizations.

Recommendation 7:

The capacity building workshops must address the question of sustainability of project partners in a holistic and programmatic way.

4.2.4. Policy Forum

One of the most meaningful activities of WUS-SA has been to organize a policy forum annually. It provides a mechanism for project partners to exchange information, ideas and concerns common to the ABET sector. WUS-SA also uses the forum to gauge whether its own programmes are relevant to the sector. The forum brings together a range of actors in government, NGOs and donors.

The forum in October 1995 held under the theme of 'Adult Basic Education for Democracy, Reconstruction and Development', focused on two major themes: First, that literacy had to be linked to development because it is part of the development process. In this regard it would have to be addressed by all sectors and line functions in national, provincial and local government structures. Secondly, adult basic education has to shift from the margins to the centre of the education sector without institutionalising and formalising it completely. Non-formal adult basic education has to be maintained to make it possible for the most marginalised and unorganised groups to have access to it. Wide ranging contributions at the forum reflected on policy developments, global trends, funding trends and a future vision.

The 1996 policy forum entitled 'Effective Implementation of Adult Basic Education in a Changing South Africa, Implications for Resource Providers, Policy Makers and Practitioners', addressed

similar areas to the forum of 1995. These included linking ABE and development, locating ABET within the National Qualifications Framework, the Interim Guidelines, and funding trends. The 1996 conference dealt in a more concrete and strategic way with the range of problems facing the ABET sector, including NGO survival and sustainability. A Committee (task team) was elected to address the major resolutions of the conference. These included finding ways of translating the enormous amount of policy support into implementation.

One strategy was to find a professional lobbyist who would drive the major initiatives in ABET/D in 1997-98. This strategy was later modified due partly to the events in the sector and to the fact that WUS-SA considered that it might be more cost-effective to get a lobbyist to assist on part-time basis.

The resolutions also included continuing with representation to the Truth and Reconciliation Committee, working with the Departments of Education and Department of Labour to get agreement on an ABET/D Bill for Parliament, and undertaking an audit of the implementation of the Thousand Learner Units and the Ituteng Campaign.

The Committee has met twice and a tele-conference was organized among team members in May 1997. During this event it was decided that further meetings would be organized with representatives of COSATU, the Department of Education, the ABET National Directorate, the Department of Labour and the business sector.

The need to engage actively in debates around ABET, and to plan for ABET within a common framework with government and NGOs cannot be emphasised enough. The WUS-SA policy forum makes a vital contribution in this regard.

Nevertheless, some of the project partners interviewed during the consultants' field visit drew attention to the fact that this important and fruitful event remains only as an "information sharing" exercise, lacking adequate follow-up.

MAIN FINDINGS:

1. WUS-SA has made an important contribution to actively engaging in debates around ABET/D within a common framework with government and NGOs.
2. They have provided mechanisms for project partners to exchange information, ideas and concerns common to the ABET/D sector. This has been particularly important for small and grassroots project partners.
3. WUS-SA has provided an opportunity for ABET and ABED workers to 'recharge' and recommit to the sector.
4. They have moved to a more strategic focus during the last year by setting up a task team to work on concrete activities, e.g the ABET Bill.

CONCLUSIONS:

1. The policy forum is a positive initiative and has allowed WUS-SA to provide an enabling environment and play a facilitating role for key actors in ABET, in order to meet and discuss the challenges facing the sector. However, this in itself has not provided WUS-SA with an advocacy and lobbying role for the sector.

2. The work of advocacy and lobbying has been carried out largely through WUS-SA's affiliates and mainly the NLC.

3. Part of the work of the policy forum is to sustain activity in ABET during the year by following up on conference resolutions. The follow-up on the policy forum in terms of implementing resolutions, however, has been weak and needs improvement.

RECOMMENDATIONS:

Recommendation 1:

The policy forum is important and should continue.

Recommendation 2:

A more decentralized form of policy forums at selected provincial centres, and the ways in which greater impact could be achieved with a larger number of participants using the same budget, should be explored.

Recommendation 3:

Given the large expenditure on the policy forum, a more cost-effective strategy in the planning and implementation of the forum should be considered.

4.3. Achievements of Objectives in Relation to the Changing Political Environment

From the annual reports and the development of new programmes, it is obvious that the role of WUS-SA as an NGO has evolved through its five years of independent existence. The organisation's roles as a conduit, fund-raiser, capacity builder, and an advocate of racial justice and gender equality have had to be constantly reassessed to meet the changing needs of a country in transition. This can be seen in the annual reports and WUS-SA documentation where gradually more emphasis has been placed on its capacity building programme, its Women, Gender and Development Programme which aims to enhance the development of human resources, its networking potential within the NGO sector, and on the organisation's recognition of the centrality of Adult Basic Education and Training in the reconstruction and development of South Africa.

WUS-SA's evolution has been attuned to changes in the political environment. Established under the pressures of working in apartheid South Africa, the transition to a democratic society presented WUS-SA with many challenges. In the first stages of national transition, WUS-SA played a small but important role in the transition process through their work on voter education and their contribution to policy debates and documents in ABET. The organisation was actively involved in debates and discussions about the future of the education NGO sector and its own role within this sector. WUS-SA's objectives for building a non-racist and non-sexist society which

is educated and skilled could not have been more in line with the government's stated goals as articulated in the RDP.

Later in the transition process, with the creation of the government of national unity, WUS-SA was able to monitor developments and crises in the NGO sector through its work with various projects and organizations. Many NGOs were plagued with uncertainty while waiting for guidance or direction from the government in the area of adult education in 1993-94. Some of these NGOs closed down because the anticipated funds from the government never arrived, and they had difficulty in diversifying their funding base. Fortunately, WUS-SA was the recipient of constant support from Sida and avoided going into such crisis. WUS-SA astutely realized that the ABET sector was quite segmented and under-resourced in terms of funding, skills, and expertise, and that adult education was in danger of being pushed to the margins of the national reconstruction agenda. In response, WUS-SA devoted time and funds to providing networking opportunities and human resource development for project partners, as well as devising mechanisms (such as policy forums on ABET and Development) to mobilise pressure and support in the policy arena. These developments are well documented in the newsletters, annual reports, funding proposals submitted to Sida, and in documents from WUS-SA's policy forum reports. A particular problem that WUS-SA continues to face is that a number of project partners are dependent on other funders besides WUS-SA. The withdrawal of funds by other funders has led important and viable WUS-SA project partners to close down.

WUS-SA's role within the NGO sector has been especially important during the most recent years of transition. Many funding organizations have withdrawn support from the NGO sector in favour of bilateral agreements with government or the private sector. WUS-SA has maintained its support for rural-based and community based organizations in the knowledge that government policy, although moving forward, will experience a long evolution while learning is still happening through these previously funded and pre-existing projects and organizations. Organizations which had been doing excellent work but which were unable to access government resources sometimes had to cease operations or retrench people, jeopardising quality work at a time when building literacy and progressive learning strategies was most important in the road toward a truly participatory democracy.

What has also become clear is that the transition is still ongoing and until structures such as the National Development Agency are able to put management and administration in place and become fully operational, the role of 'second tier' funders such as JET, Interfund, and WUS-SA remains important. This is not to say, however, that WUS-SA has not experienced its share of service delivery problems. These include dispensing funds in a timely matter, staff turnover (in relation to the WGDP), unreasonable workloads affecting proposed plans, and poor implementation of evaluative mechanisms (project partners are only visited twice a year, which affects relationships between WUS-SA and the project partners. More importantly, it is not always apparent that the project partners funded by WUS-SA are making a radical impact on the communities they serve. An evaluation of 25 WUS-SA project partners was conducted by Khulisa Management Services in October 1996. The evaluation assessed various aspects of the funded projects, including financial and information systems, internal monitoring and evaluation mechanisms, and the relationships between WUS-SA and the partners. While WUS-SA's support for smaller rural-based projects and other alternative projects is important, a major challenge

remains the need to establish appropriate and workable monitoring and evaluation systems for project partners.

The findings of the Khulisa evaluation did raise a number of challenges for the ABET sector, and in particular the need for project partners to make a meaningful paradigm shift in terms of accountability, sustainability and programme development. It also called for projects to balance the needs of programme development and implementation.

Nevertheless, WUS-SA does seem conscious and attentive to the gaps in delivery it experiences as an organisation. It has conscientiously expanded its gender-centred activities; it has focused more of its training efforts over the years to meet the needs of rural-based projects; it has convened workshops and conferences to encourage debates around policy issues; it has conducted research on the impact of government policies of marginalised sectors of society; and it has committed itself to internal monitoring and evaluation through staff training and assessment processes. Given its diverse role within the NGO sector, these are certainly achievements in themselves.

MAIN FINDINGS:

1. From its policies, WUS-SA can be defined as a funding-conduit organization supporting partner organizations working with ABET. Moreover, through their capacity building program and monitoring and evaluation activities, they have provided their project partner with planning, administration, financial management and accounting skills. Recently they have been mainstreaming gender in the work of project partners.
2. WUS-SA has made the paradigm shift from resistance politics to development concerns with strict accountability to funders.
3. Moreover, in these last two years WUS-SA has been concentrating on providing service support through its capacity building, monitoring and financial control mechanisms.
4. WUS-SA has been able to monitor developments and crises in the NGO sector through its work with various projects partners.
5. WUS-SA has devoted time and funds to providing networking opportunities and human resource development for project partners. They have also provided mechanisms, such as the Policy Forum, to mobilize pressure and support in the policy arena.
6. WUS-SA's role within the NGO sector has been very important during the recent years of transition because many funding organizations have withdrawn support from the NGO sector towards bilateral agreements with government and the private sector.
7. WUS-SA has maintained support to rural-based and community-based organizations in the knowledge that government policy will experience a long evolution. "Our commitment to.... support small rural projects and those that contribute towards progressive life-long national educational policies..."

8. WUS-SA supports the educational goals articulated in the RDP.

9. Given that the transition in South Africa is still ongoing, the role of 'second tier' grant agencies such as WUS-SA, JET and Interfund remains important.

CONCLUSIONS:

1. WUS-SA is playing an important role as an active financial conduit and capacity builder for its partner organizations. This role is widely acknowledged and appreciated, particularly by the rural- and urban-based organizations which address the most disadvantaged groups.

2. WUS-SA is shifting its focus towards becoming an active service organization with a teaching/learning approach.

RECOMMENDATIONS:

Recommendation 1:

Within WUS-SA and its project partners there is an increased urgency to supplement and link ABE work with a range of development activities such as water sanitation, rural development, income generation, health, environment and other development programmes with a gender approach. WUS-SA is able to engage in ABED most successfully through its work with rural-based organizations.

Recommendation 2:

WUS-SA should continue its role as a funding conduit for rural-based organizations and those project partners that address marginalized populations.

Recommendation 3:

WUS-SA should clarify its service organization and development agency role.

Recommendation 4:

WUS-SA could rationalize its activities through exploring a closer relationship with the NLC.

4.4. Cost effectiveness in terms of inputs and outputs

The study commissioned by Sida to Price Waterhouse (in annex 8) concluded the following:

On Cost effectiveness:

An evaluation on the cost-effectiveness of support given was not possible because Price Waterhouse had not been able to compare results with any benchmarks/best practice measure (such as amount of money spent on x number of students or amount of grant utilised for payment to consultants and out-sourcing personnel) due to the limited time available and limited information on bench marking in South Africa.

Moreover, they indicated that a bench-marking exercise does not exist in South Africa against

which a meaningful comparison and cost-benefit analysis of the adult education sector can be evaluated. However, Price Waterhouse established that costs incurred in respect to the Policy Forum were reasonable and the technical evaluation of WUS-SA has revealed that the outputs of the Policy Forum do have impact on the participants.

Cost Benefit or Input/Output - Policy Forum

The budget of the 1996 Policy Forum Workshop was R 400,000. The actual amount spent to September 1996 per the Policy Forum bank account was R 213,000. Per the accountant the budget was based on the prior year, however, fewer people attended than prior year. The Annual Financial Statements are prepared on a cash basis up to August 1996, therefore, the 1996 workshop will only be included in the 96/97 AFS. The report to Sida reflects expenditure incurred to date R 85,000.

The average cost per participant in the three-day workshop was approximately R 1,060 which is not considered excessive.

Price Waterhouse reviewed the expenditures incurred to date under this workshop to establish cost benefit factors. Expenses included design and printing of posters, name tags, accommodation, conference bags, per diem, honorarium to speakers, airfares etc. Price Waterhouse was unable to inspect original air tickets, however we examined the attendance at the Eskom Conference Centre. Value appears to have been received. The Conference appeared to be well organised; registration forms completed by all participants, unnecessary hotel bookings were cancelled timeously and quotes were obtained.

CONCLUSIONS:

- 1. Costs incurred in respect to the Policy Forum were reasonable.*
- 2. Compared with other grantees, WUS-SA appears to have reasonably strong controls and appears to be disbursing efficiently.*

Recommendations:

No particular recommendations were made by Price Waterhouse.

4.5 WUS-SA Performance:

The following chapter is a summary of findings and assessments developed by the financial and management evaluation performed by Price Waterhouse. As it was agreed between Sida and Price Waterhouse, in annex 8 the complete report is presented containing a detail analysis, findings and recommendations for the whole management administration of WUS-SA.

4.5.1 Capacity and Organizational Structure to Administer Swedish Support

WUS-SA offices are in Cape Town. The organisational structure of WUS-SA is as follows:

- Director - Mathokoza Nhlapo
- Accountant - Noni Ndema
- Deputy Director - Vuyisile Msweli
- Program Manager - Lindikhaya Sipoyo
- SAIP Program Officers - Papo McCarthy, Fatima Shabodien and Noziphiwo Ntongana
- Women and Gender Development Program (WGDP) Officers - Nomfundo Mayosi and Dorothy Ntone
- Director's Personal Assistant - Mercia Kühn
- Office Assistant - Margaret Sishuba

Under the accounting and treasury function, segregation of duties is implemented where possible, however, limited staff does not always allow for adequate segregation of duties.

WUS-SA records transactions on a computerised ledger accounting system. Prior to December 1996, the "Turbo Cash" system was used. Thereafter, the "Brilliant" system has been in place. Different sub-ledgers are maintained for each of the WUS-SA programmes which are consolidated at financial year end.

There is limited segregation of duties and limited staff at WUS-SA. However, management recognises the need for strong controls, and reporting mechanisms to the Board of Trustees and Sida are in place to mitigate the weakness. The Board of Trustees has sub-committees for finance, personnel and administration and gender who take the role of authority and review.

WUS-SA has specific procedures in place for asset acquisitions, travel, procurement as well as for personnel, ie. recruitment, remuneration etc.

The finance staff at WUS-SA are familiar with the Sida grant agreement and its terms and conditions. They regularly report on specific issues of the agreement. Sida and WUS-SA meet on a quarterly basis and financial as well as narrative reports are prepared for those meetings. The Board of Trustees normally also receive and authorise the same reports.

Sub-grant agreements are continuously monitored, and they get reported on a regular basis. A standard filing system is in place to monitor the projects.

The finance department prepares an annual budget, based on historic information as well as future plans and research completed. This budget is first discussed internally and is agreed upon. Thereafter the proposed budget is presented to the finance sub-committee (two board members, normally the Chairperson and a person with financial background) for ultimate endorsement by the Board of Trustees.

This budget/financial report together with a narrative report is submitted to Sida and Sida and WUS-SA meet to agree on a final agreement which both parties sign.

Funds are kept at specific bank accounts, depending on its purpose. Use is made of call accounts and current accounts.

Sub-grantees/project partners of WUS-SA should only receive payment once they have fulfilled their duties in terms of the agreement entered into between WUS-SA and the project partners. Any projects which are considered for funding for the first time first have an assessment visit by WUS-SA staff. "Old" projects have monitoring visits by WUS-SA staff, at least once a year.

Project performance is regularly discussed with Sida and Sida personnel accompany WUS-SA staff on site visits to project partners. WUS-SA reports on the disbursements made to project partners and any variances from budget/reallocations of cancelled project budgets to other project partners.

Assessment of Project Partners

WUS-SA's year end is 31 August. Sida grants money to WUS-SA for financial years to correspond with WUS-SA's financial year end for ease of accountability. Money is allocated accordingly to WUS-SA.

The contractual agreements between WUS-SA and its project partners require project partners to submit their audited annual financial statements before the final installment is released and certain conditions need to be met prior to release of all three installments of a financial year's budget.

The attached annex 8 reflects Sida Grant Budgets for 1995/96 per the grant agreement with Sida. Amounts reflected as being per the Financial Report submitted to Sida at 31 August 1996, includes actual paid to project partners during the year ended 31 August 1996 in respect of 1994/95 as well as outstanding amounts and 1995/96 committed amounts as amounts committed to project partners but not yet disbursed due to non-compliance with grant agreement terms and conditions.

Until mid May, none of the 1996/97 grants to project partners have been disbursed. 1995/96 conditions must be fully met and completed before the new grants can be issued and the first installments disbursed. It was noted that the majority of the project partners received their first and second installments of funds during the 1995/96 financial year, and that the majority of the project partners achieved the planned objectives. Compared with other grantees, WUS-SA appears to have reasonably strong controls and appears to be disbursing efficiently.

Approximately 55% of the total budget for 1995/96 of R8,730,551 was granted to project partners whose main objectives focus on the Adult Basic Education Sector. Other areas addressed by project partners include career guidance and literacy, teacher training, material development and training, policy development, bursaries, publications and alternative education.

MAIN FINDINGS:

1. WUS-SA is one of the largest umbrella non-governmental organizations in South Africa responsible for disbursing, monitoring and tracking funds disbursed to over 70 education-related project partners on behalf of Sida.

2. The management team at WUS-SA currently consists of three strong individuals who have a good knowledge of the project partners and are ably assisted by programme officers who do regular site visits to project partners.
3. Not all information is documented and much of the overall knowledge of the organization is concentrated in the senior management team of a few (three) individuals.
4. In our findings we raised systems and other improvements which we recommend should be in place.
5. WUS-SA is currently installing a new accounting system and has had various evaluations performed by consultants. If the new systems are implemented correctly, they will allow for more detailed, timely reporting and ensure accurate compliance with donor requirements. As the rules of donor agencies change towards being more accountable, it will be increasingly important to communicate accountability requirements to WUS-SA, and in turn for WUS-SA to advise their project partners accordingly.
6. Following discussions with WUS-SA management on the issues raised in this report, they have indicated that they understand the logic for greater controls to allow for greater efficiency and for ease of documenting decisions and future action, as well as providing adequate evidence to support better internal control practices.

CONCLUSIONS:

- 1. The systems of accounting and reporting for Sida funds are operating as designed and intended.*
- 2. The accounting and administrative staff have a good understanding of the Sida grant agreement, and have established monitoring and tracking controls over their project partners to ensure compliance with accountability and reporting requirements.*
- 3. The evaluation of project partners' accountability is not always documented.*
- 4. The accounting and administrative staff have implemented controls over transaction cycles, and commissioned evaluations and services of consultants to strengthen controls.*
- 5. Not all information is documented and much of the overall knowledge of the organization is concentrated in senior management, i.e., three individuals.*
- 6. Due to the limited number of staff, there is a lack of segregation of duties.*
- 7. WUS -SA is strengthening controls through its own initiatives.*

RECOMMENDATIONS:

Recommendation 1:

Strengthen the existing controls and ensure accurate reporting, monitoring and tracking.

Recommendation 2:

As the rules of donor agencies become more stringent, it will be increasingly important to communicate accountability requirements to WUS-SA, and in turn for WUS-SA to advise its project partners accordingly.

Recommendation 3:

It is of vital urgency that ways of disbursing funds committed for 1996/97 be found, and that the reasons for this 'logjam' in financial disbursement be investigated.

4.5.2. Internal Working Methods - Applications, Assessments, Monitoring, Accounting and Reporting Procedures

WUS-SA requires its project partners to follow a standard procedure for application for funding. Project applicants first provide basic information regarding its history, aims and objectives, and details about the target group and area of focus of the project to be funded in the form of a letter of application. If the project fits the WUS-SA criteria, WUS-SA then sends the format back to the project applicant.

A formal and completed application is then sent to WUS-SA for consideration through a process of a minimum of three screening meetings. Potential projects are prepared for board screening. WUS-SA Board of Trustees screen project proposals every two years in January/February.

All proposals to be considered that year must be received in the required format by 31 October of the previous year. After the Board has screened project proposals, applications are sent to Sida in April/May for consideration. In August of that year, projects are notified of their status. Funds are allocated from Sida to WUS-SA and on to the project partners in two installments per year (see annex 13 for criteria on internal screening).

A minimum of two field visits per year per project are carried out by a programme officer and a finance person from WUS-SA. A standard format is used to assess progress and difficulties in the WUS-SA-funded project. Full reports from these visits are maintained on computer at the WUS-SA office. Report notes include staff information, questions of accountability and information management systems, details of literacy classes, project delivery assessments, networking inquiries, recommendations for WUS-SA, and observer comments. As part of their contractual obligation, partners must also submit interim reports and financial reports six months after the first funding allocation, and an annual report plus audited financial statements at year's end. These are used to monitor the impact of project work.

WUS-SA meets with Sida in quarterly meetings. For these meetings, WUS-SA prepares narrative reports, financial reports, and updates on project partners' status and impact, as well as new requests for funding or other kinds of cooperation. The field visit reports and project updates are

used as the basis for these submissions to Sida.

WUS-SA has also commissioned detailed evaluations of select project partners. The Khulisa evaluation, conducted in 1996, is another example of WUS-SA's commitment to maintaining an ongoing system of project assessment. The evaluation highlighted the difficulty of both undertaking evaluation and establishing evaluation strategies for projects if proper information systems were not in place. The Khulisa evaluation pointed to the need for projects to have adequate documents to show evidence of demand, impact and more systematised method of data collection. WUS has also included a monitoring and evaluation module in its current capacity building.

MAIN FINDINGS:

1. WUS-SA has established well-organized and detailed criteria for internal project proposal screening and only after this procedure are proposals sent to Sida. These criteria for funding are based on WUS-SA's mission and goals, and particularly those objectives developed in the SAIP and WGDP programs.
3. WUS-SA maintains regular contact with Sida-Pretoria and from both sides there is positive collaboration and support to enhance the management procedures. In this vein, quarterly meetings with Sida are performed.
4. To increase project partner follow-up and accountability, several evaluation exercises have been performed, among them, a detailed evaluation of selected project partners performed by Khulisa Management Services.

CONCLUSIONS:

WUS-SA has a commitment to implement stringent information and evaluation systems of their project partners through field visits and other well developed instruments. However, there is a need to develop instruments for partners' self-evaluation.

RECOMMENDATIONS:

Recommendation 1:

As monitoring and evaluation appears to be one of WUS-SA's organizational strengths, we recommend a continuation of the same pattern. However, visits to rural-based projects should be increased because of the teaching/learning approach. The development of an instrument for partners' self evaluation should be considered.

4.6 Future Role of Project Partners

At the beginning of this evaluation we referred extensively to the "world of the NGOs in relation to ABET/D" and observations have been made on its relation to government.

As the general picture of NGOs in the adult basic education sector has already been introduced,

in this section we will make particular references to WUS-SA project partners and their future role in the sector, through analysis of the discussions about successes and constraints presented to the consultants during the interviews with selected NGOs, officials from the ABET Directorate and the 1996 Policy Forum.

It is not easy to predict what will be the role of WUS-SA-funded projects in the future of South African education. However, it is quite clear from WUS-SA's evaluation that many of the projects funded by WUS-SA do play an important role in ABET/D work.

Partner organizations such as the National Literacy Cooperation, NLC, an umbrella organization with an approximate 160 NGO affiliate, have been increasingly playing an advocacy and lobby role at provincial and national levels. Through its provincial structures they provide a network among NGOs and CBOs and in some cases have been able to facilitate dialogue between its affiliates and the provincial education authorities.

Rural-based projects serve a marginalised sector of society which government funds do not promise to serve adequately. Project partners are trying to play a role in directly linking literacy with community activities. Many find it difficult to determine learners' needs and expectations, to prepare successful literacy and development projects or to link learners with ongoing development projects. This is particularly clear when working with the most deprived population. According to WUS-SA initiated assessments, many of the organizations funded by WUS-SA will continue to play a role in developing innovative materials and approaches in the area of ABET/D. How (and if) the government prioritises development activities in line with RDP goals, however, remains to be seen.

The assumption about government taking the lead in the literacy sector - including its financing - is a critical variable affecting the future role of project partners and the overall movement of the NGO sector. This combined with the withdrawal or phasing out of external donor support is shifting the ground rules for NGOs.

Among the more resourceful NGOs in term of skills and infrastructure, there is a growing trend of "contract culture" and "ownership initiatives" that is pushing non-profit initiatives to access funding sources first and then to define their programme. As it was expressed in the interviews during our field visits, some partner organizations are beginning to set their compasses based on an emerging market of contracts.

Some of the interviewed NGOs acknowledge that this is becoming a more and more common path and that there is an emerging approach to separate roles between delivery CBOs and NGOs and the professional/ technical NGOs that see themselves as specialists in differing components of the ABET/D process. This is often characterised by racial distribution, with the more skilled NGOs being predominantly white, replicating previous societal relationships and thus sometimes causing resentment.

This puts ABET/D delivery, grassroots-level NGOs in a situation where they are forced to employ costly expertise /consultants from skilled NGOs for training, production of didactic material, monitoring and evaluation, and financial management and accounting, making teaching/learning

an expensive process and less cost-effective than government ABET activities.

Moreover, within some organizations there are tensions between selling their skills to become financially self-sufficient and keeping their value-driven identity to address the poor and marginalized population. The two-track strategy of offering skills to the open market and supporting the most needed segment of the population, through specific low cost or free of charge projects is a positive move but the sustainability of such a strategy is unclear.

WUS-SA partner organizations are becoming aware that in the near future there is going to be a need to start tendering to state bodies interested in implementing ABET and for that purpose they will have to be able to offer the skills that government and provinces are willing to buy. If WUS-SA partner organizations are drawn into roles as public service contractors, for how long can they maintain a potential role as "movers and shakers" or better its "watchdog" roles in adult basic education ?

The NGOs have also been pioneers in development and community work and in forging new policy directions; whether their new role as public service contractors will allow them to continue this work remains to be seen. One suggestion is for NGOs while taking on the tendering process, to 'maximise the margins' and continue to innovate and develop projects, based primarily on their relationship with communities (Claasens: 1996). The issue remains as to where the funding for these activities will come from. Donor support then in the short to medium term will remain important while these projects move to self sustainability. What is also clear is that a number of smaller CBOS/NGOs, mainly delivery organization which are WUS-SA project partners could fall by the way side in the competitive contracting and tendering scenario. A particular challenge for WUS-SA's to ensure that all its project partners develop partnerships which could assist their long term sustainability. These partnerships could be with private sector, government, other NGOs and development agencies at local, district and regional level.

When interviewing ECALP, a regional organization that provides quality ABET to disadvantaged communities and is recognized by government and NGOs of the Eastern Cape for its qualitative outputs in teaching methodology and preparation of literacy tutors, the "unfair competition" they are facing with the ABET provincial Sub-Directorate was highlighted. The expansion of government ABET activities using their own human resources (trained state primary education teachers) and offering less expensive ABET courses is creating tensions as trained and long-experienced literacy tutors and NGOs are seldom if not at all considered by the provincial ABET Directorate to perform the teaching activities. It was also noted that learners tend to leave the NGO learning centres and go to government ABET centres. This has resulted in a high tutor drop-out rate and a corresponding drop in number of learners.

Operation Upgrade from Kwa-Zulu Natal has had a different experience of partnership with the provincial Department of Education which would like to offer an ABE provision from level 1 to 4 within the NQF. The DoE is prepared to stimulate local development at the community level by contacting ABE learners and co-ordinating with development organizations. For example, Operation Upgrade has been approached to act as a partner in conceptualising the new ABE provision and obtaining resources. The DoE is leading the way in terms of provinces willing to use the resources of NGOs and other stakeholders (see annex 14).

WUS-SA's commitment to the human resource development and organisational sustainability of project partners will help its more resourceful urban-based project partners to survive the major changes that the NGO sector is facing. Financial and human resource constraints make it unclear if the same situation will occur with those based in rural areas addressing the most disadvantaged.

MAIN FINDINGS:

1. Many of the projects funded by WUS-SA do play a central role in ABET/D, and will continue to develop innovative ABET/D models and materials and promise to stay involved in national policy debates.
2. WUS-SA's commitment to development of human resources and organizational sustainability of project partners will allow resourceful urban-based project partners to survive major changes in the NGO sector and to define their role in education either as delivery organizations or consultancy enterprises.
3. Many NGOs appear to be trapped in a reactive mode when confronted with the tough competition that lies ahead. Their relation with provincial DoE differ from place to place and while in some cases tend to be problematic, in others there is a positive collaboration. There is a clear need of a provincial dialogue and coordination between ABET/D stakeholders, and NLC is envisaged to provide that role.
4. Both Government and NGOs envisage a future relationship through the tendering process. This will mean that the government will define the approach and most possibly will influence the future of many NGOs. How NGOs will maintain a "watchdog" role and be "movers" of public life and in civil society, and remain innovators in development and community work within the changing scenario remains to be seen.

CONCLUSIONS:

1. *At the government level the future role of WUS-SA's partner organizations in the education sector will depend on the type of skills, models and approaches that they are able to offer in each province, in the interest of working in partnership as in the case of Operation Upgrade.*
2. *It seems unclear if the private sector will be contracting a considerable amount of skilled organizations (or former NGOs) to perform ABET. The market will settle its own rules and be open for a restricted number of those with high skilled human resources who are able to offer the needs of these sectors. The pressure and the competition in a market economy will, most probably, make them less receptive to their initial commitment, and they will be transformed into private firms, micro or medium education enterprises.*
3. *Education, including adult basic education, is primarily a government responsibility and it should consider making sound use of the existing resources. WUS-SA has assisted some of its partner organizations in the development of relevant models, such as teacher training, material development, and literacy developments, but it is not yet clear if government and the private sector will use NGOs by making use of the resources and skills they offer. This insecurity is*

prolonged by government's failure to make its intentions clear. How successful the NDA will be as a mechanism for supporting RDP goals through financial assistance to NGOs remains to be seen.

4. The future role of those partner organizations working with ABED and addressing the poor and marginalized is becoming increasingly important as they respond to needs which the government does not seem to be addressing. There is still a need to investigate through applied research what learners' needs and expectations are, in order to undertake successful literacy and development projects.

RECOMMENDATIONS:

Recommendation 1:

WUS-SA should clearly evaluate the practices of its project partners to ensure their NGO status, and discontinue support to those NGOs that have become consultancy organizations.

Recommendation 2:

Project partners should develop relevant models which can be taken over by government, and enter into relationships with provincial governments to provide a rational efficient and sustainable ABET/D delivery. e.g. like the plan developed by Operation Upgrade.

Recommendation 3:

Partner organizations should promote consolidation, advocacy and policy development roles through collaboration with the NLC. In the long term, if the NLC provides active support for coordination nationally and in the provinces, develops stronger mechanisms for programme coordination and development between the government and the private sector, and begins to define its role as a social movement for adult literacy and development, then WUS-SA and Sida will have to positively reconsider their ongoing commitment.

Recommendation 4:

Successful linkages between literacy, development and community organizations indicate the need to understand learners' lives and aspirations, and conduct research on such matters as the interaction between literacy and (non-formal) employment, the relevance of certification, etc. This knowledge will help to design relevant cost-effective and successful mass-scale literacy programs. Therefore it is recommended that applied research be developed, including a gender needs-assessment in the provinces in which WUS-SA's partner organizations are working. Studies of the local civics and business for partnership should also be performed. This applied research could be undertaken by tertiary institutions or research institutes which have a special adult basic education focus.

Recommendation 5:

While the NLC will play an important co-ordinating role in the ABET sector, WUS-SA should proactively address the roles that its different project partners are playing, and assist them in becoming sustainable in the long term. This could include ensuring donor support, tendering skills and assisting in building partnerships.

4.7. WUS-SA Short/Long-Term Perspective as NGO and Funder

4.7.1. Relation to Government Policy

In light of government work as it has been extensively presented at the beginning of this study, WUS-SA has played and is playing an important role in maintaining ABET/D projects and facilitating human resource development. At present, it is unclear if the government will implement the newly proposed Four Year Plan, how much money they will dispense, if the structures that they will establish at national and provincial level will have the needed skilled human resources, and most importantly, what the government's relationship to existing NGOs and smaller education projects will be.

The government is clearly committed to the broad goals of ABET, but this has not been translated into concrete implementation plans for state infrastructure or adequate funding for organizations involved in policy making and implementation. WUS-SA's funding of project partners therefore is important in the short to medium term.

South Africa retains the reputation of having one of the highest disparities of income distribution in the world. Black empowerment will not change this disparity, although it might give the middle class a different face. Therefore, a commitment to ABET/D and the work of WUS-SA and its project partners is not likely to become less important in the coming years.

While the rights guaranteed by the Interim Constitution should protect illiterate South Africans, the reality of fiscal constraint, the macro-economic approach of growth before distribution (GEAR), and the prioritising of formal basic education by the Ministry of Education, suggest that adult education will continue to be at the bottom of the agenda. A participatory democracy can only be guaranteed by numerous and continuous efforts in the area of adult education and training.

It is not clear from government activity so far that it will commit funds to supporting alternative and small rural-based literacy or other education efforts to the point of making these projects self-sustaining. Given the immense pressures to deliver services, it is more possible that the government will use WUS-SA and its project partners for skills, research, expertise, funds, and innovation in the field of adult education in the years to come. At the same time there is a need to maintain continuous pressure and an active lobby in ABET for the government to provide resources for ABET at a national and provincial level.

MAIN FINDINGS:

1. In relation to government, WUS-SA has played an important role in maintaining ABET/D projects and facilitating human resources development.
2. WUS-SA and its project partners work are likely to become important in the coming years as it is difficult to think that a government policy will dramatically change the current education levels.
3. The current fiscal constraints, the country economic development approach of growth before

distribution (GEAR) and the clear DoE priorities given to formal education indicates that adult basic education will continue in the bottom of the agenda.

4. There are no indications, from the government side, that funds will be channelled to support alternative and small rural-based literacy or other educational efforts to make them self-sustainable. Moreover, given the pressures to deliver services, most probably in the future, the government will use organizations like WUS-SA and its project partners for skills, research, expertise, funds and innovations in adult education.

5. WUS-SA participation in the 4 Year Plan is noted and welcomed.

CONCLUSIONS:

The establishment of a Four Year Plan, and the participation of the range of stakeholders in it is welcome.

1. The Four Year Plan is not clear on where human and financial resources will come from or, most importantly, what the government's relationship to existing NGOs and smaller education projects will be. Further, it is not clear from government activity so far that it will commit funds to support alternative and small rural-based literacy or other education efforts to the point of making these projects self-sustaining. Therefore, WUS-SA will continue to play an important financial, capacity-building and service role for partner organizations, particularly those working in rural areas and using an ABED approach.

RECOMMENDATIONS:

Recommendation 1:

WUS-SA should rigorously evaluate their role in the four year plan.

Recommendation 2:

WUS-SA should encourage its partner organizations to work closely with ABET provincial Departments.

Recommendation 3:

WUS-SA should approach the National ABET Directorate and propose a working plan for capacity-building and support for ABET/D organizations by providing management and financial services.

Recommendation 4:

WUS-SA should use its participation in the Four Year Plan, and its policy forum to continuously lobby for the government to allocate more resources to ABET.

4.7.2. WUS-SA Future Potential

WUS-SA's role as an NGO and funder in South Africa has been for the most part successful. In

the short-term, WUS-SA is providing funds, capacity building and financial and managerial services to a number of urban and rural project partners that might otherwise not receive funds or training were it not for WUS-SA's commitment to support such projects.

WUS-SA's role as a funding conduit, is particularly important during the short-medium term period because the state does not have the administrative or management capacity to oversee the disbursement of grants to NGOs. It also relieves donors such as Sida and project partners of this administrative responsibility. As a second tier locally based grant agency it is also able to establish a much closer relationship with its project partners.

In the long term WUS-SA will most likely continue to play a service role in ABET/D development. Democratic transition is an ongoing process. When so many South Africans cannot read or write, all efforts at literacy and skill building, government sponsored or independently run, can be seen as efforts to deepen democracy.

With the recent emerging role of NLC as a provincial and national ABET/D co-ordinator, advocacy and lobby organization it is more clear that WUS-SA's potential will be in providing crucial services to their partner organizations that are mostly working in delivery activities addressed to the poor of the poor and the marginalized population.

Working with this segment of the population is a long lasting process and ABET officials interviewed by the consultants indicated the need to continue supporting the ABET/D sector beyond the 1994-98 government transitional programme, as it will be very difficult for the DoE to meet their needs, especially those linked to literacy and development.

The qualitative input to ABET/D NGOs is still needed and WUS-SA as a funding, training and service provider will make a valuable input in the consolidation of its project partners.

WUS-SA has a number of strengths, which qualify them to be considered as a project partner with government institutions at national and provincial level: WUS-SA has been able to make the paradigms shift, focuses on marginalised groups, emphasises monitoring and evaluation including the implementation of flexible and innovative systems, provides capacity building strategies both internally and for project partners, is not prepared "to carry" projects that are not working, has a pro-active leadership, is attune to policy development and is actively participating in building ABET sector.

The challenges it faces are to diversify its funding base, give more substantive attention to the notions of partnerships and sustainability, ensure that as an organization it is flexible enough to change to the shifting needs of transition, establish a strategic vision of what its role will be in the next few years (active funding conduit, service provider, development agency, or a mixture of these roles) provide an empowering environment for the development of itself internally and for its project partners, and find ways to meaningfully measure the impact of project partners work on communities.

CONCLUSIONS:

In this transitional period, the funding, training and service role that WUS-SA has been playing has proved necessary and important; it has helped consolidate those urban and rural-based partner organizations which are linking literacy and development, and which are addressing the most deprived segments of the population.

RECOMMENDATIONS:

Recommendation 1:

WUS-SA should continue to give funding, training and service support to its partner organizations delivering ABET/D to poor and marginalized areas and under-resourced provinces. For this purpose, in the medium term WUS-SA could concentrate its work in two or three provinces e.g. KwaZulu-Natal, Eastern Cape and Northern Province.

Recommendation 2:

In the medium to long term, WUS-SA should consider strengthening its relationship with the NLC. The impact of this would be to rationalise work in the ABET sector by allowing each organization providing services in its areas of strength - WUS-SA in capacity building, financial administration, monitoring and evaluation; the NLC currently is in the process of clarifying its role in the ABET sector. Both need to engage their internal processes in order to undertake meaningful engagement in the future.

Recommendation 3:

On the basis of this evaluation, its discussion with Sida and its strategic planning, WUS-SA needs to clarify what its role and focus is going to be in the medium term.

4.8. Need for External Funding

4.8.1 Funding Base of WUS-SA:

Sida has been the largest donor contributing approximately 90% of WUS-SA's annual budgets. Project partners receive 75% of this 90% and the remaining 15% is used for WUS-SA's own programmes and administration. Sida support has been concentrated on education projects such as adult education and literacy, training of adult educators, development of curricula and teaching and learning materials, capacity building and gender activities.

Approximately 55% of the total budget for 1995/96 was granted to project partners that focus on ABE sector. Other areas addressed by project partners include career guidance and literacy, teacher training, material development and training, policy development, bursaries, publications and alternative education. Of the total expenditure reported in 1996, 69% (R 6,730,118) was disbursed to project partners. The remaining 31% (R 2,979,612) expenses were used for WUS-SA expenses on internal administration and internal projects. 35% (R 1,042,801) of these internal costs related to WUS-SA staff salaries and 17% (R 513,968) was used for travel and accommodation.

WUS-SA project partners, have acknowledged funding difficulties and the 4 Year Plan does not present a clear picture of NGOs' financial support. But as was mentioned above (see Future Role of Project Partners in Education), partner organizations should look for provincial support such as has been the experience of Operation Upgrade in Kwa-Zulu Natal.

Between 1994 and 1995, WUS-SA clearly made efforts to diversify their funding base, obtaining promises for funding from the Swiss Development Corporation (SDC), the Mott Foundation, the Kellogg Corporation, Liberty Life and others.

While the majority of the funds dispensed to project partners is still provided mainly by Sida (a total amount of 33,422,188.00 for years 93/94, 94/95 and 95/96), the SDC provided for year 93/94 and 94/95 with the amount of R 482,956.00. For the same years HEK provided with R 251,020.00 and FINNIDA with R 145,042.00. During the years 1994/95 and 1995/96 Mott Foundation provided with R 271,559.00 and Liberty Foundation for 94/95 with R 46,000.00.

SDC is emerging as an important funding resource and has contributed significantly to widening the WUS-SA funding base. The SDC will provide considerable funding to the SAIP in 1996-97. (See Appendix 4 for Donor Profile 1997) Both Sida and the SDC have made a commitment to fund WUS-SA until 1999; WUS-SA however needs to diversify their funding base further.

The private sector has been approached with the aim of building a partnership between ABET, government, business, and the unions. However, although the private sector will probably commit itself to limited ABET programmes, a structure to implement funding support in a holistic way has not been established.

One of the consultants' recommendations for WUS-SA in relation to building a short and long term perspective with the government (see above) is to approach the National ABET Directorate and propose a working plan to train ABET/D delivery organizations of the most deprived provinces in capacity building as well as to provide them with managerial and financial services. If the Directorate is willing to buy their expertise, this would aid them in becoming self-sufficient in the medium and long term.

WUS-SA will have to identify individual companies, corporations, and individuals who are committed to the same goals as WUS-SA on a project by project basis until such a partnership has been concretised.

The Khulisa Management Service organized a capacity building workshop in 1996 with WUS-SA partner organizations that were being evaluated. During this exercise a variety of means and philosophies were introduced to the generation of funds. Strategies that could cover approximately 25% of the organizations' budgets were presented, such as cost recovery, income generation, user fees and investing funds. Other aspects of financial sustainability were addressed such as the attainment of section 18(a) tax status to ensure South African corporate donors' funding for tax relief, the encouragement to raise endowment funds of untouched initial capital, or owning a building to save money and /or rent its premises to generate funds. Tendering to government and private sector was also addressed.

Sida, the main donor of WUS-SA has committed its support until 1999, but there are no indications on the amount that they will provide to the organization.

The TOR of this evaluation report, states that "it is necessary for Sida to assess the need for possible continued support with regard to content and size, whether to keep the financial support on approximately the same level as now, decrease it or phase it out over a period of time."

In this vein it has been suggested to the consultants to address possible scenarios for future Sida support.

Any such scenarios have to bear in mind that:

- the country is still in a transitional period;
- in this transitional period, the role of funding conduits continue to be valuable;
- WUS-SA is in the process of defining its new role according to the changing situation in the country;
- WUS-SA might have to consider the main recommendations of this report while defining its role e.g. concentrate in 2 or 3 provinces, support delivery ABET/D NGOs or projects, decrease costs of capacity building, decentralize its organization so project officers could consider being based in the selected provinces, rationalize its administrative costs; and
- prepare a fundraising and financial support strategy to diversify donor funding for financial self-sufficiency

SCENARIO 1: Phase-out as from 1997

This approach will most probably not provide the time and adequate resources for WUS-SA to perform changes and will impact negatively, particularly on those urban and rural-based delivery organizations working with ABED/ABET.

To avoid negative consequences, if Sida chooses this scenario a 5 year phasing out plan should be developed in cooperation with WUS-SA. This will allow WUS-SA and its project partners to prepare themselves and look elsewhere for financial strategies.

At the same time, WUS-SA should produce by the end of 1997 a 5 year financial strategy, taking into consideration various alternatives as proposed by the Khulisa workshop.

To ensure that project partners will not be affected and close its activities, WUS-SA should secure financial support for the 5 year phasing-out and encourage partners to develop a financial strategy as well.

If, in the fourth year, there are still scarce or no possibilities for access to government or other funds, the phasing out approach should be reconsidered to avoid negative effects on the rural-based organizations working with ABED, as this is the less marketable approach for government and private sector and few changes are envisaged for the future.

SCENARIO 2: Decrease as from 1997 and phasing out as from 1999

This scenario will force WUS-SA to perform with efficiency and effectiveness, to consolidate its organization, management and skills performance e.g. do not rely on consultancy firms for its capacity building and gender training. This will also reflect on a more accurate selection of project partners and no new organizations should be included for the next agreement period. This alternative faces time constraints, and it could impact negatively within WUS-SA and its partner organizations.

If Sida decreases the actual amount it will mean that WUS-SA should be informed in due time to take immediate measures to inform project partners as to which projects they will support. This scenario implies that after the second year of support (1999), Sida will reconsider its position according to its 5 Year Country Program Strategy.

SCENARIO 3: To keep the financial support on approximately the same level as now.

Financial support from within the country is difficult and there is a need to explore alternatives at national and international level. Moreover WUS-SA until now has not started a program to raise funds and it will take time before any results are achieved. Funding conduits continue to play an important role in this transitional period.

Choosing this alternative for the next agreement 97/99, implies that WUS-SA can secure its project partner support and which will cause less of a negative impact on its partner organizations. Also this scenario will provide them with time to establish a funding strategy to be less dependent

on Sida. It will also give sufficient time for WUS-SA to assist project partners to move to sustainability.

Choosing this scenario means also that in the next 2 years WUS-SA should define its role, concentrate its work and implement, as much as possible, the recommendations of this evaluation. The decision on how and which recommendations to implement will be decided on by two processes: WUS-SA own internal strategic planning and WUS-SA discussions with Sida. It also means that Sida will provide wide support to WUS-SA's efforts to access other funding sources.

As from 1999 Sida might consider a new approach as part of the 5 Year Country Programme Strategy and this should be communicated to the involved parties as from the beginning of 1999. A financial strategy should then be developed by WUS-SA who will take the responsibility to prepare the same, in coordination with its partner organizations.

MAIN FINDINGS:

1. In the short and medium term, WUS-SA funding has been crucial to support a number of rural based projects and other projects working with marginalised communities.
2. Sida has been the major financial supporter of WUS-SA providing 90% of its yearly budget. There have been efforts to diversify their funding base by approaching other bilateral donor agencies. The Swiss SDC has responded with contributions, widening the WUS-SA funding base and will provide funds to the SAIP Programme during 1996/97.
3. Sida and SDC have made a commitment to support WUS-SA until 1999, and WUS-SA is aware of the need to diversify its funding base.
4. WUS-SA has not been able to identify other private sources within the country that could support its activities.
5. Through the Khulisa report, some partner organizations have developed a fundraising and sustainability strategy.
6. The overall context of Swedish support to South Africa, and the direction of funding in the next five years will be guided by the 5 year Country Programme strategy.

CONCLUSIONS:

Funding constraints affect many NGOs, and WUS-SA is no exception. The government has not come forth with concrete implementation plans on how it envisages collaboration with civil society organizations that are delivering ABET/D. Further, the recently discussed (April 1997) Four Year Plan does not present a clear picture of the possibilities for NGO partnership and financial support.

WUS-SA's nearly complete dependence on Sida as a donor puts the organization in an extremely vulnerable position. Any financial decision taken by Sida, such as phasing-out, decreasing or

maintaining its support will deeply impact on the organization and its project partners.

There is an urgent need for WUS-SA to start diversifying its donor support and be prepared to tender and work in partnership with the National ABET Directorate. In the same frame it should encourage its partner organizations to start looking for provincial support and to prepare sustainability plans.

Tendering and fundraising are learning processes, and WUS-SA needs support to achieve these goals. Sida as its main donor should help with its international contacts in the Nordic countries and elsewhere to contact organizations with similar agendas that could support and diversify WUS-SA's support base.

Because of the nearly exclusive dependence on Sida support, the need to fundraise and diversify its funding at national or international levels, the long lasting efforts that this learning process implies, the unclear situation of the government towards NGO financial support, the need to clarify WUS-SA's role in the near future, Sida should carefully examine its next 1997-1999 agreement. It should either continue supporting WUS-SA with the same amount, or decrease it according to its delivery capacity.

The 3 scenarios presented above, should be balanced by Sida in terms of their positive and negative effects for the rural-based organizations delivering ABET/D, which have benefitted the most from WUS-SA activities.

RECOMMENDATIONS:

Recommendation 1:

Sida should fulfill its commitment to funding WUS-SA until 1999. WUS-SA should prepare a five year strategic plan in cooperation with Sida. The plan must consider how WUS-SA sees its own role in the next five years, Sida's response to the evaluation, how Sida sees WUS-SA's role in meeting the objectives of Swedish support to South Africa, the overall direction presented in the five year country strategy, and what role there is for WUS-SA within this.

Recommendation 2:

WUS-SA should present during 1997 a strategy for diversifying its funding base. It should also assist project partners to move to financial sustainability by working in partnership with the provincial ABET Directorates, the private sector and other NGOs.

Recommendation 3:

Sida should consider assisting WUS-SA in fundraising with international NGO partner organizations.

Recommendation 4:

WUS-SA should coordinate with other funding conduits e.g. JET and INTERFUND to clarify its own role in the future.

Recommendation 5:

Whether or not a decision is made on any of the three possible scenarios presented, the future support to WUS-SA should be measured according to the impact on its overall activities, and in particular on the ABET/D delivery organizations in rural areas.

5. Conclusions and Recommendations

On WUS-SA Programmes:

5.1. South African Internal programme (SAIP)

CONCLUSIONS:

- 1. WUS-SA criteria to select project partners for the next period, have to become more accurate due to their changing financial strategies. Project officers who have been performing field work are in the best position to determine which of the future partner organizations are delivery or consultant organizations selling their skills to the open market. Future partners should be delivery organizations and/or projects addressing poor and marginalized people. The range of projects supported needs to be revisited, a stricter delivery ABET/D focus with more rural based projects should be created, and the amount assigned to these project partners increased, as they are in a more vulnerable situation.*
- 2. Within WUS-SA and its project partners there is an increased urgency to supplement or integrate ABE work with a range of development activities such as water, sanitation, rural development, income generation, health, environment and other development programmes. WUS-SA is able to engage in ABED most successfully through its work with rural-based organizations.*
- 3. Sustainability is not easy for small, rural-based organizations, particularly those which deliver ABED to the most under-resourced sectors of society. Demands from donors for increased short-term efficiency are somewhat unrealistic in areas where there is a weak infrastructure, as is the case with rural-based organizations. Capacity building activities make an important contribution to strengthening the partner organizations, but it is necessary to realize that the move to self-sufficiency requires a long process. Therefore, government and donors should be prepared to provide small, rural-based organizations with long-term support.*
- 4. There is a need for NGO partner organizations to build or be included in networking and coalitions in order to define their strategic positions in their provinces and within the broader sector. The challenge lies in utilizing independent and innovative approaches to ABET/D work, together with ABET sub-directorates in provincial. In this way project partners might benefit from budgets allocated to ABET sub-directorates or from the private sector.*
- 5. The total delivery to learners continues in overall estimate to be small. The project partners reach 30,000 learners in nine provinces. This must be understood in the context of total reach of 350,000 learners in ABET in South Africa by government, private sector and NGOs.*

RECOMMENDATIONS:

Recommendation 1:

Monitoring and evaluation procedures need to be consistent and regular, particularly in relations to the rural-based partner organizations.

Recommendation 2:

While measuring impact is difficult, WUS-SA should continue to measure the cost efficiency of its work.

Recommendation 3:

WUS-SA could concentrate its work for the next 1997/98 period, in addressing particular projects and organizations that have the following scope:

- *ABED oriented projects;*
- *Organizations working in rural areas and in provinces with the greatest need, such as the Northern Province, Eastern Cape and Kwa-Zulu Natal;*
- *Organizations working with marginalized groups in urban areas.*

Recommendation 4:

WUS-SA should make the shift to support delivery organizations (that address direct learners) and delivery projects within organizations that address the poorest of the poor and marginalized people in the suggested provinces. It should also consider a cooperative relationship between project partner to provide materials and teacher training to delivery organizations. Proper accounting practices should be put in place to ensure that double funding of organizations (i.e. by WUS and the delivery organization) does not occur.

Recommendation 5:

In the short-term WUS-SA should encourage its partner organizations to network, and in the long-term should encourage them to move towards sustainability and to gradually reduce its dependency on WUS-SA funds. Using the discussions of the 1996 Policy forum on sustainability, WUS-SA should begin to establish a clear strategy for self-sustainability of different project partners, taking into account their different contexts and constraints. These plans should be within agreed time frames.

Recommendation 6:

WUS-SA needs to address the need to increase its delivery and reach a greater number of learners.

5.2. Women Gender and Development Programme (WGDP)

CONCLUSIONS:

1. As a result of WUS-SA's emphasis on the importance of gender equality, an impact within partner organizations is felt, such as the integration of more women at the decision making level and the creation of gender units.

2. *The impact of mainstreaming gender at national and regional level will only be felt in the coming years because the seminar was only recently organized. However, a close follow-up on the recommendations will be undertaken by WUS-SA, and it is expected that it will encourage the partner organizations to network among themselves and with international organizations working in similar areas.*

3. *The gender component must be strengthened with an approach that is more organically linked to the activities of project partners, through either a separate workshop or in a new approach of co-participation with the capacity building workshop.*

RECOMMENDATIONS:

Recommendation 1:

The Gender programme should be strengthened by addressing issues that are related to the needs of project partners, with particular attention to mainstreaming gender in teacher training and learners' materials. Relevant guidelines and tools should be provided to partner organizations to address gender during the teaching/learning process.

Similarly, WUS-SA and the WGDG should develop needs-assessment studies of the gender situation in areas where project partners are working.

Recommendation 2:

It is important that the Unit should complete the already planned materials, as they will be support material for their future activities, e.g.:

- *The draft edition of the glossary booklet;*
- *Analysis of gender stereotypes in the production of teaching and learning materials on ABET.*

Recommendation 3:

The WGDG should include among its tasks for 1997/98 a follow-up on the regional seminar, as well as include in its next policy forum the theme of gender with a national and provincial approach.

Recommendation 4:

In the same frame, it is recommended that the WGDG Unit make use of e-mail and the Internet to establish contact with international NGOs working in the field of gender and education. This will enable the Unit and its project partners to participate in the numerous creative, flexible and enriching activities organized by international civil societies, including a follow-up on the Beijing Conference.

5.3. The Capacity Building Programme

CONCLUSIONS:

The capacity building activities of WUS-SA make a valuable contribution to its partner organizations in aiding them to perform specific activities better, to make their structures and

activities coherent, and to strengthen the organizations' ability to fulfill their missions. Parallel to this, there is a concern with enhancing the potential of delivery organizations by investing in the teaching/learning process. This means that the focus is on building capacities within the organizations, thus enabling them to participate in the political and economic arena and to serve learners better. From this point of view, capacity building clearly supports the goal of greater sustainability of the partner organizations. This provision is understood not only as financial support, but within a more holistic approach which makes WUS-SA a competent service organization.

RECOMMENDATIONS:

Recommendation 1:

So far WUS-SA has been employing external consultants to perform its capacity building programme, and to a certain extent its gender training workshops, acknowledging that their staff lack sufficient skills in these fields.

WUS-SA has gained experience and the necessary skills through participating in the workshops and through its permanent monitoring and evaluation activities. It can therefore perform the overall capacity building activities: organization, implementation and evaluation of impact among the partner organizations. It might not be necessary for WUS-SA to employ external consultants to perform the above tasks, an exercise that has become very expensive due to high fees demanded by the specialists.

Recommendation 2:

Because of the difficulties facing the partner organizations in participating at a one-week training, and the need to train their staff at all levels, WUS-SA should consider shifting the current organization of the workshop from a centralized and provincial exercise, towards a "personalized" organizational one, where one or more partner organizations could participate in a shorter and more "tailored made" workshop. This will ease the concern with including all organizational staff of the project partner, relate the contents to their particular situation, and be more cost-effective. A more 'hands on' approach to capacity building could immediately address the current crisis of disbursement of funds to projects for 1996/97.

Recommendation 3:

To accomplish the above there is a need to establish a Training Unit within the WUS-SA structure, to which skilled staff could be assigned. This means that WUS-SA should go through restructuring with clear roles and responsibilities assigned to staff. This could include the possibility of employing full-time staff specifically for training.

Recommendation 4:

Due to the shortage of donor support and uncertain financial support from the government, capacity building should include the development of tendering skills. This recommendation should be implemented as soon as possible due to the uncertainty of future financial support. It must also take into consideration government plans to establish a funding and policy institution, the National Development Agency (NDA), that will be a conduit for financial

support to civil society organizations (NGOs and CBOs).

Recommendation 5:

Initial proposals regarding the NDA indicate that the government would be willing to follow a dual approach, and would not take over all instances of bilateral funding between international donors and Civil Society Organizations. It is recommended that WUS-SA develop training activities for its partner organizations on how to fundraise at national and international levels, including the identification of possible institutions and organizations that have similar agendas, and with whom a partnership could be established.

Recommendation 6:

During this year (1997) WUS-SA should develop a strategic plan for fundraising, and establish a partnership with other donor organizations at national and international levels. In this vein, Sida support will be needed to provide information on existing organizations in the Nordic region and other countries, and to facilitate the coordination of a study visit by WUS-SA the end of 1997 or beginning of 1998 to establish contact with possible partner organizations.

Recommendation 7:

The capacity building workshops must address the question of sustainability of project partners in a holistic and programmatic way.

5.4. The Policy Forum

CONCLUSIONS:

1. The policy forum is a positive initiative and has allowed WUS-SA to provide an enabling environment and play a facilitating role for key actors in ABET, in order to meet and discuss the challenges facing the sector. However, this in itself has not provided WUS-SA with an advocacy and lobbying role for the sector.

2. The work of advocacy and lobbying has been carried out largely through WUS-SA's affiliates and mainly the NLC.

3. Part of the work of the policy forum is to sustain activity in ABET during the year by following up on conference resolutions. The follow-up on the policy forum in terms of implementing resolutions, however, has been weak and needs improvement.

RECOMMENDATIONS:

Recommendation 1:

The policy forum is important and should continue.

Recommendation 2:

A more decentralized form of policy forums at selected provincial centres, and the ways in

which greater impact could be achieved with a larger number of participants using the same budget, should be explored.

Recommendation 3:

Given the large expenditure on the policy forum, a more cost-effective strategy in the planning and implementation of the forum should be considered.

5.5. Achievements of objectives in relation to the changing political environment

CONCLUSIONS:

1. WUS-SA is playing an important role as an active financial conduit and capacity builder for its partner organizations. This role is widely acknowledged and appreciated, particularly by the rural- and urban-based organizations which address the most disadvantaged groups.

2. WUS-SA is shifting its focus towards becoming an active service organization with a teaching/learning approach.

RECOMMENDATIONS:

Recommendation 1:

Within WUS-SA and its project partners there is an increased urgency to supplement and link ABE work with a range of development activities such as water sanitation, rural development, income generation, health, environment and other development programmes with a gender approach. WUS-SA is able to engage in ABED most successfully through its work with rural-based organizations.

Recommendation 2:

WUS-SA should continue its role as a funding conduit for rural-based organizations and those project partners that address marginalized populations.

Recommendation 3:

WUS-SA should clarify its service organization and development agency role.

Recommendation 4:

WUS-SA could rationalize its activities through exploring a closer relationship with the NLC.

5.6. Cost effectiveness in Terms of Inputs and Outputs

An evaluation on the cost-effectiveness of support given was not possible because Price Waterhouse had not been able to compare results with any benchmarks/best practice measure (such as amount of money spent on x number of students or amount of grant utilised for payment to consultants and out-sourcing personnel) due to the limited time available and limited information on bench marking in South Africa.

CONCLUSIONS:

1. Costs incurred in respect to the Policy Forum were reasonable.

2. Compared with other grantees, WUS-SA appears to have reasonably strong controls and appears to be disbursing efficiently.

Recommendations:

No particular recommendations were made by Price Waterhouse.

5.7. WUS-SA Performance

5.7.1. Capacity and Organizational Structure to Administer Swedish Support

CONCLUSIONS:

1. The systems of accounting and reporting for Sida funds are operating as designed and intended.

2. The accounting and administrative staff have a good understanding of the Sida grant agreement, and have established monitoring and tracking controls over their project partners to ensure compliance with accountability and reporting requirements.

3. The evaluation of project partners' accountability is not always documented.

4. The accounting and administrative staff have implemented controls over transaction cycles, and commissioned evaluations and services of consultants to strengthen controls.

5. Not all information is documented and much of the overall knowledge of the organization is concentrated in senior management, i.e., three individuals.

6. Due to the limited number of staff, there is a lack of segregation of duties.

7. WUS -SA is strengthening controls through its own initiatives.

RECOMMENDATIONS:

Recommendation 1:

Strengthen the existing controls and ensure accurate reporting, monitoring and tracking.

Recommendation 2:

As the rules of donor agencies become more stringent, it will be increasingly important to communicate accountability requirements to WUS-SA, and in turn for WUS-SA to advise its project partners accordingly.

Recommendation 3:

It is of vital urgency that ways of disbursing funds committed for 1996/97 be found, and that the reasons for this 'logjam' in financial disbursement be investigated.

5.7.2. Internal Working Methods - Applications, Assessments, Monitoring, Accounting and Reporting Procedures

CONCLUSIONS:

WUS-SA has a commitment to implement stringent information and evaluation systems of their project partners through field visits and other well developed instruments. However, there is a need to develop instruments for partners' self-evaluation.

RECOMMENDATIONS:

Recommendation 1:

As monitoring and evaluation appears to be one of WUS-SA's organizational strengths, we recommend a continuation of the same pattern. However, visits to rural-based projects should be increased because of the teaching/learning approach. The development of an instrument for partners' self evaluation should be considered.

5.8. The future role of project partners

CONCLUSIONS:

1. At the government level the future role of WUS-SA's partner organizations in the education sector will depend on the type of skills, models and approaches that they are able to offer in each province, in the interest of working in partnership as in the case of Operation Upgrade.

2. It seems unclear if the private sector will be contracting a considerable amount of skilled organizations (or former NGOs) to perform ABET. The market will settle its own rules and be open for a restricted number of those with high skilled human resources who are able to offer the needs of these sectors. The pressure and the competition in a market economy will, most probably, make them less receptive to their initial commitment, and they will be transformed into private firms, micro or medium education enterprises.

3. Education, including adult basic education, is primarily a government responsibility and it should consider making sound use of the existing resources. WUS-SA has assisted some of its partner organizations in the development of relevant models, such as teacher training, material development, and literacy developments, but it is not yet clear if government and the private sector will use NGOs by making use of the resources and skills they offer. This insecurity is prolonged by government's failure to make its intentions clear. How successful the NDA will be as a mechanism for supporting RDP goals through financial assistance to NGOs remains to be seen.

4. The future role of those partner organizations working with ABED and addressing the poor and marginalized is becoming increasingly important as they respond to needs which the

government does not seem to be addressing. There is still a need to investigate through applied research what learners' needs and expectations are, in order to undertake successful literacy and development projects.

RECOMMENDATIONS:

Recommendation 1:

WUS-SA should clearly evaluate the practices of its project partners to ensure their NGO status, and discontinue support to those NGOs that have become consultancy organizations.

Recommendation 2:

Project partners should develop relevant models which can be taken over by government, and enter into relationships with provincial governments to provide a rational efficient and sustainable ABET/D delivery. e.g. like the plan developed by Operation Upgrade.

Recommendation 3:

Partner organizations should promote consolidation, advocacy and policy development roles through collaboration with the NLC. In the long term, if the NLC provides active support for coordination nationally and in the provinces, develops stronger mechanisms for programme coordination and development between the government and the private sector, and begins to define its role as a social movement for adult literacy and development, then WUS-SA and Sida will have to consider their ongoing commitment in a positive light.

Recommendation 4:

Successful linkages between literacy, development and community organizations indicate the need to understand learners' lives and aspirations, and conduct research on such matters as the interaction between literacy and (non-formal) employment, the relevance of certification, etc. This knowledge will help to design relevant cost-effective and successful mass-scale literacy programs. Therefore it is recommended that applied research be developed, including a gender needs-assessment in the provinces in which WUS-SA's partner organizations are working. Studies of the local civics and business for partnership should also be performed. This applied research could be undertaken by tertiary institutions or research institutes which have a special adult basic education focus.

Recommendation 5:

While the NLC will play an important co-ordinating role in the ABET sector, WUS-SA should proactively address the roles that its different project partners are playing, and assist them in becoming sustainable in the long term. This could include ensuring donor support, tendering skills and assisting in building partnerships.

5.9. WUS-SA Short/Long-Term Perspective as NGO and Funder

5.9.1. In Relation to Government Policy

CONCLUSIONS:

The establishment of a Four Year Plan, and the participation of the range of stakeholders in it is welcome.

1. The Four Year Plan is not clear on where human and financial resources will come from or, most importantly, what the government's relationship to existing NGOs and smaller education projects will be. Further, it is not clear from government activity so far that it will commit funds to support alternative and small rural-based literacy or other education efforts to the point of making these projects self-sustaining. Therefore, WUS-SA will continue to play an important financial, capacity-building and service role for partner organizations, particularly those working in rural areas and using an ABED approach.

RECOMMENDATIONS:

Recommendation 1:

WUS-SA should rigorously evaluate their role in the four year plan.

Recommendation 2:

WUS-SA should encourage its partner organizations to work closely with ABET provincial Departments.

Recommendation 3:

WUS-SA should approach the National ABET Directorate and propose a working plan for capacity-building and support for ABET/D organizations by providing management and financial services.

Recommendation 4:

WUS-SA should use its participation in the Four Year Plan, and its policy forum to continuously lobby for the government to allocate more resources to ABET.

5.10. WUS-SA's Future Potential

CONCLUSIONS:

In this transitional period, the funding, training and service role that WUS-SA has been playing has proved necessary and important; it has helped consolidate those urban and rural-based partner organizations which are linking literacy and development, and which are addressing the most deprived segments of the population.

RECOMMENDATIONS:

Recommendation 1:

WUS-SA should continue to give funding, training and service support to its partner organizations delivering ABET/D to poor and marginalized areas and under-resourced provinces. For this purpose, in the medium term WUS-SA could concentrate its work in two or three provinces e.g. KwaZulu-Natal, Eastern Cape and Northern Province.

Recommendation 2:

In the medium to long term, WUS-SA should consider strengthening its relationship with the NLC. The impact of this would be to rationalise work in the ABET sector by allowing each organization providing services in its areas of strength - WUS-SA in capacity building, financial administration, monitoring and evaluation; the NLC currently is in the process of clarifying its role in the ABET sector. Both need to engage their internal processes in order to undertake meaningful engagement in the future.

Recommendation 3:

On the basis of this evaluation, its discussion with Sida and its strategic planning, WUS-SA needs to clarify what its role and focus is going to be in the medium term.

5.11. Funding Base: Donors and the Need of External Funding

CONCLUSIONS:

Funding constraints affect many NGOs, and WUS-SA is no exception. The government has not come forth with concrete implementation plans on how it envisages collaboration with civil society organizations that are delivering ABET/D. Further, the recently discussed (April 1997) Four Year Plan does not present a clear picture of the possibilities for NGO partnership and financial support.

WUS-SA's nearly complete dependence on Sida as a donor puts the organization in an extremely vulnerable position. Any financial decision taken by Sida, such as phasing-out, decreasing or maintaining its support will deeply impact on the organization and its project partners.

There is an urgent need for WUS-SA to start diversifying its donor support and be prepared to tender and work in partnership with the National ABET Directorate. In the same frame it should encourage its partner organizations to start looking for provincial support and to prepare sustainability plans.

Tendering and fundraising are learning processes, and WUS-SA needs support to achieve these goals. Sida as its main donor should help with its international contacts in the Nordic countries and elsewhere to contact organizations with similar agendas that could support and diversify WUS-SA's support base.

Because of the nearly exclusive dependence on Sida support, the need to fundraise and diversify its funding at national or international levels, the long lasting efforts that this learning process implies, the unclear situation of the government towards NGO financial support, the need to clarify WUS-SA's role in the near future, Sida should carefully examine its next 1997-1999 agreement. It should either continue supporting WUS-SA with the same amount, or decrease it according to its delivery capacity.

The 3 scenarios presented above, should be balanced by Sida in terms of their positive and negative effects for the rural-based organizations delivering ABET/D, which have benefitted the most from WUS-SA activities.

RECOMMENDATIONS:

Recommendation 1:

Sida should fulfill its commitment to funding WUS-SA until 1999. WUS-SA should prepare a five year strategic plan in cooperation with Sida. The plan must consider how WUS-SA sees its own role in the next five years, Sida's response to the evaluation, how Sida sees WUS-SA's role in meeting the objectives of Swedish support to South Africa, the overall direction presented in the five year country strategy, and what role there is for WUS-SA within this.

Recommendation 2:

WUS-SA should present during 1997 a strategy for diversifying its funding base. It should also assist project partners to move to financial sustainability by working in partnership with the provincial ABET Directorates, the private sector and other NGOs.

Recommendation 3:

Sida should consider assisting WUS-SA in fundraising with international NGO partner organizations.

Recommendation 4:

WUS-SA should coordinate with other funding conduits e.g. JET and INTERFUND to clarify its own role in the future.

Recommendation 5:

Whether or not a decision is made on any of the three possible scenarios presented, the future support to WUS-SA should be measured according to the impact on its overall activities, and in particular on the ABET/D delivery organizations in rural areas.

6. The lessons of the evaluation

- There is a need for more strategic planning by donor agencies and NGOs, such as WUS-SA. The strategic positions on funding scenarios, shifts in focus, and medium to long term scenarios, need to be communicated regularly between the two parties. Both parties have different reference groups and are participating in different discourses: Sida with other donors and its Swedish counterparts, and WUS-SA with South African and some international NGOs. It is necessary for these two elements to have critical engagement with each other so that both parties have a common vision of how education transformation and change can be achieved.
- The evaluation assisted WUS-SA to focus more clearly on its role, and look at the shifts in its position with greater clarity. This will hopefully help WUS-SA with its future planning.
- There is a need for the donor agency to provide its funding partners with clear time frames

on the level of its funding, and its funding requirements. These should be contextualized within a discussion on why shifts in funding are occurring, i.e. the bilateral discussions between governments, and the donor country situation. This would prevent the 'panic-syndrome' which has afflicted NGOs in the post-transition period due to a fear of sudden withdrawals of donor funding.

- It is not a "healthy" approach to have nearly complete dependence on one funder, as is the case of WUS-SA. The recipient organization becomes very vulnerable to donor shift. This situation has been experienced in other countries, resulting in negative effects when the donor decreases or phases-out funding.
- A related point is that when donors are funding at a level similar to that of Sida's funding of WUS-SA, a gradual strategy of financial sustainability must be put in place. While the primary responsibility for alternative funding is that of WUS-SA, the donor should assist the project partner in achieving this goal. This is particularly necessary when the project partner has explored alternative funding with very little success. Any phasing out or scaling down of funding must be done in a transitional way and in a medium-term time frame.
- A similar point has to be made for WUS-SA's relationship to its project partners and its strategies to move its project partners toward financial independence and sustainability.
- Shifts in focus by WUS-SA need to be clearly explicated: WUS-SA is shifting to a service organization function, but was the move to ABED a clearly defined strategy? Where does WUS-SA place its major strengths? What implications do these shifts have for its medium to long-term future?
- The transition to democracy in South Africa, and the effects this transition has had on civil society and its relationship to the state, have to be continuously reviewed. Both WUS-SA and Sida should have the flexibility to adapt their overall objectives and plans to a changing and evolving scenario.
- It is clear, however, that the political and economic transition in South Africa is incomplete. Thus, the overall plan of donors to withdraw within a five-year time frame might need revisiting. Within this context, while we accept the importance and the legitimacy of the current democratic government, the voice of civil society should also influence decisions on future funding.
- The history of WUS-SA and its beginning as a 'top down' organization with strong anti-apartheid links needs to be taken into consideration. These characteristics critically affect how WUS-SA is transforming itself, its attempt to link with its project partners in more organic ways, and its efforts to take a lead for future work from the grassroots. A particular challenge for this evaluation was trying to determine the identity of WUS-SA - a funding conduit, a service provider, an NGO network, or an advocacy body for ABET? WUS-SA inherited some of these identities from WUS-International and from Sida and now is attempting to establish its own identity and focus.

- Another challenge during the evaluation was identifying WUS-SA's actual presence and impact as a leader and lobby in ABET advocacy, a role which is favoured and supported by Sida. Given the complexity of the ABET scenario and the need for stakeholders to play a role, it is difficult to assign this role to WUS-SA. However, this does not mean that WUS-SA has not provided a valuable enabling and facilitating environment for ABET lobby and advocacy. The lesson learnt here is that while the donor may have a particular expectation of its project partners, the partner may face objective constraints in fulfilling this role.
- In general, however, a very open and supportive relationship exists between WUS-SA and Sida on the one hand, and between WUS-SA and its project partners on the other. This has contributed immensely to the ability of WUS-SA and its project partners to make a valuable contribution to education change and transformation in South Africa.
- Much of the eventual decisions relate to political choice - whether one supports developmental policies which have a strong redistributive thrust or whether one accepts the reality of fiscal constraints and the need for growth before redistribution. South Africa is moving in the direction of the latter. The eventual choice for WUS-SA and Sida is how to support a participatory democracy and attend to the needs of the most marginalised and poor in South Africa, while proceeding within a sustainable development paradigm.

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Winds of Change at WUS-SA

- **WUS-SA Current Project Partners Funding Application for 1995/6 and 1996/7 - for survey of project partners.**
- **WUS Policy Forum 1996, Educate Adults (ABET/D) Develop South Africa.**

Abbreviations

ANC	African National Congress
ABE	Adult Education and Adult Basic Education
ABED	Adult Basic Education and Development
ABET	Adult Basic Education and Training
CBO	Community Based Organizations
CCD	Community Centers for Development
CEPD	Center for Education Policy Development
COSATU	Congress of South African Trade Union
DET	Department of Education and Training
EPU	Education Policy Unit - University of the Witwatersrand
GEAR	Growth and Redistribution Strategy
GETNET	Gender Education and Training Networks
HEP	Health Exchange Programme
IEB	Independent Examination Board
IPET	Implementation Plan for Education and Training
NEPI	National Education Policy Investigation
NLC	National Literacy Cooperation
NQF	National Qualification Framework
NTB	National Training Board's
RDP	Reconstruction and Development Programme
SACABE	South African Committee for Adult Basic Education
SAIP	South African Internal Programme
SANDF	South African National Defense Force
SSC	Student Service Center
STEP	Skill Training and Enablement Programme
WGDP	Women and Gender Development Programme
WUS-SA	World University Service - South Africa

Glossary

Adult basic education	All forms of organized education and training that meet the basic learning needs of adults, including numeracy general knowledge and life skills.
The National Qualification Framework (NQF)	is a framework for providing lifelong learning opportunities utilizing nationally recognized standards, credits and levels of qualification.
Outcomes	are the results of a learning process whether formal, non-formal or informal. In outcomes-based education and training, the emphasis is on what a learner knows and is able to demonstrate and apply appropriately and with understanding.
Competence	involves the capacity for continuing performance within specified ranges and contexts resulting from the integration of a number of specific outcomes.
Unit Standards	are nationally agreed and internationally comparable statements of specific outcomes and their associated performance/assessment criteria together with administrative and other necessary information. Unit standards are registered on the NQF at a defined level.
Credit	is the recognition that a learner has achieved the required essential and specific outcomes for a particular unit of learning.
Bands	a broad grouping of levels of education and training which may include more than one qualification level.
Phases	within compulsory education represent developmental phases which are distinguished in order to accommodate the different learning needs of children and adults at different stages of development.
Learner Centredness	the need to recognize learners' knowledge, experience and needs during the teaching and learning process. This includes recognition of different learning styles as well as cultural values and lifestyles.
Evaluation	is the process whereby information is obtained and interpreted to make judgements for informed decision making about various aspects of a learning programme.

External assessment	is an assessment (often in the form of an examination) designed, set and marked by a body which is separate from the organization which delivers the learning programme.
A curriculum framework	sets out the philosophical base and organizational structure for curriculum development at all levels teaching and learning.
Learning programmes	consist of courses, modules or units of learning through which learners can achieve learning outcomes spelt out in unit standards. They replace the concept of a standard syllabus in that teachers and learners can choose from a number of alternative learning programmes to meet specific outcomes.
Instructional assessment	is teacher generated and includes teacher assessment, standard tasks, course work, records of achievement, practical and oral assessment, written assessment and standardized tests.
Internal assessment	is generated at the level of the programme, or center and includes oral and written assessment. May link to external national/provincial certification processes at levels 2 & 3. Detailed records of learning should be maintained by the ABET center/provider, detailing: course participation, notional time, and learner achievement. Internal assessment will be subject to institutional guidelines, on the basis of nationally agreed upon specific outcomes.
Standards	A national standard is a registered statement of desired education and training outcomes and their associated assessment criteria.
Integration	An approach which attempts to bring together the learning of theory and practice, mental and manual learning and education and training, and which also serves to ensure that learners have access to learning in all of these.
Qualification	Formal recognition that a learner has demonstrated a specific level of learning according to credit specifications and criteria at a level on the NQF.
Learning areas	a term used to describe the knowledge or subject areas in which specific learning outcomes are demonstrated.

Flexibility	a term used to describe the need for the education and training system to provide learners with an increasing range of learning possibilities which allows them to choose what, where, when and how, and at what pace they want to learn.
Management Information System (MIS)	a system (computer or paper-based or a mix of the two) including planning and implementation data in regard to a program or project.
Neo-Liberalism	an overarching political and economic framework which argues that growth and development should be governed only by the unfettered (free) interaction of market forces.
Globalization	refers to the increasingly interdependent nature of world economies and cultures, brought about through neo liberal and neo colonial policies by the dominant economic powers (North America, Europe and the Asian bloc) and driven by the technological advances in the communications industry.

Annexes

1. List of persons interviewed and Consultants Schedule
2. Outline of CEPD implementation plan for ABED 1995
3. Field Visit: main criteria for the selection of project partners
4. List of project visited and summary of interviews
5. Guideline to WUS-SA and project partners interviews
6. 1995/97 WUS-SA project partners by category, province, status, urban/rural
7. 1996/99 WUS project partners (proposal)
8. Price Waterhouse Financial Review
9. 1993-1997 SAIP activities
10. Draft Policy for ABET Department March 1997
11. Policy development in ABET 1990 to present
12. 1993-1995 SAIP programmes
13. WUS-SA criteria for project internal screening
14. Operation Upgrade and partnership with Provincial DoE
15. Summary of WUS-SA strengths and challenges
16. Desk study for Sida - Evaluation of WUS-SA
17. Terms of Reference

List of Persons Interviewed and Consultants Schedule

ABET National Directorate

Khetsi Lehoko, Chief Director

Gugu Nxumalo, Director

WUS-SA

Board Members:

Nozipho January Bardill

Phumzile Ngcuka

WUS-SA Staff

Mathokoza Nhlapo, Director

Vuyisile Msweli, Deputy Director

Noni Ndema, Accountant

Lindikhaya Sipoyo, Program Manager

SAIP Programme Officers:

Fatima Shabodien, Gauteng Province

Noziphiwo Ntongana, Eastern Cape Province

Women and Gender Development Program (WGDP) Officers:

Nomfundo Mayosi

Dorothy Ntong

NGO sector:

1. Co-operative Organization for the Upgrade of Numeracy Training, COUNT, Johannesburg. Penny Smith, Programme Manager
2. National Literacy Co-operation, NLC, Johannesburg
Enrico Fourie, National Director
Sheri Hamilton, Education Director
3. Training in English Language and Literacy, TELL, Johannesburg
Ingrid Walls, Director
4. Secondary Education Curriculum for Adults, SACHED-ASECA, Johannesburg
Jenny Ravinowich, Director
Charlotte Livingston, Training Coordinator
5. Student Training Center, SSC, Cape Town
Laura Schultz, Director
6. National Language Project, NLP, Western Cape
Noxolo Mgudlwa, African language Co-ordinator
Nigel Crawhall, Ex Director and fundraising consultant

7. Eastern Cape Adult Literacy Project, ECALP, Port Elizabeth
Mike Gaxamba, Centre coordinator
Mxolisi Jack Programme Coordinator
Fezeka Matsheku, Financial Administrator
8. CALA University Students Association, CALUSA, Elliot
Fani Ncaphayi, Co-ordinator
Nokulunga Tsholoba, ABE Trainer
9. BERLIN, East London
Nkosinathi Mhambi, Coordinator
Milton Mdze, Field worker
10. Operation Upgrade, Durban-KwaZulu Natal
Pat Dean, Coordinator
11. English Resource Unit, ERU, Durban-KwaZulu Natal
Anne Browne, Director
12. Hluvukani Literacy Association, Northern Province
Joseph Makanaleng
N E Nzimande

Swedish Embassy- Pretoria

Helen Nordenson, First Secretary (Development)

Consultants Schedule During Phase 2:

27 April Arrival to JHB (Marcela Ballara)

In JHB (28 April-5 May)

28-29 April Setting the agenda: meeting among the 2 consultants (Shireen Motala and Marcella Ballara)

30 April

11.30 NLC, Sheri Hamilton, Education Director (Shireen Motala and Marcella Ballara)

12.45 Swedish Embassy - development (Helen Nordenson)

15.30 Price Waterhouse, Leslie Anne Wilkinson (Shireen Motala and Marcella Ballara)

1 May

Working with documentation (Shireen Motala and Marcella Ballara)

2 May

14.00 NLC, Enrico Fourie, Director (Marcella Ballara)

15.00 ASECA- SACHED, Jenny Rabinovich, DIRECTOR (Shireen Motala and Marcella Ballara)

3-4 May

Preparation of field visit

17.00 Meeting in Trade World Centre with WUS-SA Director Ms Mathokoza Nhlapo (M.B.)

5 May

08.00-12.30 Participation in the Capacity Building Workshop in World Trade Center (M.B.)

12.30-15.00 Interview with COUNT (M.B.)

15.30-16.30 Meeting with WUS Director (M.B. & S.M.)

6 May
10-12.30 Interview with TELL, JHB (M.B. & S.M.)

Cape Town, Port Elizabeth, East London, Durban (7-12 May)

7 May
07.30 -09.40 Flight JHB- Cape Town (M.B & S.M)
10.00- 17.30 Meeting with WUS-SA Staff in Cape Town (M.B & S.M)
18.30. Shireen Motala return to JHB

Schedule for Marcela Ballara

8 May
08.30-09.30 Interview with SSC, C/Town
10.55-12.30 Flight Cape Town-Port Elizabeth
14.00-16.00 ECALP, P/Elizabeth
18.00-18.45 Flight Port Elizabeth-East London
19.30-21.00 CALUSA, E/London

9 May
08.00-10.00 BERLIN, E/London
12.30-14.30 Flight East-London-Cape Town
16.00-18.00 NLP, C/Town

10 May
Study of documentation and starting to write the Draft report, C/Town

11 May
10.00-14.00 WUS-SA WGDG staff in C/Town
18.15-20.10 Flight C/Town-Durban

12 May
10.00-13.00 Operation Upgrade, Durban (M.B & S.M)
13.30-15.30 ERU, Durban (M.B & S.M)
18.20-20.35 Flight Durban-JHB (M.B & S.M)

In JHB (13-26 May)

13 May
08.45-10.00 Meeting with Helen Nordenson (Sida Pretoria) and Kerstin Rosenkrantz (Sida HQ) (M.B. & S.M.)
12.30-14.00 Interview with ABET National Directorate, Pretoria, (M.B. & S.M.)

13-14 May The consultants prepare the draft finding, conclusions and recommendations (Shireen Motala and Marcella Ballara)

15 May
10.00-15.00 Presentation of draft findings, conclusions and recommendations to Sida and WUS-SA, Swedish Embassy, Pretoria (M.B., S.M. and Price Waterhouse)

23 May
15.00-17.00 NLC Director (M.B. & S.M.)

16 to 26 May Writing draft report including Price Waterhouse report, Sida and WUS-SA comments (Shireen Motala and Marcella Ballara)

26-27 May
20.00

JHB-Stockholm (Marcella Ballara).

Schedule for Shireen Motala*

15 March - 15 April Prepare desk study
23 April - 23 May Fieldwork, writing report together with Marcella Ballara
23 May - 20 June Finalising report and editing

Separate fieldwork

Interviews:

9 May Nozipho January Bardill
8 May Hluvukani Literacy Association

* see Marcella Ballara's schedule for joint field work.

Draft Policy for Adult Basic Education and Training Department of Education, March 1997

This is a policy document for adult basic education and training (ABET) in South Africa by the Ministry of Education.

The document is presented in a systemic format to consider all aspects of a fully functioning ABET system.

The document locates ABET within the Reconstruction and Development Programme, the new Constitution, the National Education Policy Act (1996), the South African Qualification Act (1996) and is a further development of the interim guidelines of A National Adult Basic Education and Training Framework: Interim Guidelines (1995).

The vision, principles, aims and objectives for ABET are informed by the ideological underpinnings of the above and further informs all aspects of policy with regard to organisational and institutional arrangements, curriculum, training and evaluation.

Thus, regarding ABET policies and programmes, the necessity of their interface with the nation's development policies and the educational policy of lifelong learning has been emphasised.

Regarding organisational development and institution building, it has been made clear that organisational arrangements must be democratic, include civil society institutions, be based on people-driven approaches to planning and implementation and yet should not fragment national purpose. The necessity of local community level, community based institutions for delivery has been brought to the fore.

The ABET curriculum is related to the needs of all the people of South Africa: men, women and youth, employed and unemployed workers in both urban and rural areas. The curriculum content must therefore deal with both development and democracy, with economic skills and the national spirit of reconstruction and nation building. National standards based on nationally agreed learning outcomes should inform the development of learning programmes. Literacy and numeracy are central to the delivery of the learning areas.

Regarding Learning and Support materials (LASM), the point is made that they are vital tools that inform learning. All values, principles, aims and objectives, ultimately have to be embodied and embedded in instructional materials. The use of the term "Learning and Support Materials", signals a move away from the primacy of the subject and level based textbook, towards the idea of a range of materials that can meet the learning outcomes required.

With regard to the learning and teaching encounter or the instructional delivery component, it is recommended that instructional packages should be mediated by educators to relate them to the individual needs of learners. Learners should be allowed to share their own experiences as they construct new knowledge for themselves. The necessity of using enrichment materials particularly those that contribute to national reconciliation and development is pointed out.

Training of ABET practitioners, and orientation of planners, policy makers, administrators and legislators is shown to be an absolute necessity. As structures and infrastructures for certifiable training of ABET personnel are established, adhoc arrangements within the ABET system should be developed to build and improve existing capacity. Multiplier training models should be used whenever possible.

An ABET system can, however, never be self-sufficient in meeting all the planning, curriculum, training, evaluation and research needs of the system. Therefore, the systems of technical and professional support must be organised to draw upon the resources of the nation's universities, research centres, training institutions and information and data banks.

Mobilisation, it is pointed out must be part of all planning. Mobilisation should include the mobilisation of both the state structures and the formations of civil society. Educators as well as learners should be mobilised. The mobilising potential of implementation - as training courses are offered, and evaluations are conducted and field visits are made - should be continuously put to use.

Finally, evaluation should be essentially internal and continuous, that is, never disassociated from the process of implementation, so as to provide educational feedback for all concerned. External evaluations wherever necessary, should be built on a stream of information developed as part of continuous internal record keeping and evaluation. Both descriptive and evaluative information should be stored for retrieval to assist decision making. Both quantitative and qualitative approaches should be used, in order to join numbers with meaningful narratives to assess different aspects of the overall ABET system, as well as to measure the impact of ABET on the lives of learners in their families, communities and workplaces and on the nation as a whole.

Field Visit: main criteria established for the selection of project partners

To assess impact, the following criteria to select NGO's in field visit were agreed on:

1. Projects working with the ABED approach e.g. CALUSA, BERLIN and/or Operation Upgrade projects,
2. Projects where WUS-SA urban partners have been actively involved in assisting government in implementing RDP (e.g. COUNT, SACHED -ASECA)
3. Projects where gender training workshops have been organized and addressed to the leadership of the organization
4. Projects that have already participated in the capacity building programme
5. Organizations, projects which have a large number of learners such as ERU (Durban), ECALP, (Eastern Cape) Northern Region (HLA)

List of projects visited and summary of interviews

I Projects visited

1. Co-operative Organization for the Upgrade of Numeracy Training. COUNT, Jhb.
2. National Literacy Co-operation, NLC, Jhb
3. Training in English Language and Literacy ,TELL, Jhb
4. Secondary Education Curriculum for Adults, ASECA- SACHED. Jhb
5. Student Training Center, SSC, Cape Town
6. National Language Project, NLP, Western Cape
7. Eastern Cape Adult Literacy Project, ECALP, Port Elizabeth
8. CALA University Students Association, CALUSA, Elliot
9. BERLIN, East London
10. Operation Upgrade. Durban-KwaZulu Natal
11. English Resource Unit. ERU, Durban-KwaZulu Natal
12. Hluvukani Literacy Association, Northern Province

The following organizations were interviewed by the 2 consultants: 1. 2. 3. 4. 10 and 11

Marcella Ballara interviewed the following organizations: 5. 6. 7. 8. and 9

Shireen Motala interviewed organization 12.

II Summary of Field visit

NGO's interviewed:

Main Scope (as described by themselves and in the Khulisa report)

1. COUNT: To improve the quality of mathematics teaching and learning in primary schools by provision of family literacy that engage pupils and parents in community based organizations.
Funding sources: WUS-SA, JET, Kasigo Trust, Genesis Foundation, Liberty Life Foundation, Eskom
2. NLC: a national umbrella organization with structures at provincial level that participates in the provision of quality ABET. NLC launched the TLU programme and its vision is to establish the largest body of NGO's in the country involved in delivery activities.
Funding sources: USAID, WUS, EU, SAB and the general public.
3. TELL: focuses its activities on english second language and numeracy educator training for ABET 1 and 2 level including field support. They also do research, development, are involved in networking and evaluation, publish manuals and training materials and recently they are shifting to ABED.
Funding Sources: Anglo-American and De Beer Chairman's Fund, Equal Opportunity Foundation, Israel-S.A. Foundation, JHB Consolidate Investment Company, JET, Kasigo Trust, Liberty Foundation, Nampak, Rennies Group, Standar Bank Foundation, Times Media, WUS.
4. ASECA-SACHED: Their focus is in the production of didactic materials and teacher training for adult secondary education addressed to the Community Learning Centers. They have created a model addressed to youth and adults for formal education up to the equivalence of GTC. The material developed has been officially accredited up to level 5

SSC: a student organization helping returnees to integrate in the society. In the past they received support from WUS-SA but phased-out because WUS-SA changing scope and because they have

more important donors including the government.

6. NLP: works with teachers and health workers to use language policy and practices to transform previous apartheid institutions into equal access institutions. Their intervention includes material development, promotion of models for language teaching and training addressed to formal primary education for children. They do not work with adult-literacy.
Funding sources: WUS, EZE, JET, Interfund
7. ECALP: regional organization with 14 affiliate NGO's and training educators to teach ABET level 1,2 and 3. They also manage learning centers and presently have 126 learning groups comprising 1.695 learners.
Funding sources: DANIDA (to end in 1998), WUS, Diakonia, Interfund.
8. CALUSA: operates in the Xalanga district. Trains facilitators to deliver ABE and literacy and assists communities in setting up their literacy groups. Their programme is oriented to ABED and literacy and is linked to providing knowledge that is relevant for their target group e.g. health, contractual law.
Funding source: WUS, JET, ISCOS
9. BERLIN: a literacy delivery organization working with ABED in a farm town area. Today its organization has 16 literacy facilitators and 450 learners in ABET/D and are promoting income generating activities among women which constitutes their main target group (poultry, beads/folk garments).
Funding source: WUS
10. Operation Upgrade: Is a service organization that focuses on several projects such as tutor training, supply of didactic materials, capacity building for projects and tutors support in ABET methodology.
11. ERU: provides ABE teacher training in english as a second language and monitoring for the trained teachers. They serve the rural areas but now are shifting towards the state and the industrial sector for the organization financial support. They intend to operate in a more business like approach.
Funding source: JET, EU, WUS-SA
12. Hluvukani Literacy Association: is a regional network that co-ordinates co-operation between projects in the Northern Province. They assist planning for literacy provision, conduct training courses for literacy tutors, monitor delivery systems and assist new literacy programmes with their operation plans.
Funding sources: WUS-SA, Kasigo Trust, USAID, Liberty Life.

On the role of their organization:

Influence the government so they can recognize their experience as delivery and/or training organization working at grass root level or in pilot projects and address the concerns of rural population in ABED and ABET.

On WUS-SA relation and main Support:

All the interviews acknowledged that WUS is giving excellent support with good communication (understanding the situation) and training specially for rural based organizations. The urban based and more consolidated NGO's noted that WUS-SA has management and communications difficulties (who is responsible of what) and organizations of workshops (information of contents in advance).

WUS-SA as a financial conduit: all recognize the importance of the financial support but it was especially noted by the rural based organizations as they are mainly depending on WUS-SA support. Projects said that they would not like administrative financial responsibilities of fundraising and liaising with donors directly.

On capacity building: The impact and usefulness was mainly recognized by the less consolidated and more isolated NGO's (rural and peri-urban areas) . The more urban based NGOs indicated that participation in

the workshop was mainly because of financial support received from WUS-SA.

On Gender training: All interviewed noted the uneven impact of this exercise and acknowledged its mild impact at the organizational level. It was indicated by all the interviewed that gender issues need to be further studied and researched and related to the concrete situation of the target groups (the learners).

On policy forum: It was considered as an important facilitating activity, a place to be informed and meet other organizations and possible donors. More significant for rural based organizations as they are more isolated from the center.

On participation in workshops and impact:

It was noted that there is a scarce participation of decision makers due to the methodology used (one week in a central place and difficulties to withdraw a key person during such a long period). This situation is noted specially during the last year.

On impact:

- ZOOP workshop provided with a methodology that helped in the organization structure and in planning activities;

- gender: not a real impact, only at the organizational level. It gave opportunity for participants to discuss about the subject. Units have been set but with poor impact in the overall organization activities. Lack of relating the concepts in the frame of the organization's target group

- field visits have positively helped to rural based organizations specially in the management aspects (organizational, financial)

On Policy Forum: a place to meet people working on the sector, discuss the current situation of ABET in the country and how to deal with it, be informed, especially interesting for small rural based organizations as it provides a place to develop links with other institutions working in the area.

Criticisms: weak follow-up, issues are not taken further, no implementation.

Scarce impact at national policy making level

Recommendations:

- a) invite ABET government responsible at national and provincial level

- b) build a mixed task-force committee to influence government to commit in the implementation of some of the out-puts

On WUS-SA role:

- a) as a financial support

- b) as a capacity builder

On WUS-SA future role:

- a) continue as an active fund conduit

- b) should help to fundraise and build sustainable strategies in each partner organization

MEETING WITH WUS-SA Staff

WUS-SA role and identity

1. Address grass-root level by screening projects who have that target group

2. Strongest point is capacity building

3. They see their identity as a conduit to reach, support, provide with financial support and capacity building to the outreach organizations in rural areas.

4. They also see themselves as catalysts (to influence changes), to facilitate networking among the

organizations of the sector, to support the organizations at the grass-root level with accountability. mainstream gender through their capacity building and project proposals.

On today's role:

- a) in ABET: mainly as a facilitator between NGO's and as advocator through the policy forum. Through the policy forum they should take the responsibility for the implementation of the outcomes.
- b) influence in setting up standard for teachers
- c) facilitate discussions for ABET legislation (through the policy forum)
- d) work with ABE and rural development (as most of the project are situated in rural based areas Northern Province, Eastern Cape, Free State and Kwa-Zulu Natal)
- e) they give orientation to projects that they cannot support. They usually pass them to other fundraisers.

On their future role:

- a). In the medium term: change the conduit role towards a strong advocacy and capacity building role.
- b) In the long term develop a strong advocacy role and a linkage between the organizations of the sector.
- c) build partnership with government due to their delivery problems
- d) tender to deliver WUS expertise
- f) as advocator and fund-raiser for ABED

On their needs for the future :

- a) mapping their way to the year 2.000 to position themselves and consolidate their focus
- b) reinforce and strengthen their own organization, diversify their financial support.
- c) the government should re-organize themselves and help WUS-SA to fund-raise for project partners
- c) learn how to tender and teach project partners
- d) develop a strategic plan for its own development as an organization.

If the National Development Agency (NDA) is in place:

- they should look for other ways of financial support
- as ABET has delivery problems at the provincial level. WUS-SA could provide with financial and human resources.
- explore whether NDA will support WUS-SA's RDP oriented goals.

On WUS-SA Weakness:

- a) need to develop expertise and make tailor made programs that give WUS-SA identity
- b) need for better coordination with co-funders

On monitoring and evaluation:

- 1. It is effective. No more than 2-3 visits per project are needed as their institutional forms and informal contacts (through phone) project partner participation in the capacity building courses provide WUS-SA with permanent information on the current situation at field level.

On problems:

- a) when a co-funder of a project partner phases out
- b) to measure impact (could be through case studies ?)

Newsletters: to info and mobilize their project partners.

On costs:

- a) Difficulties to establish costs per unit
- b) The Capacity building workshop costs R 300.000,00 (including vat). A contract has been issued to a

private consultant company for that amount. They have compromise to perform a 4 module workshop in 3 provinces. Each module is of a week duration. In total include a 3 month full-time work plus material development which is provided to the workshop participants.

c) Cost for the Gender Training: there is a share cost between GETNET and the Gender Unit. GETNET gets a fee of R1000 per hour and provide materials. Consultants also get paid for their travel and their lodging.

On the 4 Year Plan:

- a) need partnership with other donors for financial support
- b) requires clearer statement of what the relationship is with the civil society

On its relation with NLC:

- 80% of the projects partner belong to NLC
 - working together in policy and advocacy, putting the 4 year Plan on the agenda
 - share info on government plans
 - they could work very closely, and WUS-SA take the management and financial support as well as the fund-raising aspects. NLC could look for the delivery and the structures at provincial level.
- NLC work in key areas in which WUS-SA would like to work: policy making, TLU delivery.
- NLC have asked, in the past, if they could act as financial conduit and fund-raiser.

What is your project partner perception?

- look to WUS-SA as a financial funder (big projects) and as a organizational supporter (small projects)

Guideline to WUS-SA and Project Partners Interviews

I WUS-SA interview: GUIDELINES for open questions.

1. How does WUS-SA define partnership with the government ? or /and in view of your organization how is the government defining partnership with the NGO's and civil society organizations ?
2. Has WUS-SA defined a sustainability strategy for the near future
3. How is WUS-SA thinking about making the transition towards a more professional development agency and meet criteria of efficiency, effectiveness and accountability ?
4. Has WUS-SA a plan/ strategy to become more cost effective, use replicability, efficiency, relevance and professionalism ?
5. Is WUS-SA discussing engage more deeply in ABED approach
6. WHY were STEP, HEP, SARP programmes terminated ?
7. How does WUS-SA define itself today: as an umbrella organization or as a National network?
8. We would very much like to look the material produced by WGDP ("Gender Training Manual", "Glossary Booklet on concept-issues-terms used in gender training", production of "Learning/teaching materials with a gender approach for ABET")

II WUS-SA Project partners interview: GUIDELINES for open questions.

For those interviewed by KHULISA, ask if they agree on their analysis and/or comment on their critics (if there are)

1. As a organization , how do you see your role in the current situation of S.A. ?
2. How has been your relation with WUS-SA (Good, regular, bad) and why ?.
3. What main support has WUS-SA given to your organization: financial; participation in workshops (capacity building, gender, policy forum)
4. Which persons from your organization (at which level) have participated in any of the workshops. Could you name the changes that have occur in your organization after participating in the workshops or policy forum ?
5. Do you think that the policy-forum have had an impact at the level of policy making in the country? or at what level do you think this activity had impact ?
6. Did your organization participated in the meeting of the 4 year Plan. What is your opinion of future implementation, the roll of WUS-SA and if it is necessary to organize a policy forum after the 4 year Plan meeting where many NGO's were invited to participate.

7. How do you see WUS-SA role in S.A today? as a financial conduit, as a fundraising organization? influencing at policy making level? as a skill provider organization in capacity building, gender and other?

8. On WUS-SA Monitoring and evaluation strategy impact ?

South African Internal Programme									
No.	Projects	1995/96	1996/97	Category	Province	Status (On-going, Closed down, phased out)	Rural, Rural- Outreach or Urban		
1	Adult Basic Education Project UFFH	80,000.00	200,000.00	ABE	Eastern Cape	On-going	Rural		
2	Albany Career Resource Centre	44,000.00	48,400.00	Career Guidance & Literacy	Eastern Cape	On-going	Rural		
3	Borlin Advice & Literacy Centre	100,000.00	130,000.00	ABE	Eastern Cape	On-going	Urban, Rural- Outreach		
4	East Cape Adult Learning Project	200,000.00	220,000.00	Material Development, Training & Literacy	Eastern Cape	On-going	Rural		
5	Khayisa Literacy Project	60,500.00	66,560.00	ABE	Eastern Cape	On-going	Rural		
6	Kopano Literacy & Adult Education Project	40,000.00	50,000.00	ABE	Eastern Cape	On-going	Rural		
7	Lilungelo Lethu Adult Literacy Centre	0.00	70,000.00	ABE	Eastern Cape	On-going	Rural		
8	Progressive Adult Basic Education Trust	60,499.60	110,000.00	ABE	Eastern Cape	On-going	Rural		
9	S'noyuyo Community Development Trust	40,000.00	50,000.00	ABE	Eastern Cape	On-going	Rural		
10	Ukhanyo Literacy Project	90,000.00	100,000.00	ABE	Eastern Cape	On-going	Rural		
11	Yoluntu Literacy Project	100,000.00	140,000.00	ABE	Eastern Cape	On-going	Rural		
12	Gala University Students Association	54,999.60	60,499.56	ABE	Eastern Cape	On-going	Rural		
13	Co-operative Organisation for the Upgrading of Numeracy Training	200,000.00	210,000.00	Teacher Training	Gauteng	On-going	Urban, Rural- Outreach		
14	Easy Read for Adults	60,000.00	100,000.00	ABE	Gauteng	On-going	Rural		
15	Education for Life and Leadership Development	60,000.00	80,000.00	ABE	Gauteng	On-going	Rural		
16	Eldoradopark Advice Centre	55,000.00	65,000.00	Career Resource	Gauteng	On-going	Rural		
17	English Literacy Project	121,000.00	134,000.00	Material Production	Gauteng	On-going	Rural		
18	Joint Enrichment Project	140,000.00	200,000.00	Youth training	Gauteng	On-going	Rural		
19	Khanya College: Johannesburg	145,199.50	230,000.00	Bursary	Gauteng	On-going	Rural		
20	Learn & Teach Literacy Organization	216,650.50	78,000.00	Training of teachers	Gauteng	Closed Down	Rural		

Project Partners

21	Lesedi, Ukhaya Community Project Organisation	60,000.00	65,000.00	ABE	Gauteng	On-going	Rural- Outreach
22	National Literacy Co - Operation	127,594.00	640,353.00	Policy Development & ABE	Gauteng	On-going	National 19 provinces
23	Nthoroane Leadership Education Project	70,000.00	90,000.00	ABE	Gauteng	Phased Out	Urban
24	Phomolong Literacy Programme	50,000.00	60,000.00	ABE	Gauteng	On-going	Peri-Urban
25	Project Literacy	100,000.00	150,000.00	Tutor training & Material development	Gauteng	On-going	Urban & Rural- Outreach
26	SACHED: A Secondary Education Curriculum for Adults	200,000.00	1,750,000.00	ABE	Gauteng	On-going	Urban
27	SACHED: Education for Transformation and Development	0.00	185,000.00	ABE	Gauteng	On-going	Rural
28	SACHED: Adult Education & Training	60,000.00	100,000.00	Policy Work Newspaper Publication	Gauteng	On-going	Urban
29	SACHED: Newspaper Education Supplements	165,000.00	181,500.00	Magazine Publication	Gauteng	On-going	Urban
30	SACHED: UPBEAT Magazine	150,000.00	190,000.00	Alternative Education	Gauteng	On-going	Urban
31	The Open School	300,000.00	350,000.00	ABE	Gauteng	On-going	Urban
32	Thutela-Bogoko Adult Basic Education & Youth Development Programme	40,000.00	75,000.00	Training of teachers	Gauteng	On-going	Urban & Rural- Outreach
33	Training In English Language and Literacy	180,000.00	205,000.00	ABE	Gauteng	On-going	Peri-Urban
34	Tshedisano Adult Basic Education Programme	50,000.00	90,000.00	ABE	Kwazulu - Natal	On-going	Urban
35	Iziko Initiative	50,000.00	96,000.00	ABE	Kwazulu - Natal	On-going	Urban
36	Kwazulu Cultural Centre	50,000.00	80,000.00	ABE	Kwazulu - Natal	On-going	Urban
37	Natal Community Based Organisation Network/SSC	150,000.00	180,000.00	ABE	Kwazulu - Natal	On-going	Rural
38	Northern Natal Career Guidance Information Centre	70,000.00	80,000.00	ABE	Kwazulu - Natal	On-going	Rural
39	Operation upgrade	160,000.00	180,000.00	ABE	Kwazulu - Natal	On-going	Rural
40	Thubuka Community Development Centre	28,000.00	71,000.00	ABE	Kwazulu - Natal	On-going	Rural
41	Umlazi Community College	40,000.00	60,000.00	ABE	Kwazulu - Natal	On-going	Peri- Urban
42	Career Information Centre	240,000.00	140,000.00	ABE	Kwazulu - Natal	Closed Down	Urban

43	English Resource Unit	120,000.00	150,000.00	ABE	Kwazulu - Natal	On-going	Urban & Rural- Outreach
44	Learn with Echo	80,000.00	85,000.00	ABE Policy Development	Kwazulu - Natal	Phased Out	Urban
45	Hampton Community College	70,000.00	100,000.00	ABE	Kwazulu - Natal	On-going	Urban
46	Nkwenkwe Art Centre & Development Project	66,000.00	70,000.00	ABE	Kwazulu - Natal	On-going	Rural
47	Klaversvlei Literacy Programme	110,000.00	150,000.00	ABE	Northern Cape	On-going	Rural
48	Namaqualand Resource & Education Centre	100,000.00	95,000.00	ABE	Northern Cape	On-going	Rural
49	Umthombo Wolwazi Adult Literacy and Education Centre	88,000.00	90,000.00	ABE	Northern Cape	On-going	Rural
50	TWISISA / AKANANI Rural Development Association	130,000.00	200,000.00	ABE	Northern Province	On-going	Rural
51	Bulamahlo Learning Project	200,000.00	240,000.00	ABE	Northern Province	On-going	Rural
52	Hluhukani Literacy Association	80,000.00	120,000.00	ABE	Northern Province	On-going	Rural
53	Kopanang Learning Project	60,000.00	65,000.00	ABE	Northern Province	On-going	Rural
54	Leasedi Community Development Association	70,000.00	100,000.00	ABE	Northern Province	On-going	Rural
55	Tlathama	100,000.00	150,000.00	ABE	Northern Province	Phased Out	Rural
56	Twananani Community Project	40,000.00	60,000.00	ABE	Northern Province	On-going	Rural
57	Adult Basic Education Development Services Trust	100,000.00	200,000.00	ABE	Western Cape	On-going	Urban & Rural- Outreach
58	Democratic Resource & Information Centre	52,499.05	57,748.18	ABE	Western Cape	On-going	Post-urban
59	Education Resource & Information Project	200,000.00	280,000.00	ABE	Western Cape	Closed Down	Urban
60	Educational Support Service Trust	100,000.00	200,000.00	ABE	Western Cape	On-going	Urban & Rural- Outreach
61	End Racism & Sexism Through Education	120,000.00	120,000.00	Racism, Sexism & Material Development	Western Cape	Closed Down	Urban
62	Khanya College: Cape Town	180,000.00	190,000.00	Bursary	Western Cape	On-going	Urban
63	Masifundise Educational Project	50,000.00	70,000.00	ABE	Western Cape	On-going	Post-urban
64	Masikhule Community Centre	65,000.00	72,000.00	ABE	Western Cape	On-going	Rural
65	Mbekweni Literacy Project	110,000.00	150,000.00	ABE	Western Cape	On-going	Rural
66	National Language Project	150,000.00	150,000.00	Policy - Language	Western Cape	On-going	Urban
67	Ons Leer Mekaar	90,000.00	100,000.00	Publication Alternative education	Western Cape	On-going	Urban
68	Primary Open Learning Pathway Trust	120,000.00	130,000.00	Bursary	Western Cape	On-going	Post-urban
69	South African Medical Students Trust	150,000.00	150,000.00	Bursary	Western Cape	On-going	Urban
70	South African Labour Development Resource Unit	218,000.00	200,000.00	Bursary	Western Cape	Phased Out	Urban
71	South African Prisoners Education Trust	250,000.00	250,000.00	Bursary	Western Cape	On-going	Urban
72	South African Student Education Trust	250,000.00	250,000.00	Bursary	Western Cape	On-going	Urban
73	Urban and Rural Development and Education Projects	40,000.00	50,000.00	ABE	Western Cape	On-going	Rural

74	Use Speak Write English	289,117.00	318,028.00	Material Development	Western Cape	Phased Out	Urban
75	Women's College	80,000.00	90,000.00	Skills training	Western Cape	Phased Out	Urban

Project Partner	Category	Region	Status [Closed down, Phased Out & On-going]
CLC	Alternative	Kwa-Zulu Natal	Phased Out
ICT	Alternative Educ.	PWV	Phased Out
SACHED	Alternative Education	PWV	On-Going
TOS	Alternative Education	PWV	On-Going
UDUSA	Alternative Education	PWV	Phased Out
WOMEN'S COLLEGE	Alternative Education & women	Western Cape	On-Going
HVAT	Bursary	PWV	Phased Out
COLLEGE-JHB	Bursary	PWV	On-Going
COLLEGE-CT	Bursary	Western Cape	On-Going
EBF	Bursary	Kwa-Zulu Natal	Phased Out
SALDRU	Bursary	Western Cape	Phased Out
CECS	Computer Training	Western Cape	Phased Out
ECHO	Dev. of literacy material		
SSC	Exploitation Prisoners	Kwa-Zulu Natal	Phased Out
DPSA	Health	Western Cape	On-Going
HCT-VHW	Health	Eastern Cape	Phased Out
IHSEP	Health	Eastern Cape	Phased Out
HCT-CHP	Health	Eastern Cape	Phased Out
SIYAZAMA	Health	Western Cape	Phased Out
WIG	Health	Western Cape	Phased Out
ILITHA	Health Education	PWV	Phased Out
TREETIES	Health/women	Western Cape	Phased Out
PABET	Institutional		Phased Out
ECALP	Literacy	Eastern Cape	On-Going
KHANYISA	Literacy	Eastern Cape	On-Going
BERLIN	Literacy	Eastern Cape	On-Going
LILUNGELO	Literacy	Eastern Cape	On-Going
ABEP	Literacy	Eastern Cape	On-Going
KOLP	Literacy	Eastern Cape	On-Going
ULP	Literacy	Eastern Cape	On-Going
YLP	Literacy	Eastern Cape	On-Going
NCAP	Literacy	Eastern Cape	On-Going
NCBON	Literacy	Eastern Cape	On-Going
HIA	Literacy	Kwa-Zulu Natal	On-Going
LCDA	Literacy	Kwa-Zulu Natal	On-Going
ELP	Literacy	Northern Province	On-Going
	Literacy	Northern Province	On-Going
	Literacy	PWV	On-Going

<u>Project Partner</u>	<u>Category</u>	<u>Region</u>	<u>Status [Closed down, Phased Out & On-going]</u>
TELL	Literacy	PWV	On-Going
LT ORG	Literacy	PWV	Closed down..
LUCP	Literacy	PWV	On-Going
TABEP	Literacy	PWV	On-Going
ALP	Literacy	Western Cape	Closed down.
TEAM	Literacy	Western Cape	Closed down..
UMTHOMBO	Literacy	Western Cape	On-Going
KLOP	Literacy	Western Cape	On-Going
ESST	Literacy	Western Cape	On-Going
MCC	Literacy	Western Cape	On-Going
OLM	Literacy	Western Cape	On-Going
AECG	Literacy	Eastern Cape	On-Going
CALUSA	Literacy	Eastern Cape	On-Going
BULAMAHLO	Literacy and Material development	Eastern Transvaal	On-Going
PROLIT	Literacy and material development	PWV	On-Going
ERU	Literacy, tutor training and material development	Kwa-Zulu Natal	On-Going
USWE	Literacy, training and material development	Western Cape	On-Going
TWISSA	Literacy/material	Northern Province	On-Going
CEP	Literacy/material	PWV	Phased out.
NLC	Literacy/Policy	PWV	On-Going
CACE	Literacy/Research	Western Cape	Phased out.
ERIP	Marginalised Youth	Western Cape	Closed down.
LT PUB	Material development	PWV	Closed down.
TLAVHAMA	Organisational Dev.	Northern Province	On-Going
SADWU	Other Adult	Western Cape	Phased out.
EERSTE	Other Adult	Western Cape	Phased out.
ISINAMVA	Other Projects	Eastern Cape	Phased out.
ILEP	Other Projects	Western Cape	Phased out.
SIBEKOKUHE	Other projects/women	Kwa-Zulu Natal	Phased out.
CIC	Policy/Careers	Kwa-Zulu Natal	Closed down.
NLP	Policy/Language	Western Cape	On-Going
PPDA	Policy/Management	PWV	Phased out.
COUNT	Policy/Numeracy	PWV	On-Going
ERASE	Policy/Race	Western Cape	Closed down.
NAMREC	Policy/Resources	Northern Cape	On-Going

<u>Project Partner</u>	<u>Category</u>	<u>Region</u>	<u>Status [Closed down, Phased Out & On- going.]</u>
11 J POLP	Policy/Resources	Western Cape	On-Going
EDT	Policy/Women	PWV	Phased out.
WDF	Policy/Women	PWV	Phased out.
11 J DERIC	Resource Centre	Western Cape	On-Going
SPIN-EN-WEEF	Self-reliance/Income generation.	Northern Cape	Phased out.
SPEAK	Special Education	PWV	Phased out.
CCLS	Training	Kwa-Zulu Natal	Phased out.
11 J ABEDS	Tutor training	Western Cape	On-Going
11 J JEP	Youth and Dev.	PWV	On-Going

Annex 8

**WORLD UNIVERSITY SERVICE - SOUTH AFRICA
SIDA Financial Review**

28 March 1997

WORLD UNIVERSITY SERVICE - SOUTH AFRICA
Financial Review

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1. INTRODUCTION

1.1 Background

World University Service South Africa (WUS-SA) was established in 1992 as an independent national committee of the World University Service and registered as a South African non-governmental organisation. The World University Service, of which WUS-SA is still a member, is a worldwide network of some 40 national committees.

Since 1993 WUS-SA has received development funds directly from international and national donors and in turn channelled these funds to 60-70 NGOs working mainly in adult basic education and training (ABET). WUS-SA also assists its project partners in capacity building in order to ensure sustainability of organisations and projects supported.

WUS-SA's main objective as set out in its Annual Report for 1994/95 is *"to strive for the upliftment of marginalised women and men in South Africa by strengthening civil society through educational programmes that combat illiteracy, racism and ethnicity, stimulate popular participation and self-reliance, promote human rights and gender equality and enhance human resource development"*.

Sida has been the largest donor contributing approximately 90% of WUS-SA's annual budgets. The project partners receive 75% of this 90% and the remaining 15% is used for WUS-SA's own programmes and administration.

Sida's support has been concentrated on education projects and has been utilised for adult education and literacy, training of adult educators, development of curricula and teaching and learning materials, capacity building and gender activities.

1.2 Review Objectives and Scope

1.2.1 Review objectives

The main objectives of this engagement were to:

- review the internal controls and financial reporting systems in place at WUS-SA with regard to their ability to administer Swedish support;
- review WUS-SA's controls surrounding accountability and reporting to donors, and monitoring and tracking project partners reporting; and
- analysis of cost effectiveness of the support given in terms of inputs and outputs.

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The aim of the review is to assist Sida in evaluating future funding to WUS-SA.

1.2.2 Review scope

The scope of the review included documenting and reviewing the systems of internal control and financial recording systems in place at WUS-SA, review of project partners' reporting requirements and limited testing of the documented systems. The period of our examination was from 1 September 1995 to 31 December 1996, and included controls in place and transactions reported during the period.

1.3 Methodology

Price Waterhouse was contracted by Sida to assess the financial management and accountability of World University Service, South Africa (WUS-SA). Price Waterhouse conducted its initial documenting of the systems of internal control in March 1997, and performed detailed tests of transactions at WUS' offices in Cape Town. The report was prepared at our offices in Johannesburg.

The principal review steps included the following:

- to evaluate and document the internal control structure of WUS-SA to obtain sufficient understanding of the structure as it relates to donor-funded projects and the organisation as a whole, assess control risk and identify weaknesses in the internal controls and reporting of financial matters,
- to audit, on a test basis, the implementation of the documented controls.
- to review the grant agreement between Sida and WUS-SA and evaluate compliance with agreement terms.
- to assess the controls in place with regard to payments to project partners and follow up and review of project partners' financial reports,
- to assess WUS's controls over recording, summarising, processing and reporting Sida results,
- to reconcile direct costs billed to and reimbursed by Sida to the general ledger, and
- for a sample of expenses incurred under the grant under one of WUS's internal projects, tested expenditure to ensure that costs were reasonable, allocable and allowable to the grant.

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2. PRELIMINARY EVALUATION OF INTERNAL CONTROLS

WUS-South Africa offices are in Cape Town. The organisational structure of WUS-South Africa is as follows:

- Director - Mathokoza Nhlapo
- Deputy Director - Vuyisile Msweli
- Accountant - Noni Ndema
- Program Manager - Lindikhaya Sipoyo
- SAIP Program Officers - Papo McCarthy, Fatima Shabodien and Noziphiwo Ntongana
- Women and Gender Development Program (WGDP) Officers - Nomfundo Mayosi and Dorothy Nalpo
- Director's Personal Assistant - Mercia Kühn
- Office Assistant - Margaret Sishuba

Under the accounting and treasury function, segregation of duties is implemented where possible, however, limited staff does not always allow for adequate segregation of duties.

WUS records transactions on a computerised ledger accounting system. Prior to December 1996, the "Turbo Cash" system was used. Thereafter, the "Brilliant" system has been in place. Different sub-ledgers are maintained for each of the WUS-SA programmes which are consolidated at financial year end.

There is limited segregation of duties and limited staff at WUS-SA, however, management recognise the need for strong controls and reporting mechanisms to the Board of Trustees and Sida are in place to mitigate the weakness. The Board of Trustees has sub-committees for finance, personnel and administration and gender who take the role of authority and review.

WUS-SA has specific procedures in place for asset acquisitions, travel, procurement as well as for personnel, ie. recruitment, remuneration etc.

The finance staff at WUS-SA are familiar with the Sida grant agreement and its terms and conditions. They regularly report on specific issues of the agreement. Sida and WUS meet on a quarterly basis and financial as well as narrative reports are prepared for those meetings. The Board of Trustees normally also receive and authorise the same reports.

Sub-grant agreements are continuously monitored, and they get reported on a regular basis. A standard filing system is in place to monitor the projects.

The finance department prepares an annual budget, based on historic information as well as future plans and research completed. This budget is first discussed internally and is agreed upon.

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Thereafter the proposed budget is presented to the finance sub-committee (two board members, normally Chairperson and person with financial background) to eventually have it endorsed by the Board of Trustees.

This budget/financial report together with a narrative report is submitted to Sida and Sida and WUS-SA meet to agree on a final agreement which both parties sign.

Funds are kept at specific bank accounts, depending on its purpose. Use is made of call accounts and current accounts.

Sub-grantees/project partners of WUS-SA should only receive payment once they have fulfilled their duties in terms of the agreement entered into between WUS-SA and the project partners. Any projects which are considered for funding for the first time first have an assessment visit by WUS-SA staff. "Old" projects have monitoring visits by WUS-SA staff, at least once a year.

Project performance is regularly discussed with Sida and Sida personnel accompany WUS-SA staff on site visits to project partners. WUS-SA reports on the disbursements made to project partners and any variances from budget/reallocations of cancelled project budgets to other project partners.

3. FINDINGS AND RECOMMENDATIONS

Finding No. 1

A new accounting package was implemented in December 1996. Due to the take on of new balances and training of staff in the new accounting package, capturing of monthly transactions is not up to date. No bank reconciliations have been prepared since November 1996. Bank reconciliations should be prepared on a monthly basis to ensure timeous follow up of unrepresented cheques and other reconciling items which may arise.

Recommendation No. 1

WUS-SA should ensure that bank reconciliations for bank accounts are brought up to date.

Management comment

The majority of large payments made by WUS-SA are effected through the Company's Beltel system which allows the accountant to follow-up the processing of payments and follow-up non-payment. Two independent senior officials, other than the deputy director, are required to approve Beltel payments. This is a compensating control with regard to larger payments. In regard to cheque payments, the returned paid cheque is attached to the cheque requisitions and invoices. Cheque requisitions are filed in numerical sequence. Management have indicated that a follow up is performed of missing cheques. There is no evidence of this review.

Management have accepted our recommendation and will be performing the outstanding bank reconciliations once the transaction capturing backlog has been addressed.

Finding No. 2

Although bank reconciliations are reviewed by the Deputy Director there is no evidence of review by means of a signature. Management should review the reconciliations and sign them as evidence of review. As there is no evidence of review there is no certainty that the review process is being performed.

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Recommendation No. 2

The person reviewing the bank reconciliations should sign them as evidence of review.

Management comment

Management accepted the recommendation.

Finding No. 3

Invoices which have been paid are not being cancelled upon payment. Once an invoice/statement has been paid all relevant documents should be cancelled stamped "paid". Payment could be duplicated which could lead to an unnecessary loss to WUS-SA.

Recommendation No. 3

Documents should be stamped or cancelled as "paid" indicating the cheque number and date the cheque requisition is prepared.

Management comment

As a compensating control, management believe that due to the small number of staff involved in payments, and the use of order forms/travel requisition forms which are required to be reconciled and attached to payments prepared before they are approved, the accounting staff would identify a duplicate payment timeously. Management agreed with our recommendation and will implement the additional control.

Finding No. 4

Journal entries/adjustments are passed by the accountant. They are not being authorised by anybody else. Adjustments/journal entries should be authorised by a responsible person, especially as there is limited segregation of duties at WUS-SA. Management were not aware of the importance of independent review of journal entries. Without independent review, unauthorised adjustments could be made to the records without it being noticed.

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Recommendation No. 4

All journal entries passed should be authorised by a responsible, suitably qualified person, possibly the program manager.

Management comment

Management will implement the recommendation.

Finding No. 5

Salary increase advices are not always filed on the personnel file. Increases across the board are minuted at Board meetings. Any changes to the terms of employment, including advices for salary increases should be filed in the personnel files. Over a long period of time it would be time consuming to obtain details of salary rates from the various sources. Also, disputes could arise between management and employees.

Recommendation No. 5

WUS should keep all relevant documents on the staff file.

Management comment

A consultant was contracted to review the human resources policies of WUS-SA. This issue is currently being addressed, and management will ensure that employees rates of pay are filed each time increases are approved.

Finding No. 6

The only place that employees are advised of the allowable out of town allowances is in their employment contract. WUS-SA has no written policy on travel (only an implied policy). If there is no written policy allowable rates will become out-dated when changes occur and it is difficult to test the application of an implied policy.

Recommendation No. 6

WUS-SA should consider developing a written policy for travel and procurement.

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Management comment

The contracting of a consultant to review the new human resources policies will ensure that a travel policy is prepared and updated in writing.

Finding No. 7

WUS-SA has no written procurement policy and there is no full audit trail of the procurement process. If there is no written policy it is difficult to test the application of an applied policy.

Recommendation No. 7

WUS-SA should write a specific policy on procurement procedures which should include filing all quotes and other documents with the actual purchase/payment.

Management comment

Staff are advised of procurement procedures in their induction process, and management believe that with a small complement of staff it is easy to follow when quotes are received and to ensure competitive bids for supply of goods and services.

Finding No. 8

WUS-SA do not have a policy manual on internal controls. It would be ideal if WUS-SA had such a document as guidance on internal controls, and which controls could be tested. If there is no written policy it is difficult to test the application of an applied policy.

Recommendation No. 8

WUS-SA should consider developing a written policy for internal controls, which the auditors could assist WUS-SA staff in preparing.

Management comment

Management accepted the recommendation.

Finding No. 9

Cheques are stamped "not negotiable", however they are not marked "order" ie. bearer is not crossed out. Crossed cheques should be made out to 'order'. Banks do not accept responsibility if cheques are crossed 'not negotiable' and they are made out to 'bearer' and it has been paid out fraudulently. Although this is seen as common practice in South Africa, fraudulent payments have been made where "bearer" is not deleted.

Recommendation No. 9

All cheques should be crossed, and "bearer" should be deleted on the cheque.

Management comment

Management accepted the recommendation.

Finding No. 10

The payroll is prepared manually. This is not prohibited but a computerised system would be better. WUS-SA used to have a computerised payroll, but it was difficult and expensive to keep up with the changes in individual tax legislation. A manual system (done on Excel) is very prone to error, especially as one person does it and it is not being reviewed by a senior independent official.

In addition, we noted that the payroll is not initialled as evidence of review. As the payroll is prepared manually, there is a high risk of error and an independent review is advisable.

Recommendation No. 10

It should be considered to install a computerised salary system. (Will probably be done as part of the evaluation by the outside consultant). The payroll should also be initialled as evidence of review by a senior independent official or a board member.

Management comment

Management accepted the recommendations and believe that the issue is addressed in the new human resources policy.

Finding No. 11

During our testing of payments, two items were noted for which there were no cheque requisitions on file. They were payments to Clive Newman in April 1996 of R15,000 and to Qunta and Associates in August 1995 of R20,000. Authorised cheque requisitions are part of the internal control structure and should therefore be on file for every payment. It was subsequently brought to our attention that certain payments made from the discretionary fund do not require cheque requisitions but the Beltel payment is approved by two authorised signatories. Lack of documentation to show management's decisions is poor internal control.

Recommendation No. 11

It should be ensured that documents are properly filed.

Management comment

The deputy director noted that the above mentioned payments were made from the discretionary fund which is managed by the director and deputy director. This discretionary fund is used to assist NGOs and people who did not qualify as project partners. The people submit a proposal and budget requesting financial assistance from WUS and the director approves the Beltel payment as authorisation of the payment. Management agree that a cheque requisition is not prepared for such payments, however, they believe that the close management approval process is adequate.

Finding No. 12

WUS-SA does not keep a fixed assets register. WUS-SA did not see a need to prepare a fixed assets register as most assets are donated or written off in the year of acquisition. Inadequate recording and updating of a fixed assets register could result in assets being stolen or getting lost if WUS-SA moves and not being detected. There could be difficulty in claiming for insurance in the event of a claim for stolen or damaged assets.

Recommendation No. 12

A fixed assets register should be prepared and maintained.

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Management comment

WUS-SA requested their auditors to assist them with the preparation of the fixed assets register and will follow this up.

Finding No. 13

WUS-SA employees have entered into accommodation lease agreements on a rental scheme, but the scheme is not properly structured in that the employees themselves are the lessees and not WUS-SA. This scheme has now fallen away altogether with the new budget. While this fringe benefit was still legal, the lease should have been between WUS-SA and the lessor and not the employee and the lessor. From March onwards tax should be paid on the rental amount. This could result in possible fines and penalties due to non-compliance with tax laws.

Recommendation No. 13

If WUS-SA pays the rent on behalf of employees they should deduct this after tax, not before tax.

Management comment

A tax consultant is going to look into the salary structures at WUS-SA during 1997. This is part of the whole evaluation of salaries and appraisal system funded by WUS-UK.

Finding No. 14

Interest on staff loans is not market related and staff do not pay tax on that benefit. Staff should pay tax on the benefit of their low interest loans. This could result in possible fines and penalties due to non-compliance with tax laws.

Recommendation No. 14

Interest on staff loans should be market related, or tax should be paid on the benefit if the interest is not market related. Alternatively, staff loans should be done away with altogether, as it is an administrative burden for WUS-SA.

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Management comment

A tax consultant is going to look into the salary structures at WUS-SA during 1997. This is part of the whole evaluation of salaries and appraisal system funded by WUS-UK.

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PROJECT PARTNERS

Finding No. 15

The contractual requirements of the Agreements of allocation between WUS-SA and its project partners include the obligation of submitting certain financial reports and audited financial statements. We noted instances where grant money was disbursed to project partners prior to adequate compliance with these conditions.

For example, with regard to the project partner Bulamahlo Learning Project's (BLP) latest annual financial statements for the year ended 30 September 1996 were outstanding. The 3rd instalment of the grant was paid in January 1997 although the AFS were outstanding. Grants should only be paid if all conditions of agreement terms have been met.

Recommendation No. 15

No money should be paid to project partners if the terms of the agreement have not been fully complied with. Alternatively, we recommend that WUS-SA implement a compensating requirement that quarterly disbursement reports reflecting use of WUS-SA funds compared to budget be prepared by the project partner and submitted to WUS-SA for release of funds. WUS-SA should document their approval of any variations to grant conditions and this approval should be attached to the agreements.

Management comment

The accountant explained that because BLP generally report on time and they are considered to be a strong project partner they did not hold back the money. The 1st allocation for 96/97 will be held back if the AFS have still not been received by then.

Finding No. 16

For various projects only fax copies of acknowledgement of receipts of funds from WUS to the project partner are on file, or no acknowledgement of receipt are on file at all. Filing should be neat and complete for ease of follow up and resolution of disputes.

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Recommendation No. 16

All correspondence and acknowledgement of receipts from project partners should be obtained and accurately filed.

Management comment

Management agreed that they occasionally receive fax copies of receipts and will ensure that in future originals are received.

Finding No. 17

For two project partners only photocopies of the agreement are on file (USWE, SACHED). Filing should be neat and complete for ease of follow up and resolution of disputes. Inability to locate original copies of agreements could result in difficulties being experienced later in the grant.

Recommendation No. 17

Original grant agreements should be kept on file.

Management comment

Management agreed with our recommendation and noted that occasionally project partners submit originals by post, which get lost. WUS-SA are insisting that original documents be couriered to WUS-SA offices.

Finding No. 18

There does not appear to be an adequate system to reflect disbursements to project partners. For example, with regard to the Training in English Language and Literacy (TELL) project partner there is a disagreement as to how much has been paid by WUS-SA to TELL. Records should be in such a state that WUS-SA knows at any time what has been paid to project partners on the specific dates and the supporting proof of payments should be filed and complete. Files do not contain an up to date summary on payment details. Due to the backlog in capturing daily transactions the accounting system is not up to date. The Beltel system can only printout the last three payments from the bank.

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Recommendation No. 18

The summary of payments to project partners should be accessible to both the deputy director and the accountant and a closer record of the monitoring and tracking of payments to project partners should be implemented. Beltel slips should be kept in date order for ease of reference.

Management comment

The deputy director only keeps a spreadsheet on his computer to which the accountant does not always have access to resolve queries if the deputy director is not available. WUS-SA is now printing out Beltel confirmation summaries regularly and filing these confirmations. Once the accounting records have been for the period from December 1996 to date, it will be easier to trace payments made.

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Finding No. 19

The monitoring and evaluation project partner site visits are conducted by both a WUS-SA project officer and a person from the WUS-SA Accounting and Finance Department. Per discussion with the WUS-SA deputy director, the financial review varies depending on the strength and weaknesses of the project partners. Generally, the finance person will review the amounts disclosed in the Annual Financial Statements of the project partners, the audit report and the management letter from the auditors to the organisation.

There does not appear to be a documented system of monitoring and tracking these financial reviews and it may be helpful to document decisions taken and points noted in the evaluation process which may be of relevance in the next grant period.

Recommendation No. 19

We recommend that as an umbrella body, responsible for monitoring and tracking over seventy project partners, WUS-SA should document the receipt and review of financial reports and audited financial statements that may be helpful in the process of preparing future grants.

Finding No. 20

We noted that the wording in the body of the Agreements with project partners is not consistent with the attachments. For example, we noted that 95/96 grant agreements refer to Annex 1 with regard to reporting and annual audit requirements. However Annex 1 is not attached to the grants, and in the case of 1996/97 grant agreement, the Annex is now Appendix 1.

All implementation and reporting rules and regulations are not transferred from Annex 1 to Annex 2. This could result in contractual disputes with project partners if rules change from year to year or if there is misunderstanding by the project partners.

Recommendation No. 20

We recommend that WUS-SA attach Annex 1 with all grant agreements and that 96/97 grant requirements be increased/amended to improve the reporting back from project partners on financial results.

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Management comment

Per discussion with a project officer 94/95 grant agreements had Annex 1 attached however 95/96 now have Appendix 2 which shows implementation plans etc.

Finding No. 21

WUS agreements with project partners require the submission of unaudited accounting statements and the submission of audited Annual Financial Statements. During our review of project partners files we noted that (i) reports of financial transactions ie. WUS-SA funded income and expenditure is not always on file and (ii) often the Annual Financial Statements are not sufficient to reflect WUS-SA income and expenditure.

Discussion

There needs to be a consistent method of reporting back on finances. Audited Annual Financial Statements cannot be relied upon to assist WUS-SA accounting staff to evaluate the financial performance under the grant as they do not achieve the level of detail required by the donor.

Receipts do not always show the period for which an allocation is being disbursed to a project partner eg. payments to USWE during 96 do not specify which financial year budget the payment relates to.

Recommendation No. 21

We recommend that a checklist be set up to monitor and track the receipt of necessary reports and financial information from project partners.

Management comment

Management will ensure that audited financial statements are received as well as detailed unaudited financial reports showing Sida/WUS-SA funds received and disbursed.

Other findings

1. Cost/benefit or Input/Output - Policy Forum

The budget of the 1996 Policy Forum Workshop was R400,000. The actual spent to September 1996 per the Policy Forum bank account was ± R213,000. Per the accountant the budget was based on the prior year, however, fewer people attended than prior year. The Annual Financial Statements are prepared on a cash basis up to August 1996, therefore, the 1996 workshop will only be included in the 96/97 AFS. The report to Sida reflects expenditure incurred to date R85,000.

The average cost per participant in the three-day workshop was approximately R1,060 which is not considered excessive.

We reviewed the expenditures incurred to date under this workshop to establish cost/benefit factors. Expenses included design and printing of posters, name tags, accommodation, conference bags, per diem, honorarium to speakers, airfares etc. We were unable to inspect original air tickets, however we examined the attendance at the Eskom Conference Centre. Value appears to have been received. The Conference appeared to be well organised; registration forms completed by all participants, unnecessary hotel bookings were cancelled timeously and quotes were obtained. It was not possible for us to establish the output of the Policy Forum Conference.

2. Cost effectiveness

We have not been able to compare results with any benchmarks/best practice measure (such as amount of money spent on x number of students or amount of grant utilised for payment to consultants and out-sourcing personnel) due to the limited time available and limited information on bench marking in South Africa.

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4. ASSESSMENT OF WUS'S BUDGET LINE ITEMS

1995/96 Sida grant agreement with WUS	R
• Project partners	8,730,551
• WUS projects and administration	2,638,055
	11,368,606

The amount allocated to WUS-SA projects and evaluations relates to an annual policy forum conference, the capacity building project, women and gender development, a discretionary fund of R200,000 and administration and evaluations of R1.238.055.

R

Per WUS-SA Audited Annual Financial Statements

Received from Sida	13,407,788
Other income	549,053
	13,956,841

Of the total expenditure reported, R6,730,118 (69%) was disbursed to project partners. The remaining expenses R2,979,612 (31%) were applied to the above mentioned WUS-SA related expenses on internal administration and internal projects. R1,042,801 (35%) of these internal costs related to WUS-SA staff salaries and R513,968 (17%) was applied to travel and accommodation.

5. ASSESSMENT OF PROJECT PARTNERS

Refer attached Appendix.

WUS's year end is 31 August. Sida grants money to WUS-SA for financial years to correspond with WUS's financial year end for ease of accountability. Money is allocated accordingly to WUS-SA.

The contractual agreements between WUS-SA and project partners require project partners to submit their audited annual financial statements before the final instalment is released and certain conditions need to be met prior to release of all three instalments of a financial year's budget.

The attached appendix reflects Sida Grant Budgets for 1995/96 per the grant agreement with Sida. Amounts reflected as being per the Financial Report submitted to Sida at 31 August 1996, includes actual paid to project partners during the year ended 31 August 1996 in respect of 1994/95 as well as outstanding amounts and 1995/96 committed amounts as amounts committed to project partners but not yet disbursed due to non-compliance with grant agreement terms and conditions.

To date, none of the 1996/97 grants to project partners have been disbursed. 1995/96 conditions must be fully met and completed before the new grants can be issued and the first instalments disbursed. We noted that the majority of the project partners received their first and second instalments of funds during the 1995/96 financial year, and that the majority of the project partners achieved the planned objectives. Compared with other grantees, WUS appears to have reasonably strong controls and appears to be disbursing efficiently.

Approximately 55% of the total budget for 1995/96 of R8,730,551 was granted to project partners whose main objectives focus on the Adult Basic Education Sector. Other areas addressed by project partners include career guidance and literacy, teacher training, material development and training, policy development, bursaries, publications and alternative education.

6. SUMMARY OF FINDINGS

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WUS-SA is one of the largest umbrella non-governmental organisations in South Africa responsible for disbursing and monitoring and tracking funds disbursed to over 70 education related project partners on behalf of Sida. The management team at WUS-SA currently consists of three strong individuals who have a good knowledge of the project partners and are ably assisted by programme officers who do regular site visits to project partners. Not all information is documented and it may be seen as a weakness that the knowledge of the three senior management is concentrated. In our findings noted in this report we raise systems and improvements which we recommend should be in place. WUS-SA is currently installing a new accounting system and has had various evaluations performed by consultants. If the new systems are implemented correctly, they will allow for more detailed, timely reporting and ensure accurate compliance with donor requirements. As the rules of donor agencies change towards being more accountable, it will be increasingly important to communicate accountability requirements to WUS-SA, and in turn for WUS-SA to advise their project partners accordingly.

Following discussions with WUS-SA management on the issues raised in this report, they have indicated that they understand the logic for greater controls to allow for greater efficiency and for ease of documenting decisions and future action, as well as providing adequate evidence to support better internal control practices.

World University Service - South Africa

Project Partners	Acron. of Project Partner	Area of project	SIDA Grant Budget 1995/96 R	Per Financial Report To SIDA @ 31/08/96 R	94/95 & 95/96 Per General Ledger - paid to 31/08/96 R	1995/96 grants Paid from 01/09/96 - 09/02/97 R
Albany Career Resource Centre	ACRC	Career guidance	145,200	108,900.00	108,800.00	72,600.00
Berlin Advice & Literacy Centre	BALC	ABE	100,000	75,000.00	80,000.00	40,000.00
Bulamahlo Learning Project	BLP	ABE	200,000	150,000.00	150,000.00	100,000.00
Cala University Students Association	CALUSA	ABE	106,528	79,896.00	79,896.00	53,264.00
Career Information Centre	CIC	ABE	240,000	180,000.00	90,000.00	
Coop Organisation for the Upgrading of Numeracy Training	COUNT	Teacher training	200,000	150,000.00	150,000.00	100,000.00
Demorcratic Resource & Information Centre	DERIC	ABE	52,078	39,058.50	39,058.50	26,039.00
Eastern Cape Adult Learning Project	ECALP	Material dev.train	200,000	150,000.00	150,000.00	100,000.00
Education Resource & Information Project	ERIP	ABE	200,000	150,000.00	205,000.00	
End Racism & Sexism Through Education	ERASE	Racism, sexism	120,000	90,000.00	30,000.00	90,000.00
English Literacy Project	ELP	Material prod.dev.	121,000	90,750.00	90,750.00	60,500.00
English Resource Unit	ERU	ABE	120,000	90,000.00	90,000.00	60,000.00
Graduate School of Public & Dev. Mment	PDM	-	250,000	187,500.00	0.00	
Hluwukani Literacy Association	HLA	ABE	80,000	60,000.00	20,000.00	80,000.00
Joint Education Project	JEP	Youth training	140,000	105,000.00	35,000.00	70,000.00
Khanya College : Cape Town	KHANYA CT	Bursary	180,000	135,000.00	157,500.00	67,500.00
Khanya College : Johannesburg	KHANYA JHB	Bursary	216,650	162,487.50	162,487.50	108,325.00
Khanyisa Literacy Project	KLP	ABE	60,500	45,375.00	0.00	
Klawersvei Literacy Programme	KLOP	ABE	110,000	82,500.00	82,500.00	55,000.00
Learn & Teach Literacy Organization	L & T ORG.	Train teachers	72,600	54,450.00	18,150.00	
Learn with Echo	ECHO	-	80,000	100,000.00	0.00	
Lilungelo Lethu Adult Literacy Centre	LLALC	ABE	60,500	45,375.00	45,375.00	30,250.00
Namaqualand Resource & Education Centre	NAMREC	ABE	100,000	75,000.00	75,000.00	50,000.00
National Language Project	NLP	Policy language	150,000	112,500.00	86,398.50	58,000.00
National Literacy Cooperation	NLC	Policy dev. & ABE	127,694	595,695.50	63,797.50	95,695.00
Nkwenkwe Art Centre & Dev. Project	NACP	ABE	66,000	49,500.00	75,350.00	33,000.00
Primary Open Learning Pathway Trust	POLPT	Alternative educ.	120,000	90,000.00	90,000.00	60,000.00
Progressive Adult Basic Education Trust	PABET	Tutor training	98,784	74,088.00	118,990.00	44,500.00
Project Literacy	PROLIT		100,000	75,000.00	50,000.00	50,000.00
SACHED : A Secondary Education Curriculum for Adults	SACHED: ASECA	ABE	200,000	1,750,000.00	400,000.00	899,500.00
SACHED : Education for Transformation and Development	SACHED: ETD	ABE	165,000	456,250.00	41,250.00	
SACHED : Adult Basic Education & Training Policy Work	SACHED: ABET	Policy develop.	60,000	0.00	15,000.00	
SACHED : Newspaper Education Suppl.	SACHED:NES	Newspaper prod.	165,000	206,250.00	41,250.00	
SACHED : UPBEAT Magazine	SACHED: UPBEAT	Magazine product.	150,000	437,500.00	37,500.00	
c/f			4,557,434	6,253,076.50	2,879,063.00	2,404,173.00

Project Partners	Acron.	Area of project	SIDA Grant Budget 1995/96	Per Financial Report To SIDA @ 31/08/96	Per General Ledger - paid to 31/08/96	Paid from 01/09/96 - 09/02/97
			R	R	R	R
South African Labour & Development Research Unit	SALDRU	-	4,557,434	6,253,075.50	2,879,053.00	2,404,173.00
South African Medical Students Trust	SAMST	Bursary	218,000	272,500.00	120,477.50	
South African Prisoners Education Trust	SAPET	Bursary	150,000	112,500.00	112,500.00	
South African Student Education Trust	SASET	Bursary	250,000	187,500.00	187,500.00	125,000.00
The Ecumenical Action Ministries	TEAM	-	250,000	187,500.00	237,500.00	75,000.00
The Open School Trust	TOSA	Alternative Educa.	110,000	82,500.00	27,500.00	
Training in English Language and Literacy	TELL	Training of teachers	300,000	225,000.00	227,500.00	72,500.00
TWISISA/AKANANI Rural Dev. Association	TWISISA	ABE	130,000	135,000.00	185,000.00	115,000.00
Umtombo Wolwazi Adult Literacy & Ed.	Umtombo	ABE	88,000	97,500.00	97,500.00	
Use Speak and Write English	USWE	Material dev.	289,117	216,837.75	216,837.75	44,000.00
Women's College	WC	Skills training	80,000	100,000.00	20,000.00	144,558.50
Total Budget - On-going Projects			6,602,551	7,935,913.25	4,377,368	2,980,232
New Projects :						
Adult Basic Education Dev Services Trust	ABEDS	ABE	100,000	75,000.00	125,000.00	50,000.00
Adult Basic Education Project	ABEP	ABE	80,000	60,000.00	60,000.00	40,000.00
Easy Read For Adults	ERA	ABE	60,000	45,000.00	45,000.00	30,000.00
Education for Life and Leadership Development	ELLDP	ABE	60,000	45,000.00	60,000.00	30,000.00
Education Support Service Trust	ESST	ABE	100,000	75,000.00	125,000.00	50,000.00
Eldoradpark Advice Centre	EPAC	Career resource	55,000	41,250.00	41,250.00	27,500.00
Hampton Community College	HCC	ABE	70,000	52,500.00	52,500.00	35,000.00
Iziko Initiative	IZIKO	ABE	50,000	73,500.00	130,000.00	25,000.00
Kiswahili Cultural Centre	KGCC	ABE	50,000	37,500.00	97,500.00	25,000.00
Kopanang Learning Project	KOLP	ABE	60,000	75,000.00	0.00	11,000.00
Kopano Literacy & Adult Education Project	KLBAE	ABE	40,000	30,000.00	66,000.00	
Lesedi Community Development Association	LCDA	ABE	70,000	45,000.00	17,500.00	35,000.00
Lesedi, Ukukhaya Community Project Organisati	LUCP	ABE	60,000	37,500.00	160,000.00	20,000.00
Masifundise Educational Project	MEP	ABE	50,000	48,750.00	37,500.00	25,000.00
Masikhule Community Centre	MCC	ABE	65,000	48,750.00	72,500.00	20,000.00
Natal Community Based Org. Network/SSC	NCBON	ABE	150,000	112,500.00	162,500.00	75,000.00
Northern Natal Career Guidance Info. Centre	NNCGIC	ABE	70,000	52,500.00	52,500.00	35,000.00
Nthoroane Leadership Education Project	NLEP	-	70,000	0.00	0.00	35,000.00
Ons Leer Mekaar	OLM	Publication	90,000	67,500.00	117,500.00	45,000.00
Operation Upgrade	OU	ABE	160,000	120,000.00	200,000.00	80,000.00
Phomolong Literacy Programme	PLP	ABE	50,000	37,500.00	37,500.00	25,000.00
S'novuyo Community Development Trust	SNO	ABE	40,000	30,000.00	40,000.00	10,000.00
Thutela-Bogolo Adult Basic Education & Youth Development Programme	TBAE	ABE	40,000	30,000.00	50,000.00	
Thutuka Community Development Centre	THUTUKA	ABE	28,000	33,000.00	28,000.00	14,000.00
Tlavlhama	TLAVHAMA	ABE	100,000	75,000.00	125,000.00	50,000.00
Tshedimoso Adult Basic Education Programme	TABEP	ABE	50,000	37,500.00	37,500.00	25,000.00
Twananani Community Project	TGP	ABE	40,000	30,000.00	30,000.00	20,000.00
Ukhanayo Literacy Project	ULP	ABE	90,000	67,500.00	67,500.00	45,000.00
Umlazi Community College	UCC	ABE	40,000	30,000.00	30,000.00	20,000.00
Urban & Rural Development & Education Project	URDEP	ABE	40,000	30,000.00	30,000.00	20,000.00
Yoluntu Literacy Project	YLP	ABE	100,000	75,000.00	75,000.00	50,000.00
Mbekweni Literacy Centre					140,000.00	65,000.00
Student Literces Centre					40,000.00	
Getnet			8,730,551.00	9,504,913.25	6,730,118.25	4,007,731.50
Total						

SIDA/WUS-SA

FINANCIAL REVIEW

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The main objectives of the financial review were to review the internal controls and financial reporting systems in place at WUS-SA with regard to their ability to administer Swedish support, to review WUS-SA's controls surrounding accountability and reporting to donors, and monitoring and tracking project partners reporting, and an analysis of the cost effectiveness of the support given in terms of inputs and outputs. The aim of the review was to assist Sida in evaluating future funding to WUS-SA.

Based on our review of the systems currently in place, discussion with WUS management and limited walk-through testing we have established that the systems of accounting and reporting for Sida funds are operating as designed and intended. More than 95% of WUS's income is from Sida grant moneys. These are used for internal projects, WUS administration costs and funding of over seventy project partners. The accounting and administrative staff and program officers appear to have a good understanding of the Sida grant agreement and its terms and conditions and have established monitoring and tracking controls over their project partners to ensure compliance with accountability and reporting requirements. The evaluations of project partners' accountability was established per discussion with WUS personnel, although evidence of the evaluation process is not always documented.

Our evaluation of the internal controls in place at WUS revealed that accounting and administrative staff have implemented controls over transaction cycles in the last year, and commissioned evaluations and the services of consultants to strengthen controls which will be in place shortly. Where there is a lack of segregation of duties, due to the limited number of staff and resources, WUS have ensured that compensating controls are in place to reduce the risk of errors going undetected and as a review process. Again, there is often no written evidence of these controls. This will be implemented in future by management initialling documentation as evidence of review.

During our examination of the entities internal control and reporting structure, we noted weaknesses which are set out in the Appendix to this report. Certain of the weaknesses noted have arisen due to the implementation of a new accounting package at the end of 1996 and a backlog in recording and processing financial transactions.

It should be appreciated that the matters dealt with in the Appendix came to our attention during the conduct of our normal internal control review and performance evaluation procedures which were designed primarily to make a determination as to WUS's ability to manage donor funds and be accountable to Sida. Our comments, therefore, cannot be expected to include all possible improvements in internal control which a more extensive special examination might develop or to give an opinion on the use of Sida funds which an audit of Sida moneys would address. We have made recommendations to strengthen the existing controls in place and ensure accurate reporting, monitoring and tracking.

An evaluation of the cost effectiveness of the support given was not possible as a bench-marking exercise does not exist in South Africa against which a meaningful comparison and analysis of cost-benefit of Adult Education sector can be evaluated. However, we were able to establish that costs incurred in respect of the Policy Forum Workshop were reasonable and the technical evaluation of WUS has revealed that the outputs of the Policy Forum do have impact on the attendees.

We noted that the financial report submitted to Sida reflects "allocations dispatched in 1995/96". These amounts include amounts committed to project partners for the period ended 31 August 1996 but not disbursed until after year end due to delays in receiving audit reports from project partners or non-delivery of other contractual items in terms of the ^{sub-}grant agreements. The amount disclosed as Grants paid in the audited annual financial statements is actual disbursements made to project partners from 1 September 1995 to 31 August 1996. This amount includes balances of 1994/95 grant allocations disbursed after August 1995 and the majority of the 1995/96 grants disbursed.

In conclusion, we see WUS as an umbrella body, non-governmental organisation acting as an important conduit of money to project partners and see the strengthening of internal controls through WUS's own initiatives and by addressing the recommendations on financial controls raised in this evaluation as assisting WUS towards managing and controlling the increasingly large sum of money granted by Sida and other donor agencies.

Annex 9

1993/1997 SAIP Activities

1993/94

In its 1993-94 annual report, WUS-SA identified the following criteria which project partners must meet to receive funding through the SAIP:

- Commitment to transforming South Africa into a non-sexist, non-racist and democratic society;
- Ability to pursue this commitment through the provision of education and training for historically disadvantaged communities, particularly women, the urban poor, young people and rural communities;
- Commitment and capacity to empower their service users;
- Capacity to deliver the services they plan to provide.

During this years WUS-SA dispensed funds to 68 projects through the SAIP. These projects ranged from small rural literacy projects to large urban-based organisations which were involved in education policy work in South Africa.

Of the 68 projects, 26 were literacy projects, 10 were characterised as "other adult projects, 9 as policy work, 7 health projects, 6 were bursaries, and 10 other. The WUS-SA 1993-94 annual report notes that a number of the projects span two or more categories, with some of the health projects involved in education and training, and the bursary projects complementing their work with programmes of career guidance or on-going learner support.

The project partners were located throughout the nine provinces, but concentrated mostly in Gauteng, the Western Cape and Kwazulu-Natal. Rural projects accounted for less than 50% of the total and were targeted at year's end for expansion in the following funding cycle along with a wider distribution of projects throughout the provinces.

Twenty-one of the 68 total projects funded did not continue after the elections of April 1994.

According to WUS-SA, a period of uncertainty followed the elections, resulting in funders withdrawing grants suddenly, and both funders and NGOs looking toward the government (the RDP in particular), for future partnerships.

Some projects closed down when plans and funding did not come forth from the government, and others because they were unable to meet their contractual obligations or no longer met the criteria set by Sida and WUS-SA for funding. Project partners were asked to make the paradigm shift from resistance politics towards reconstruction and development. The new paradigm focussed on innovative solutions to development issues, replicability on a wide scale and cost effectiveness.

The most significant activities for the SAIP in this period were voter education, facilitating the establishment of the National Literacy Cooperation, and innovative work in affirmative action through its training programmes for young women. A dual evaluation and monitoring process of selected project partners by Sida of WUS-SA as part of a broader evaluation of Swedish educational aid to South Africa took place in 1993-94.

1994-1995

During these years, WUS-SA dispensed funds to a total of 58 projects, consisting of 45 existing project partners and 13 new partners. The SAIP remained the largest expenditure of the WUS-SA budget, accounting for 93% of the total budget during 1994-95 (Annual Report 1994-95).

To adapt to the changing circumstances of national transition and reflect the changing emphases of WUS-SA, the following criteria were used to select new projects for funding:

- National significance and impact, e.g. work in the areas of policy, materials, and training;
- Rural outreach programmes;
- Affirmative action focus or programmes relating in particular to race and gender discrepancies;
- Activities which other funders were reluctant to support but which were important for achieving WUS-SA's mission;
- Additional funds requested to enhance the impact a project was already making;
- Projects which fulfilled their contractual obligations.

About 74% of the total projects served by the SAIP were classified as literacy projects. This reflected WUS-SA's growing emphasis on the centrality of adult basic education and training in a changing South Africa. In the middle of 1995, after a complete review of funding applications, WUS-SA projected the funding of 31 new projects for the 1995-96 funding year, funds for 13 of which had already been allocated through the SAIP. Proposals for funds for the remaining new recipients were submitted to Sida.

1995-1996-1997

During the following years and as it is stated on the Policy Forum publication of 1996, WUS-SA attempted to assist its project partners by providing financial resources to:

1. Enhance the institutional capacities of NGO's and project partners through education and training;
2. Encourage networking among partners
3. Encourage sustainability and accountability among partners
4. Provide support base and skills to enhance partner's ability to raise funds.

In 95/96 WUS-SA assigned a budget of R 8,730,551.00 to support 75 project partners in line with their proposed capacity for the year and covering the following provinces: East Cape (12), Gauteng (22), KwaZulu Natal (12), Northern Cape (3), Northern Province(7) and Western Cape (19). From the overall number of projects 42 are rural based, 46 work with ABE and the rest address issues such as career guidance, material development, teacher training, bursary, alternative education, policy development, newspaper publication (see annex 6).

The financial assessment of project partners indicate that approximately 55% of the total budget for 95/96 was granted to project partners whose main objectives focus on the ABE sector. To date, none of the 1996/97 grants to project partner have been disbursed as 95/95 conditions must be fully met and completed before new grants can be issued and the first instalments disbursed. It is noted that the majority of the project partners received their first and second instalments of funds and achieved their planned objectives. WUS-SA appear to have good controls and disburse efficiently.

The 1997/99 proposal identifies 43 ongoing projects to be supported (29 have phased out and 7 closed) from

which 34 are ABET and ABED projects and located in PWV Province (12), Western Cape (13), Eastern Cape (12), Kwa-Zulu Natal (3), Northern Province (5) (see annex. 7).

WUS-SA acknowledge that it needed to be more proactive in allowing rural projects access to funding (see Annex 3 for rural-urban comparison and provincial breakdown). Adult based education remained the priority for new funding.

In November 1995, WUS-SA decided to explicitly link the activities of adult basic education and training projects funded by WUS-SA to issues of development. The SAIP and WUS-SA more generally, emphasised lifelong learning as central to the national agenda because of the role literacy plays in ensuring a participatory democracy. This would affect the way in which WUS-SA monitored its project partners and selected projects for new funding.

WUS-SA also noted that in this period fewer partners were faced with closure (4 closed down due to lack of funding) others (5) were phased out either because they turn into a consultancy organization (Thavhama). change of focus or because no funds were requested.

Annex 10

Draft Policy for Adult Basic Education and Training Department of Education, March 1997

This is a policy document for adult basic education and training (ABET) in South Africa by the Ministry of Education.

The document is presented in a systemic format to consider all aspects of a fully functioning ABET system.

The document locates ABET within the Reconstruction and Development Programme, the new Constitution, the National Education Policy Act (1996), the South African Qualification Act (1996) and is a further development of the interim guidelines of A National Adult Basic Education and Training Framework: Interim Guidelines (1995).

The vision, principles, aims and objectives for ABET are informed by the ideological underpinnings of the above and further informs all aspects of policy with regard to organisational and institutional arrangements, curriculum, training and evaluation.

Thus, regarding ABET policies and programmes, the necessity of their interface with the nation's development policies and the educational policy of lifelong learning has been emphasised.

Regarding organisational development and institution building, it has been made clear that organisational arrangements must be democratic, include civil society institutions, be based on people-driven approaches to planning and implementation and yet should not fragment national purpose. The necessity of local community level, community based institutions for delivery has been brought to the fore.

The ABET curriculum is related to the needs of all the people of South Africa: men, women and youth, employed and unemployed workers in both urban and rural areas. The curriculum content must therefore deal with both development and democracy, with economic skills and the national spirit of reconstruction and nation building. National standards based on nationally agreed learning outcomes should inform the development of learning programmes. Literacy and numeracy are central to the delivery of the learning areas.

Regarding Learning and Support materials (LASM), the point is made that they are vital tools that inform learning. All values, principles, aims and objectives, ultimately have to be embodied and embedded in instructional materials. The use of the term "Learning and Support Materials", signals a move away from the primacy of the subject and level based textbook, towards the idea of a range of materials that can meet the learning outcomes required.

With regard to the learning and teaching encounter or the instructional delivery component, it is recommended that instructional packages should be mediated by educators to relate them to the individual needs of learners. Learners should be allowed to share their own experiences as they construct new knowledge for themselves. The necessity of using enrichment materials particularly those that contribute to national reconciliation and development is pointed out.

Training of ABET practitioners, and orientation of planners, policy makers, administrators and legislators is shown to be an absolute necessity. As structures and infrastructures for certifiable training of ABET personnel are established, adhoc arrangements within the ABET system should be developed to build and improve existing capacity. Multiplier training models should be used whenever possible.

An ABET system can, however, never be self-sufficient in meeting all the planning, curriculum, training, evaluation and research needs of the system. Therefore, the systems of technical and professional support must be organised to draw upon the resources of the nation's universities, research centres, training institutions and information and data banks.

Mobilisation, it is pointed out must be part of all planning. Mobilisation should include the mobilisation of both the state structures and the formations of civil society. Educators as well as learners should be mobilised. The mobilising potential of implementation - as training courses are offered, and evaluations are conducted and field visits are made - should be continuously put to use.

Finally, evaluation should be essentially internal and continuous, that is, never disassociated from the process of implementation, so as to provide educational feedback for all concerned. External evaluations wherever necessary, should be built on a stream of information developed as part of continuous internal record keeping and evaluation. Both descriptive and evaluative information should be stored for retrieval to assist decision making. Both quantitative and qualitative approaches should be used, in order to join numbers with meaningful narratives to assess different aspects of the overall ABET system, as well as to measure the impact of ABET on the lives of learners in their families, communities and workplaces and on the nation as a whole.

Policy Developments in ABET - 1990 to the present

Prior to 1990, ABET policy was practically non-existent. The energy around formulating policy in the 1990s is the result of the political changes which had taken place in the last five years. The prospect of a new democratic government created a climate in which the development of policy by its supporters was given critical attention. The main assumption was that the new government would take ABET much more seriously and would be far more involved in provision.

Policy formulation in the 1990s emphasized the importance of ABET in South Africa's transition to democracy. The main policy plans and recommendations in that period included: the National Education Policy Investigation (NEPI, 1993), the Congress of South African Trade Unions' (COSATU) Participatory Research Project, the National Training Board's (NTB) National Training Strategy Initiative, the resolutions of the South African Committee for Adult Basic Education (SACABE, 1993), the Centre for Education Policy Development's and the African National Congress's Implementation Plan for Education and Training (IPET, 1994), and most recently the National Adult Basic Education Training Framework Interim Guidelines (1995) produced by the Ministry of Education.

NEPI produced two reports that deal directly with literacy and ABE issues (*Adult Education and Adult Basic Education*) and two which touch on it (*Human Resources Development* and *Library and Information Services*). COSATU, as an influential presence within NEPI supported the provision of general education to workers parallel to a more rational and generic form of skills training. Both these issues were strongly present in reports from an NTB investigation into a new system of industrial training for South Africa. COSATU's more recent thinking on ABET argues for a close integration with skills training in a modularised system backed by new certification authorities and mechanisms for articulation.

The NEPI reports were deliberately general in nature, providing only the broadest "policy options" with no recommendations or implementation plans. In 1993, the Centre for Education Policy Development (CEPD) was set up to serve the democratic movement. It had a number of working groups including one on ABE. The CEPD's ABET implementation plan reflected both the reduced expectations common to many of the implementation plans as well as the dominance of formal ABE (See Annex 1 Outline of CEPD Implementation Plan for ABET, 1994).

Another body that had some influence on ABE policy was the South African Committee on adult Basic Education (SACABE) which represented a wide field of political, trade union, academic and community-based organisations interests. Its founding meeting was held in November 1993. Potentially a powerful forum backing the interests of illiterates and adult learners, it remained under-resourced. Halting attempts were made in 1994 to organise provincial sections of SACABE.

In many ways, the ABET scenario was much clearer in the pre-election period. ANC election manifestos made a commitment to adult education as part of a strategy to achieve Education for All, and the CEPD implementation plan put ABET on the agenda of reconstruction and development with increased budgetary provision and expanded governance structures within the state and civil society. In the NGO sector a move to rationalize activities was underway, with some NGOs poised to move into a parastatal function to support the national ABET strategy, and other NGOs locating themselves outside the state, but in a cooperative role, with their main task as large scale delivery and provision.

There was also unprecedented commitment to a national ABET strategy by a range of stakeholders including the labour movement and employer interests through the NTB's National Training Strategy Initiative. The principle of integration as a cornerstone of national policy development, with the basic mechanism for securing integration, equivalency and access across the new national system through the National Qualification Framework was firmly established. Parallel with such policy development was the broader agenda of the Reconstruction and Development Programme (RDP) which offered a development site for various forms of ABET - one in which adult education was incorporated in a range of development processes including housing, health care and job creation.

In the post-election period these scenarios faced a number of challenges - the absence of appropriate leadership to direct and manage ABET at a national level, inadequate financial and legislation provision and, possibly most significantly, the lack of a political will to move ABET higher up on the agenda for education change and transformation.

What also became clear is that the dramatic new policy in the field of ABET in the pre-election period had rested on very fragile pacts between capital and labour and old and new state apparatuses. The drive for coherence and integration put together a number of disparate interests which included vocational training, literacy, and more conventional forms of adult education. In the post-election period, the staffing and empowering of the new state ministries to implement policy over a range of national and provincial affairs suggested that the ABET vision and policy had to find a place under the conditions of contested and restricted public resources. In a very sobering way, major stakeholders were beginning to understand that policy is not a blueprint that will be systematically implemented, but will be the outcome of a new process of political contestation over how to prioritize the allocation of available resources.

The effects on the NGO sector, mainly as affiliates of the National Literacy Cooperation (NLC) were devastating. While in early 1994 the NLC had actively tried to rationalise resources, specialize and re-group in order to prepare for a large national strategy led by the state to eliminate illiteracy, by early 1995 it was clear that the 'largesse' anticipated from the state was not forthcoming. This led to the traumatic closure of some NGOs, severe rationalization of others, and an overall demoralisation in the sector. The lack of proper responsibility for ABET at a provincial level also meant that progress there was erratic and slow. The National Department of Education continued for a year without a Chief Director responsible for ABET, and a formal appointment was made only in early 1996. At a national level the main consultative forum for ABET was the National Stakeholder Forum, with the business sector representation being the most assertive. The one large initiative of the government - the Ituteng Campaign which aimed to reduce illiteracy by targeting 10,000 learners in each province - proceeded in a very uneven way, in many instances 'piggy-backing' on the Thousand Learner campaign of NLC (a targeted literacy provision strategy run by the NLC and supported by the European Union).

One of the main activities of the Department of Education from September 1995 to March 1997 has been the production of a National Adult Basic Education and Training Framework Interim Guidelines (See Appendix 2 for Executive Summary). The Interim Guidelines produced in September 1995 accepted the National Qualifications Framework as a development basis. Much of the document deals with standard setting, certification and assessment. The Guidelines adopt the competence-based, modular approach proposed by the NTB, and its proposed ten generic competencies. It also includes interim outcomes for language and numeracy at NQF ABET levels 1 to 4. The guidelines propose that the primary responsibility for ABET lies with the state, and calls for all ABET sectors to be represented on a National Stakeholder Forum or Council, acting as the interim national standards body for ABET.

The first draft of the Interim Guidelines was subject to much criticism. The NLC in a wide ranging submission (July 1996) on the guidelines, suggested that in determining priorities and strategies the current context of ABET was not taken to account. In particular they noted that a number of ABET NGOs faced imminent closure, the level of ABET provision in industry was declining, state ABET provision remained substantially unchanged, and much creative development capacity in the ABET sector had been lost. It argues for a strategic programmatic approach with a clear delivery plan, targets, time frames and allocation of resources. Others found that education was seen in the Guidelines in instrumental terms, with no reference to literacy and basic education as ends in themselves. This latter view represents the alternative point of view which follows on from the work of Street (1995). It has been articulated by the Social Uses of Literacy Project based at the University of Cape Town. It critiques the notions of literacy as simply an entry point to further education, within the human resources development perspective, and poses a conception of literacy as a social practice embedded in specific contexts, discourses and positions.

The final draft policy for ABET produced in March 1997 by the National Education Ministry again shifts from a programmatic draft (produced in January 1997) to a more policy oriented position on such issues as curriculum, mobilisation, teacher training, materials production, evaluation and the need for a systemic approach. However, the challenge remains to see how this translates into delivery and implementation.

1993-1995 SAIP Programmes

SARP - South African Returnees Program

The South African Returnees Program was formed in 1991 to address the educational and employment concerns of returning exiles and ex-political prisoners. The programme functioned as a placement organisation, matching the skills of the returnees with the needs of a host organisation that might be anything from an NGO, a union, to political and media organisations. WUS-SA granted funds to the host organisations to cover the participants' salaries for a specified time period (minimum one year for each beneficiary). If an individual did not have the skills to match the needs of the organisation, additional funds were granted to cover the necessary training which also would contribute to future employment opportunities for those SARP participants.

The programme served 365 returnees and many of these individuals succeeded in finding permanent employment as a direct result of the programme. The programme ended in June 1993.

Skills Training and Enablement Programme (STEP)

Women in the Northern Cape, the former Transkei, and the Free State, three areas especially neglected under SARP and other repatriation activities, were the primary participants in STEP, an administrative, technical and vocational skills training program launched in 1993. The target group also included those exiles who did not qualify for post secondary school formal education and who had not accessed other training programmes. Through their experience with SARP, WUS-SA staff identified specific needs of semi-skilled and under-skilled returnees which were not satisfied by the scope of SARP. In response, STEP was established with the Student Services Centre (SSC), a project partner of WUS-SA, and in association with the Community Centres for Development (CCD) and political organisations, to aid in substantive career guidance and counselling work with the goal of helping returned exiles find placement within an educational institution or a workplace. The programme aimed to facilitate returnees' transition in South Africa. In the 1993-94 funding year, the programme assisted 87 returnees. During 1996, 96 students have been supported by STEP with skilled training to assist participants to find or generate work for themselves. The financial report from SASET (South African Students Association Trust) the fore-runner of the present SSC indicated that from 1 January to 30 September 1996 WUS-SA has contributed with 237.500 rands.

Health Exchange Program (HEP)

In 1993-94, the SAIP funded a training programme for the health project partners of WUS-SA. This training programme, the Health Exchange Programme (HEP), convened training workshops, provided networking opportunities for WUS-SA project partners involved in health care work, identified skill building courses and placements to enhance skills and knowledge, and encouraged project partners to mobilise around national and provincial policy decisions. According to its annual report 1993-94, a co-ordinating committee was set up to oversee HEP, comprised of representatives from WUS-SA, its health project partners, and other primary health care organisations. HEP activities included a two-day workshop to identify training needs, discussions around the new dispensation in South Africa, and a plan to organise a study tour of health projects in other African countries. The project terminated as WUS-SA started to move to more ABET oriented projects.

WUS-SA Criteria for Projects Internal Screening.

The following are WUS-SA s criteria for internal screening:

- The project must be primarily an ABET implementing organisation;
- The project must be involved in national policy development and innovation for ABET;
- The project must demonstrate commitment to gender-sensitivity/awareness in planning and implementation;
- The project must have a clear structure of accountability and mechanism to measure impact;
- Projects should be rural-based or located in low socio-economic urban areas (informal settlements or townships) and should have ABET and women as their priority;
- The projects must be committed to strengthening literacy teaching core by ensuring fair remuneration for teachers, human resource and organisational development;
- Projects which are involved in developing ABET materials and curricula, committed to training of trainers, and to initiating and co-ordinating ABET delivery on a national, provincial and local level **will** be funded.

Clearly there is a commitment on the part of WUS-SA to implement stringent information and evaluation systems. It is emphasised throughout in annual reports, WUS-SA newsletters, reports to SIDA, and in training workshops with project partners.

Operation Upgrade of Southern Africa

Proposal: Adult Basic Education in KwaZulu-Natal:
Department of Education

1 Introduction

This proposal concerns the establishment of a separate provision within the KwaZulu-Natal Department of Education to provide adult basic education oriented to development for residents of the province.

The KwaZulu-Natal Department of Education's involvement with adult basic education (ABE) dates from 1982, as it was one of the first education departments in the country to establish an adult education service with some full-time staff. The Department has had considerable and in some cases long-term involvement in providing adult basic and continuing education in schools in KwaZulu-Natal. Its successful launch of the Ithuteng Campaign, a pilot project to transform adult basic education, is the latest example of this commitment.

A dwindling budget and the need to link adult education with the pressing development and skills training needs in the province has brought the Department to seek funding to build on its current adult education service by establishing a full Division with trained staff and the basic resources needed.

The Department would like to offer an ABE provision from Level 1 to at least ABET Level 4 within the National Qualifications Framework, and would see this service as an opportunity to stimulate local development at community level through contact with ABE learners and co-ordination with development agencies.

The role of Operation Upgrade in this proposal is to act as a partner with the Department in conceptualising the new ABE provision and obtaining the necessary resources. Operation Upgrade is one of the oldest and largest non-government agencies offering ABE in South Africa. Established in 1966, it celebrated its 30th anniversary in 1996, and in the same year received an award from the President for its work in ABET. Since its inception Operation Upgrade, which has trained over 13 000 ABE facilitators, has developed four areas of work:

1. trainer development
2. facilitator training
3. curriculum and materials development
4. ABE project and tutor support

2 The Nature and Scope of the Problem

The level of literacy

KwaZulu-Natal has one of the highest illiteracy rates in South Africa. A recent study conducted by the University of Natal for the Joint Education Trust puts the figure at approximately 2 000 000, which is almost half the adult population (I am, please check this sweeping statement!)

Violence in the province, inadequate schooling provision and problems of access have been factors which combine to increase the problem rather than diminish it. The situation is worse in the rural areas, resulting in a high drop-out rate of children of school-going age. A typical example is the area called Ubombo, a mountainous and isolated part of Northern Natal. A study conducted by the Education Foundation in 1994 found that 22% of children of school-going age in Ubombo are out of school. While both the Department and Operation Upgrade have ABE programmes in the area, the lack of resources means that most of the undereducated adults in Ubombo - and the children who will join this group - will not have the basic level of education to draw them into the modern democracy and the economy which South Africa is creating.

Development support

A service to provide practical support in terms of the ideals of the Reconstruction and Development Programme is needed. There is no development facilitating structure in the province so that local development efforts are sporadic, fragmented, and unsupported.

- Many adults from local communities believe that the only way to improve the quality of life is to find employment in an urban area. KwaZulu-Natal people are as yet unaware of the potential for growth which is available from collective effort to address local development needs.
- Those local groups, such as development forums, which plan to engage in community development to bring basic services to their areas and to establish income generating local business face major difficulties. They lack access to agencies which could assist, they lack the basic skills for managing their own development and they do not have access to resources.
- While macro development in the province seems to be on the agenda in many government departments, there is at present little scope for engaging local people in the planning process, largely because there are no government employees at local level able to facilitate this engagement. The consequence is likely to be a perpetuation of the dependency syndrome and an alienation from democratic processes.

Micro development as a process in provincial stabilisation and growth is not being addressed at a policy level, nor is there a structure to facilitate it.

An example to illustrate the structural potential

Our initial thinking around the provision of such a structure would look like this:

Cabinet committee for Development (an *ad hoc* structure)
Cabinet committee for Education

Superintendent-General for Education

Full time Provincial ABE Manager
with support staff

Stakeholder advisory committee
Provincial government
e.g. health, agriculture,

NGOs,

8 full-time Regional Managers with
support staff
centres

8 low-cost residential development
training centres/ community

40 District Managers with
facilitator-trainers and minimal
traditional leaders
support staff

Stakeholder advisory committee ,
e.g. district extension staff,

Full-time ABE-and-Development Facilitators resident within communities in each district
--

This structure is included here as an illustration of what could be developed:
it is not an integral part of the proposal..

Stages in the programme development process

The programme would have has four stages:

- 1 Development of policy and plan
- 2 Adoption of policy
- 3 Establishment of structure
- 4 Implementation

1 Development of policy and plan

It is proposed that a three part policy and planning process be initiated.

- Review of international experience

A provincial conference for stakeholders would be held to examine and discuss the experience of similar international ABE and development programmes in other countries. Ideally the conference would be opened by the Premier of KwaZulu-Natal. Prospective donors would form one of the groups of participants.

A well-connected donor agency has offered to sponsor this element of the process to plan an adult education service in KwaZulu-Natal. This agency does not have the major funds needed for the programme but will undertake to make contacts with another donor which has access to much larger funding. This second donor is actively seeking large projects in RSA to fund and so far has not found any which are of sufficient size. An adult education programme to meet the needs of KwaZulu-Natal is likely to be a large enough project, provided that the plan is based on sufficient vision.

- Planning

A "green paper" specifically for KwaZulu-Natal, incorporating policy proposals, goals and implementation plans would be prepared and distributed to stakeholders. The green paper will invite contributions from stakeholders, which will be followed by further development of the proposal.

- Confirmation

Presentation of a "white paper" to a meeting of stakeholders. Also at this stage a full budget would need to have been prepared and approved in principle by the donor/donors.

2 Adoption of policy

It is envisaged that the policy would have to be adopted by the Provincial Cabinet and promulgated as a Premier's Programme to be implemented by the Department of Education. Funding agreements with donors will need to be finalised.

3 Establishment of Structure

Planning would have incorporated such issues as the duration of the programme, the structure to be established, a supporting awareness campaign and the resources needed. This stage of the process would cover the activities required for setting up the function, from acquiring and deploying all the resources, including personnel, to the establishment of communications and a financial management system. Perhaps 12 months would be needed for setting up the structure?

4 Implementation

A programme to provide adult basic education and development stimulation and support would be run for a limited period - perhaps 5 years?

Operation Upgrade

SUBMISSION TO PORTFOLIO COMMITTEE: EDUCATION

Definition: An adult person is considered to be illiterate and/or lacking a basic education who is aged 15 years or older and has received no education or less than 7 years of formal schooling (less than Std 5 or its equivalent). (This definition integrates previously developed definitions from both South Africa and Internationally)

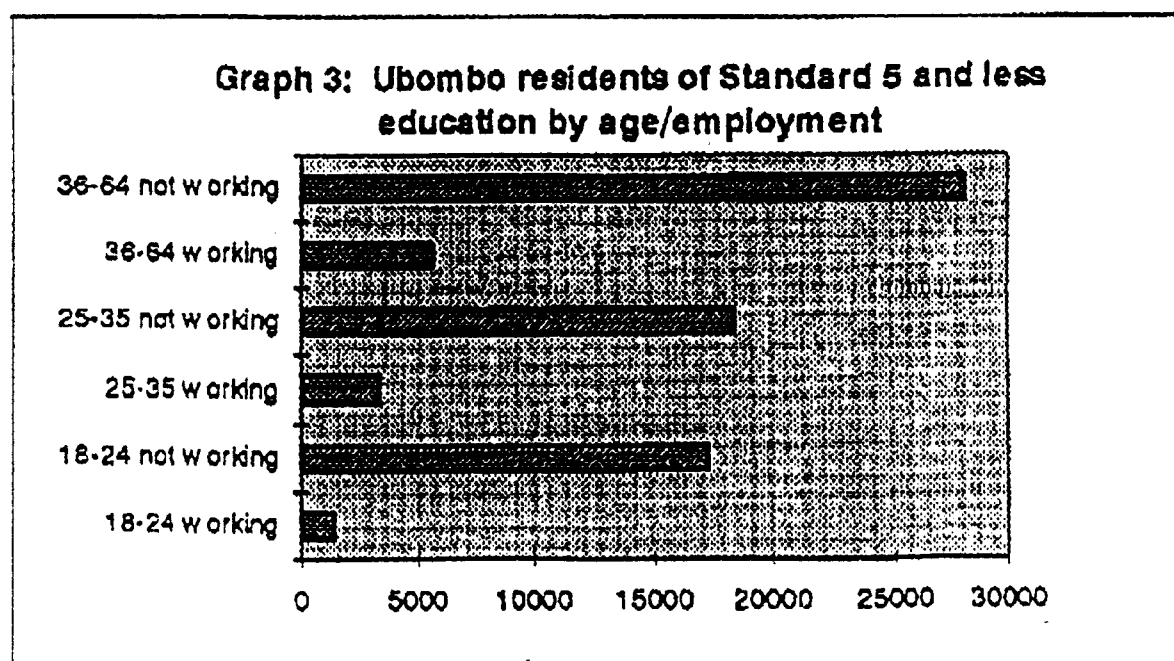
1) CONTEXT

The story of Ubombo:

The people:

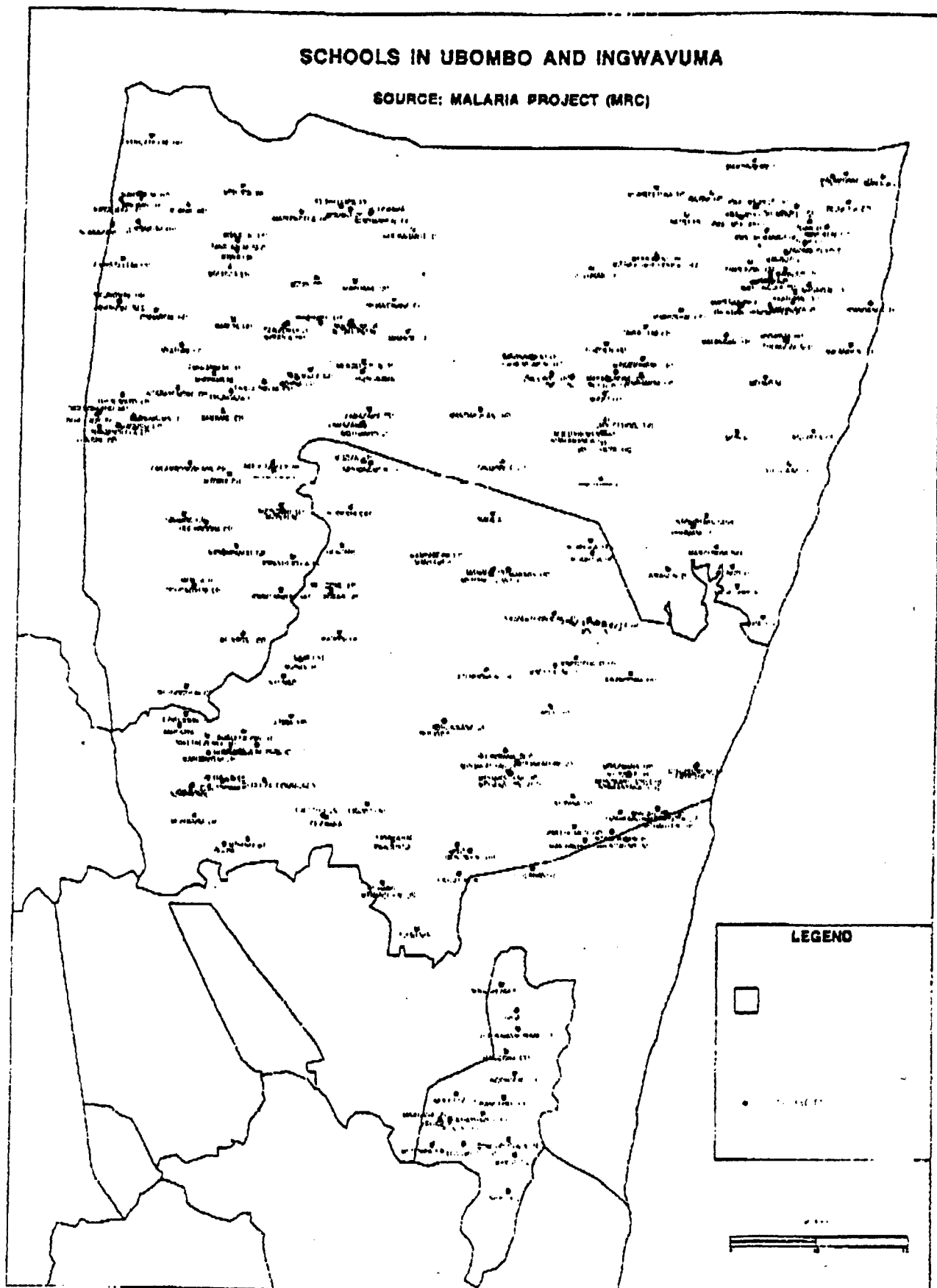
17-32 % of the adults in the Ubombo magisterial district are considered literate (in this case defined as 5 or less years schooling. Education Foundation. 1994).

Of the 74 438 adults in a sample area between 18 and 64 years with less than a Std 5 education, 10 554 are formally employed and 63 884 unemployed (Education Foundation, 1994).



(Education Foundation, 1995)

6



Map : Schools in Ubombo and Ingwavuma

Learning centres generally operate between 16h00 and 18h00. At some unregistered centres, we found volunteer tutors in their fifth year of voluntary service running centres for 135 learners, four nights a week between 19h00 and 21h00.

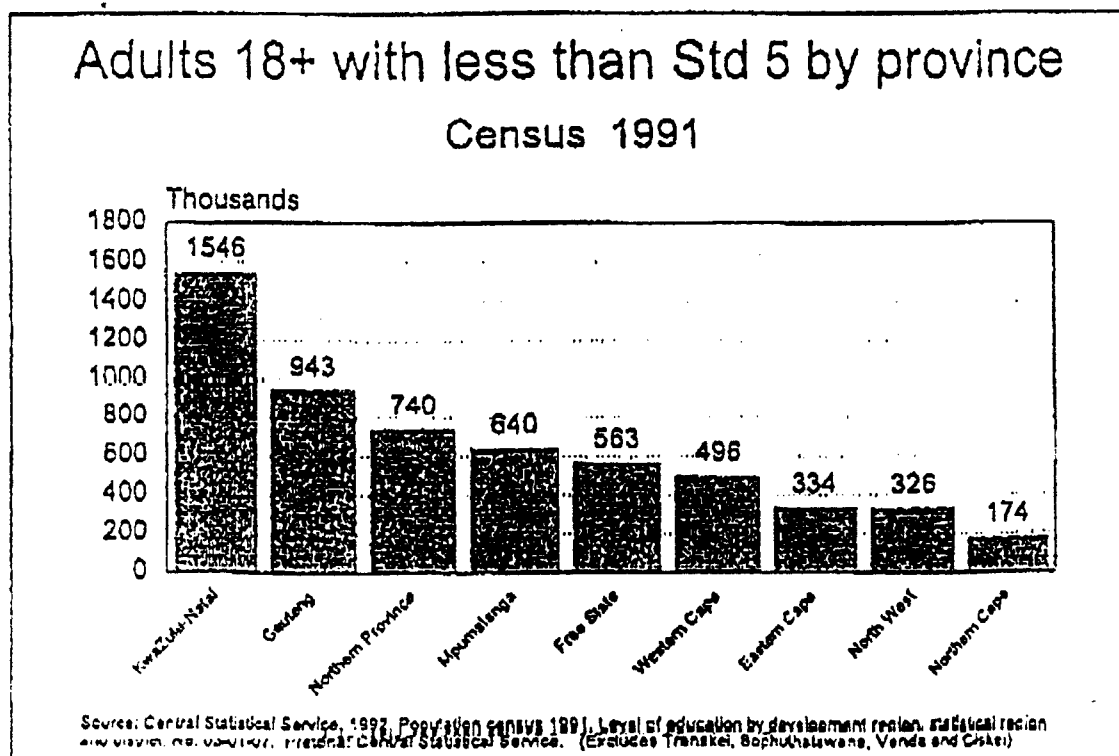
As part of an effort to integrate broader development issues into the learner curriculum, the following are to be included to enable learners to meet the formal requirement of the Interim Guidelines while still addressing development problems and opportunities in these communities: Malaria / AIDS / Bilharzia / child-care(diseases, nutrition) / vaccinations / family planning / creating your own job / Zulu cultural heritage /voter education, to name a few.

South Africa:

It is estimated that of the total population of approximately 42 million people, 5 million people, aged 15 and over have an education level below Std 5, and are in need of adult basic education and training (ABET).

Of the estimated KwaZulu Natal population of 8.6 million (1995), it is estimated that at least 2 million adults over 15 years have less than a standard 5 education and are in need of adult basic and/or continuing education.

Research undertaken by the University of Natal for the Joint Education Trust (JET) has shown these interesting and alarming trends.

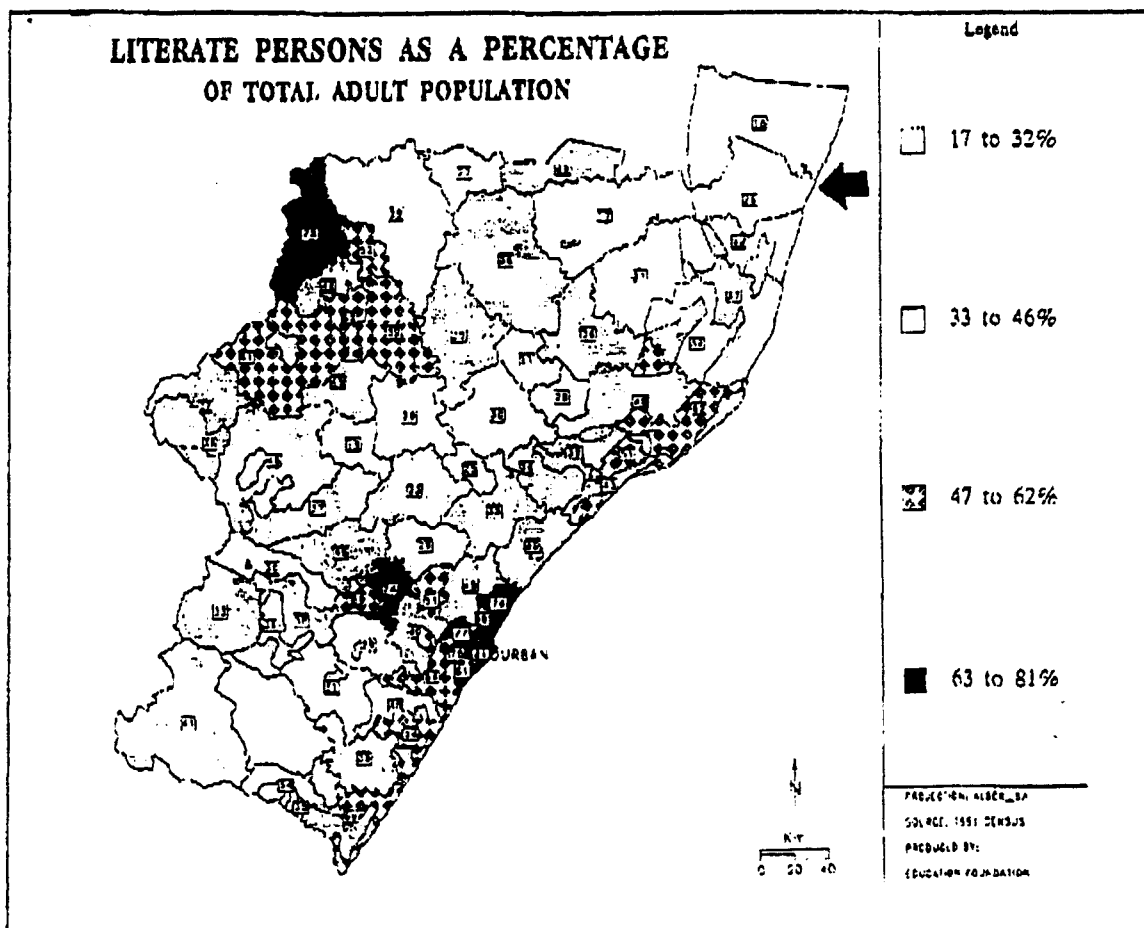


Adults 18+ with less than Std 5 level of education by province: Census 1991									
	KwaZulu Natal	Capetown	Northern Province	Mpumalanga	Free State	Western Cape	Eastern Cape	North-West	Northern Cape
Total	1548218	943181	740085	640430	563478	495956	334176	328446	174227
Female	918780	564298	482032	325485	245414	230339	170816	130310	81705
Male	629438	378883	258053	313945	318064	265617	163360	198136	92522
African female	800924	342935	480887	323967	236985	46752	132733	125584	31302
African male	608537	363525	257205	311872	308671	94055	128509	191660	43604
Coloured female	2904	9438	422	1007	7342	179174	36708	3140	49798
Coloured male	2257	7125	324	607	7975	167777	33393	3093	48283
Asian female	50823	4795	157	394	43	1307	354	232	62
Asian male	18551	1895	69	142	28	778	235	112	42
White female	2129	7129	580	1087	1043	3106	1120	1294	545
White male	2093	6337	476	1024	1090	3007	1125	1271	593

Note: Excluding the then Transkei, Bophuthatswana, Venda and Ciskei territories

Source: Central Statistical Service. 1992. *Population census 1991. Level of education by development region, statistical region and district*. No. 03-01-07. Pretoria: Central Statistical Service

The Education Foundation published the following information, indicating levels of illiteracy in KwaZulu Natal.



The levels of illiteracy, and the integral role of literacy in the development of South Africa, led the State President to declare ABET a Presidential Lead Project in 1995, but with the fine print indicating that the programme would need to be funded by donors until 1997. Donors have given funds to the national Ministry of Education for distribution to provinces for limited ABET delivery - some of which has been made available. Others have adopted a wait-and-see position because of insufficient clarity about the national Department of Education's commitment to ABET, and because of previous funding relationships that they have had in other sectors.

An initial amount of R50 million was made available by the national Department of Education for a transformation pilot project.

Despite huge differences in the numbers of illiterate adults in different provinces (Graph above), the National Stakeholders Forum of the ABET Directorate, decided to equally allocate R5.4 million to each province for the Ithutheng Campaign - a limited initiative to transform the existing Department of Education night schools into dynamic, quality educational delivery points subscribing to the national Interim Guidelines on standards and curriculum. These Interim Guidelines propose a form of delivery that integrates ABET firmly within the National Qualification Framework (NQF), and is anticipated to have a profound positive effect on the quality of ABET provision in KwaZulu Natal.

As part of this Campaign, selected NGO's have been contracted to provide professional services to selected Department of Education adult learning centres in terms of tutor training, learner materials, centre support and evaluation.

This initiative is, however, a small drop in a vast ocean of need, and longer-term plans need to be developed to sustain those centres upgraded through the Ithutheng Campaign, and to upgrade the other approximately 300 Department of Education adult learning centres. (It is estimated by some that there are about 363 active adult learning centres operating at KwaZulu Natal schools after hours, catering for about 58 000 adult learners).

(The KwaZulu Natal Department of Education has led the way in terms of a Province willing to embrace the resources of NGO's and other stakeholders, and a participatory advisory structure (the Project Task Group (PTG):ABET) was established. This led to a Technical Task Team: ABET (TTT) being established.)

Problems and Opportunities in KwaZulu Natal:

*** Appointment of Department of Education ABET staff:**

There have been no permanent appointments of adult education staff, and is no prospect of a Directorate of Adult Education being established. This makes it difficult to plan and initiate programmes for major national and international donors to consider for funding, and for key decisions to be made to enable further upgrading of existing Department of Education adult learning centres. A problem of ABET being marginalised has become a real fear.

*** The Department of Education ABET Budget:**

In the 1994/5 financial year, the Adult Education functions of the ex-departments had a joint expenditure of approximately R24 million. Despite a context in KwaZulu Natal of increased need for ABET provision during the 1995/6 year, the budget was reduced to R15.8 million and further reduced in 1996/7 to R11 million. There was, however, additional funding due from the national Ministry of Education of R5.4 million (already paid to the province) (1995/6), and R11 million (promised) (1996/7).

KwaZulu Natal Department of Education commitment to funding ABET in KwaZulu Natal is vital to, amongst other reasons, entice funders to provide additional funding. The RDP Presidential Lead Project indicates that this programme will need to be donor funded until 1997, yet some significant donors need to see government intent before they will fund ABET in any substantial way.

Some are of the view that funders are planning to decrease funding to ABET in the future. The University of Natal/JET study found that the amount of funding available from a representative 7 major funders fell by two thirds between 1994/5 and 1995/6.

*** Absence of Legislation:**

Adult education is taking place in an apparent absence of enabling legislation. Schools and other education Bills have focused on the educational needs of children, and not made adequate reference to the educational provision to adults who have been deemed to have the same Constitutional rights to a basic education, yet who have never received this. An adult education Bill, or other appropriate legislation needs to be passed to highlight the importance of adult basic education, and enable it to be more meaningfully provided in KwaZulu Natal.

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*** Donor distraction:**

Large national and international donors have indicated a willingness to assist Provincial ABET initiatives. This is taking place in the Northern Cape (SIDA) and Eastern Cape/Northern Province (Interfund/USAID). These funders need to be presented with coherent proposals for possible funding that will enable the substantial available funds to be channelled to KwaZulu Natal. A PTG study for the 1995/6 financial year estimated a minimum budget for effective delivery in KwaZulu Natal would need to be approximately R72 million.

Up to this point donors, who have been committed to funding the national and provincial governmental ABET initiatives, have held out in anticipation of coherent provincial and national proposals. Funding to the NGO's has diminished, and many have ceased to exist. In order to ensure that there is not a net loss of quality provision, the Province should devise an ABET plan that is able to fund its budget shortfalls and fund key partnerships that will enhance the effectiveness of what it does.

*** Harness the resources:**

There are many resources directed to effective ABET delivery in KwaZulu Natal, Businesses, NGO's University's, Funders and Churches are a few of the stakeholders who contribute to providing ABET classes. The Provincial Government needs to harness these resources and encourage participation in a macro-plan which will rid us of illiteracy as cost-effectively as possible. This would link to the establishment of a legislated statutory body (as defined by the national Education White Paper) for adult education, and to the development of comprehensive ABET delivery plans for KwaZulu Natal.

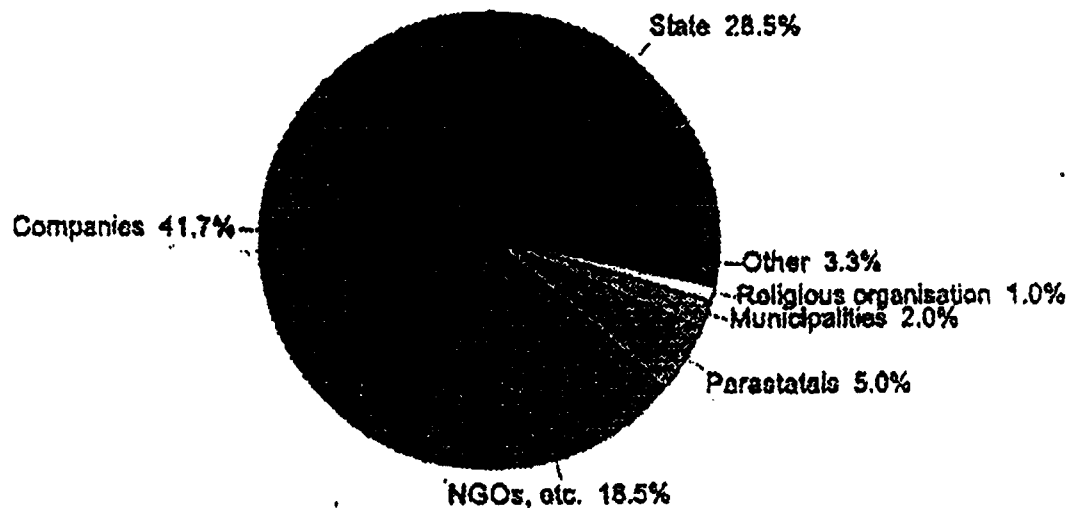
*** Link to unemployment**

Unemployment in KwaZulu Natal is high relative to the rest of South Africa. ABET (including the integration of the Training "T" component) offers the most likely vehicle to deal with the development of educational and employment skill capacity in individuals.

15

Providers:

Current providers of ABET in KwaZulu Natal include: State (Adult learning centres of the Department of Education / Correctional Services / etc.), Companies; NGO's; Parastatals, Municipalities; Religious organisations.



The state, along with companies, is one of the largest provider of classes in KwaZulu Natal.

Operation Upgrade is an NGO, and is part of the National Literacy Co-operation (NLC). The NLC is successfully delivering a 1000 learner unit (funded by the European Union) in KwaZulu Natal primarily using the services of Operation Upgrade and the English Resource Unit (ERU).

Founded in 1966 in KwaZulu Natal, Operation Upgrade has been committed to developing capacity of the Department of Education adult learning centres since 1975. This has taken place in the form of tutor training and materials provision. The main focus of work has been the development of tutors trained in dated ABET methodology.

Much of this work has been funded by JET and USAID. In 1995, 450 mainly Department of Education adult tutors were trained in KwaZulu Natal by Operation Upgrade.

As part of its commitment to providing quality ABET provision, Operation Upgrade has formed partnerships with the University of Zululand and UNISA to enable higher level education of adult educators.

Summary of WUS-SA's Strengths and Challenges

Strengths

- able to make paradigms shift
- marginalised group focus
- emphasis on monitoring and evaluation, and new systems to implement this
- capacity building strategies both internally and for project partners
- will not 'carry' projects that are not working
- pro-active leadership
- attune to policy developments, and actively building ABET sector

Challenges

- uncertainty about SIDA's long term funding
- supporting project partners who are not able to maintain financial support from other funders
- need to proactively give content to partnership with government - particularly for funding
- making sure as an organisation it is able to continue to change and support staff members, and become more professional
- providing a genuinely empowering environment for itself and project partners
- establishing representative and accountable governance structures
- working with the new way of doing things, e.g. the tendering system and assisting the projects to access funds
- trying to give maximum support to those project partners who are doing good delivery work but lack e.g. technical skills. Balancing this with the highly professional projects
- applying affirmative action in a meaningful way
- How to meaningfully measure impact of project partners work on communities

**Desk Study for SIDA -
Evaluation of World University
Service-South Africa**

**Education Policy Unit
University of the Witwatersrand**

Project Co-ordinator: Shireen Motala

April 1997

This report was written and compiled by Shireen Motala (EPU) and Sobha Sukla, an assistant researcher.

Appendix 1: CEPD Outline of ABET Implementation Plan 1994

**Appendix 2: Executive Summary of Interim ABET Guidelines of the
Department of National Education, January 1997**

**Appendix 3: Rural/Urban Breakdown and Provincial Distribution of WUS
projects**

Appendix 4: Donor profile for WUS-SA December 1996

Appendix 5: Possible areas of Fieldwork

Appendix 6: Summary of WUS-SA's Strengths and Challenges

Introduction

This evaluation is conducted by the Education Policy Unit, University of the Witwatersrand. It was commissioned by SIDA to assess the development of the WUS-SA programme between 1993-96, in the changing context of South African politics and society. The evaluation is meant to focus on the general impact of WUS-SA through a study of its objectives, organisational development, internal and external policies and practices, achievements, and specifically, its work in the area of adult basic education and training (ABET).

The first stage of the evaluation is the desk study, a survey of documentation made available to the EPU by SIDA and WUS-SA. By reviewing and synthesizing annual reports, project reports and documents, and other written material, the desk study aims to aid in structuring and facilitating the field work to be conducted in the second phase of the evaluation. It is difficult to cover some of the aspects of the evaluation without a general survey of all WUS-SA's project partners. This falls beyond the scope of this study, given the incomplete documentation, the sheer number of project partners who have received funding from WUS-SA at one time or another (over 100 projects), and the need for some questions to be answered by direct field visits or telephone interviews with members of the project partners. The document which follows is meant to present the field workers with a brief history of adult education in South Africa, and with the policies, practices and role of WUS-SA from 1993 to the present.

The areas covered in the desk study are as follows:

Section 1. A Reference background to adult education in South Africa, tracing policy developments from 1990 to the present. This section also attempts to highlight key concerns for the ABET sector.

Section 2. An overview of WUS-SA activities. This includes a description of its major project partners, its capacity building programme, and publications.

Section 3. The relevance of WUS-SA: objectives, achievements, relationship to the changing policy environment.

Section 4. The Impact of WUS-SA's policy forums.

Section 5. Internal working methods - applications, assessments, monitoring, accounting and reporting procedures.

Section 6. Future role of partners in education

Section 7. WUS-SA as an NGO and funder - short and long term perspective in relation to government policy, need for external funding and the possibilities of getting funding from sources other than SIDA.

Section 8. A summary is provided at the end which highlights gaps and questions which arose from the desk study, and in Appendix 4 a preliminary set of broad theme areas for the fieldwork are suggested.

Other items will be covered in the full evaluation. These include:

- Analysis of cost effectiveness of the support given in terms of inputs and outputs;
- Assessment the impact of WUS-SA's gender programme and its impact on the project partners' activities and programmes, including curriculum development and teaching/learning materials;
- Swedish contribution in relation to other donors;
- Recommendations to SIDA regarding future cooperation with and support to WUS-SA.

1. An Overview of the Current Context of Adult Basic Education and Training

In attempting to understand the context of WUS's work, it is important to highlight developments in the ABET sector from 1990 to the present. These have shaped adult education in South Africa in critical ways. This section will also attempt to describe and analyse key features of adult education in the current period.

The basic socio-economic context for adult basic education and training in South Africa currently is a combination of extreme income inequality, high unemployment and overwhelming poverty. The bottom 20% of income earners receive 1.5% and the wealthier 10% receive 50% of the national income. Between 36%-53% of South Africans live below the poverty line. Poverty is overwhelmingly racial in character - 95% of the poor are African and 65% of Africans are 'poor'. While total expenditure on education continues to increase from 30,8 billion in 1994/95 to 34 billion in 1996/97, and it continues to be the largest item of state expenditure, adult education occupies a very small percentage of the budget (.54% in 1995/96 and .56% on in 1996/97). The post-apartheid budgets have prioritized formal schooling with approximately 80% of the expenditure going to this sector, while such sectors as early childhood development, adult basic education and special education continue to be marginalised. Another sector which enjoys high priority in the education budget is tertiary education with about 10% of the total budget.

In the past three years the education budget process has gone through change. While in 1994/95 the budget was divided on a racial basis, in 1995/96 and 1996/97 an overall budget was allocated to education which was then divided into one national and nine provincial education budgets. In 1997/98 an overall amount has been allocated to each province for all sectors including education, and the education budget for each province will be decided through a vote in the provincial parliament. Of the total expenditure in education, 85% is allocated provincially, and the remaining 15% at national level. The implications of this for adult education is that the adult education lobby will have to fight for its share of the scarce resources with other education sectors at the provincial level. In many ways the absence of a clear financing framework for adult education, together with inadequate budgetary provision in the post-apartheid period, are the major stumbling blocks for the implementation of an effective ABET strategy.

Current estimates of the numbers of functionally illiterate South African adults vary between 10 to 15 million. The overwhelming majority of these adults are black and African. There are multiple providers of adult education - government (both directly and through other agencies), large and small companies, different types of non governmental agencies, trade unions and community organizations. The providers have influenced adult education in particular ways with their own ideologies, traditions, orientations and pedagogies. Programmes and curricula vary widely as do the forms (adult basic education, literacy, night schools, community education, vocational training, trade unions education) and settings (factories, mines, union

facilities, community centres, schools, churches, homes and even parks). The most significant of these have been the popular education programmes organised by trade unions and anti-apartheid community organizations which provided education opportunities for adults and served as a vehicle for challenging white domination (Samoff, Groener, and Rensburg, 1994).

At a national level a central influence on policy thinking has been the Jomtein Conference convened by UNESCO in 1990 on Education for all, the fundamental premise of which was that every person - child, youth, adult - should have access to basic education as a universal human right essential to self reliant development. All major policy statements in the last few years have committed the government to meeting basic needs and achieving lifelong learning and education for all. The shift from policy development to the formulation of legislation and mechanisms for delivery and implementation has made it necessary to consider affordable models of education provision in the context of slow economic growth. This has necessitated hard choices which have watered down some aspects of earlier policy commitments. Thus in current government thinking, while the commitment to life-long learning and basic education remains, the force and more radical implications as outlined in early policy documents (ANC Policy Framework 1994; Reconstruction and Development Programme 1994; White Paper on Education and Training, 1995) are absent. Basic education, more often than not, means formal basic schooling.

Policy Developments in ABET - 1990 to the present

Prior to 1990, ABET policy was practically non-existent. The energy around formulating policy in the 1990s is the result of the political changes which had taken place in the last five years. The prospect of a new democratic government created a climate in which the development of policy by its supporters was given critical attention. The main assumption was that the new government would take ABET much more seriously and would be far more involved in provision.

Policy formulation in the 1990s emphasized the importance of ABET in South Africa's transition to democracy. The main policy plans and recommendations in that period included: the National Education Policy Investigation (NEPI, 1993), the Congress of South African Trade Unions' (COSATU) Participatory Research Project, the National Training Board's (NTB) National Training Strategy Initiative, the resolutions of the South African Committee for Adult Basic Education (SACABE, 1993), the Centre for Education Policy Development's and the African National Congress's Implementation Plan for Education and Training (IPET, 1994), and most recently the National Adult Basic Education Training Framework Interim Guidelines (1995) produced by the Ministry of Education.

NEPI produced two reports that deal directly with literacy and ABE issues (*Adult Education* and *Adult Basic Education*) and two which touch on it (*Human Resources Development* and *Library and Information Services*). COSATU, as an influential presence within NEPI supported the provision of general education to workers parallel

to a more rational and generic form of skills training. Both these issues were strongly present in reports from an NTB investigation into a new system of industrial training for South Africa. COSATU's more recent thinking on ABET argues for a close integration with skills training in a modularised system backed by new certification authorities and mechanisms for articulation.

The NEPI reports were deliberately general in nature, providing only the broadest "policy options" with no recommendations or implementation plans. In 1993, the Centre for Education Policy Development (CEPD) was set up to serve the democratic movement. It had a number of working groups including one on ABE. The CEPD's ABET implementation plan reflected both the reduced expectations common to many of the implementation plans as well as the dominance of formal ABE (See Appendix 1, Outline of CEPD Implementation Plan for ABET, 1994).

Another body that had some influence on ABE policy was the South African Committee on adult Basic Education (SACABE) which represented a wide field of political, trade union, academic and community based organisations interests. Its founding meeting was held in November 1993. Potentially a powerful forum backing the interests of illiterates and adult learners, it remained under-resourced. Halting attempts were made in 1994 to organise provincial sections of SACABE.

In many ways, the ABET scenario was much clearer in the pre-election period. ANC election manifestos made a commitment to adult education as part of a strategy to achieve Education for All, and the CEPD implementation plan put ABET on the agenda of reconstruction and development with increased budgetary provision and expanded governance structures within the state and civil society. In the NGO sector a move to rationalize activities was underway, with some NGOs poised to move into a parastatal function to support the national ABET strategy, and other NGOs locating themselves outside the state, but in a cooperative role, with their main task as large scale delivery and provision..

There was also unprecedented commitment to a national ABET strategy by a range of stakeholders including the labour movement and employer interests through the NTB's National Training Strategy Initiative. The principle of integration as a cornerstone of national policy development, with the basic mechanism for securing integration, equivalency and access across the new national system through the National Qualification Framework was firmly established. Parallel with such policy development was the broader agenda of the Reconstruction and Development Programme (RDP) which offered a development site for various forms of ABET - one in which adult education was incorporated in a range of development processes including housing, health care and job creation.

In the post-election period these scenarios faced a number of challenges - the absence of appropriate leadership to direct and manage ABET at a national level, inadequate financial and legislation provision and, possibly most significantly, the lack of a

political will to move ABET higher up on the agenda for education change and transformation.

What also became clear is that the dramatic new policy in the field of ABET in the pre-election period had rested on very fragile pacts between capital and labour and old and new state apparatuses. The drive for coherence and integration put together a number of disparate interests which included vocational training, literacy, and more conventional forms of adult education. In the post-election period, the staffing and empowering of the new state ministries to implement policy over a range of national and provincial affairs suggested that the ABET vision and policy had to find a place under the conditions of contested and restricted public resources. In a very sobering way, major stakeholders were beginning to understand that policy is not a blueprint that will be systematically implemented, but will be the outcome of a new process of political contestation over how to prioritize the allocation of available resources.

The effects on the NGO sector, mainly as affiliates of the National Literacy Cooperation (NLC) were devastating. While in early 1994 the NLC had actively tried to rationalise resources, specialize and re-group in order to prepare for a large national strategy led by the state to eliminate illiteracy, by early 1995 it was clear that the 'largesse' anticipated from the state was not forthcoming. This led to the traumatic closure of some NGOs, severe rationalization of others, and an overall demoralisation in the sector. The lack of proper responsibility for ABET at a provincial level also meant that progress there was erratic and slow. The National Department of Education continued for a year without a Chief Director responsible for ABET, and a formal appointment was made only in early 1996. At a national level the main consultative forum for ABET was the National Stakeholder Forum, with the business sector representation being the most assertive. The one large initiative of the government - the Ituteng Campaign which aimed to reduce illiteracy by targeting 10,000 learners in each province - proceeded in a very uneven way, in many instances 'piggy-backing' on the Thousand Learner campaign of NLC (a targeted literacy provision strategy run by the NLC and supported by the European Union).

One of the main activities of the Department of Education from September 1995 to March 1997 has been the production of a National Adult Basic Education and Training Framework Interim Guidelines (See Appendix 2 for Executive Summary). The Interim Guidelines produced in September 1995 accepted the National Qualifications Framework as a development basis. Much of the document deals with standard setting, certification and assessment. The Guidelines adopt the competence-based, modular approach proposed by the NTB, and its proposed ten generic competencies. It also includes interim outcomes for language and numeracy at NQF ABET levels 1 to 4. The guidelines propose that the primary responsibility for ABET lies with the state, and calls for all ABET sectors to be represented on a National Stakeholder Forum or Council, acting as the interim national standards body for ABET.

The first draft of the Interim Guidelines was subject to much criticism. The NLC in a wide ranging submission (July 1996) on the guidelines, suggested that in determining

priorities and strategies the current context of ABET was not taken to account. In particular they noted that a number of ABET NGOs faced imminent closure, the level of ABET provision in industry was declining, state ABET provision remained substantially unchanged, and much creative development capacity in the ABET sector had been lost. It argues for a strategic programmatic approach with a clear delivery plan, targets, time frames and allocation of resources. Others found that education was seen in the Guidelines in instrumental terms, with no reference to literacy and basic education as ends in themselves. This latter view represents the alternative point of view which follows on from the work of Street (1995). It has been articulated by the Social Uses of Literacy Project based at the University of Cape Town. It critiques the notions of literacy as simply an entry point to further education, within the human resources development perspective, and poses a conception of literacy as a social practice embedded in specific contexts, discourses and positions.

The final draft policy for ABET produced in March 1997 by the National Education Ministry again shifts from a programmatic draft (produced in January 1997) to a more policy oriented position on such issues as curriculum, mobilisation, teacher training, materials production, evaluation and the need for a systemic approach. However, the challenge remains to see how this translates into delivery and implementation.

In conclusion then, the following observations on the ABET sector can be made:

- The most salient observation is in relation to the state. The expectation of the state's central role in promoting ABET at a national and provincial level has not been met. This is largely due to competing fiscal demands, but it also relates to the status of ABET within the National Department of Education. Although ABET enjoys the status of a Presidential Lead project, it remains a directorate within vocational education; its capacity at a senior level is very limited and because of this absence of capacity and expertise it has been unable to establish a coherent approach to ABET. While the interim guidelines must be welcomed it is vitally important to move out of the policy development and planning mode to strategic implementation. Because of the provincialisation of education, responsibility for funding ABET lies with the provinces. Currently however the national and provincial departments do not add up to a fully articulated and organized system of delivery. At present then, neither administrative nor professional normative integration exists. The Ituteng Campaign is continuing, albeit unevenly and as programme rather than a campaign, the existing provision of the state from the past- the night schools - continues, pockets of innovation and change exist in a few provincial departments, and a healthy collaboration exists between NGOs and provincial ABET education departments. WUS through its project partners is involved in all these activities, and in many instances has been proactive with government. The key challenge facing the National Department is to shift from policy to practice with the revised Interim Guidelines; to promote capacity building in the provinces; to lead in the process of training and materials production, and to ensure its monitoring and evaluation role in provinces.

- The relationship between the state and civil society have also been put into sharp focus in the past few years. NGOs as agencies of civil society have to depend on the state (or foreign donors) for their survival. As some observers have noted (Bhola: 1996), what is often called a partnership between state and NGOs, is no more than a plea for funds by NGOs to survive. If civil society is to play a role in the maintenance of a democratic ethos, then the state must provide a life support system for some time. However the shift to bilateral funding, and the expectation that some of this money would be made available to NGOs (including WUS project partners), has not yet materialised.
- The redefinition of the role of NGOs in the post-apartheid period was due to a number of factors: Funders now consider the government legitimate and therefore would fund it rather than NGOs; NGOs have had to make the transition from being anti-apartheid structures to professional development agencies, having to meet increasingly strict criteria of efficiency, effectiveness and accountability demanded by donors; NGOs were also called on to diversify their funding base in order to reduce dependence on one funder. All this applies to WUS and its project partners. At the same time NGOs were being asked to make a paradigm shift from 'process' concerns and community involvement as criteria for funding, to issues of cost-effectiveness, replicability, efficiency, relevance, output and professionalism. Given the state's emphasis on formal schooling, low budgetary expenditure in ABET, and the difficulty the state was having in reaching the most marginalised sectors of the rural poor, it was clear that an increased role for NGOs could be envisaged. A number of NGOs (including many WUS project partners) have met the challenge by continuing delivery to the most disadvantaged, and carrying out materials development and teacher training.
- A number of NGOs (including some in WUS), however, have had difficulty in developing capacity to survive in an environment which is demanding greater professionalism and output. While the Interim Guidelines talk of the importance of the active participation of civil society in policy formulation, planning, implementation and delivery, and while it calls for incentives for civil society to promote and encourage the delivery of large scale ABET, this is not taken any further (Interim Guidelines: 1997, 8). The financing of NGOs and their role in leading ABET developments remains unclear.
- In relation to the above there is much discussion on the future role of WUS's largest project partner (the NLC). One suggestion is that it should abandon ideas of becoming a parastatal, but rather should see itself as a social movement for adult literacy and adult basic education for development. This would mean that it would continue to rely on funding from the state and donors. The Thousand Learner project of the NLC would continue to be supported by the donor community on this basis.

- The literacy NGOs have developed into two separate groups: the delivery NGOs and the professional, technical NGOs which see themselves as specialists in training in curriculum development and teaching. These two sometimes compete with each other, with the latter claiming copyrights for methods and materials they developed with donors money. Another aspect of the 'new way of doing things' is the need for technical expertise in order to access funding, e.g. doing project plans, tendering. A number of good grassroots projects in WUS are floundering because of this lack of expertise, whereas projects with more skills are able to more quickly access money. Because of lack of access to skills under apartheid, there is often a racial divide in the distribution of skills which sometimes causes tension among different NGOs.
- Much has been said of the need for capacity building and greater professionalism. One strategy to address this has been to impose the management ethos as the new way of doing things. There is much discussion of management processes and management roles. One disturbing feature is that there is an externalisation of these professional functions to experts and consultants, with ABET leaders and workers becoming mere logistical organizers. There is a dire need to transfer capacity to the ABET leadership both within the government and the NGO sector. ABET officials in government and NGOs also need to see themselves as activist officials who work within a development bureaucracy - as people who do as much work in the field as in their offices. The NGO sector is actively tackling capacity building. Within WUS, capacity building has been both internal for staff mainly in the form of organizational development, and for project partners. The latter identified its priorities as including governance, financial management and accounting, planning and administration, gender sensitivity and monitoring and evaluation.
- The globalization of politics and economics has led to a preference for the politically organized groups and constituencies to focus on the formal economy and formal education to the exclusion of the informal economy and non formal education. In South Africa, unionized labour gets more attention than the unemployed and rural poor, and ABET gets more attention than adult basic education and development (ABED). South Africa has a large population employed in the informal sector who would benefit from ABED activities: the demise of the RDP in South Africa means that much of the development discourse which emphasised cultural values, institutional relations and empowerment has disappeared. Within WUS and its project partners, there is an increased urgency to root ABE within a range of development activities, such as water and sanitation programmes, health and income generating programme. WUS is able to engage in ABED most successfully in its rural work. Longer term sustainability is also more likely in ABED programmes. At a national level, the separation between ABE in the education department and training in Labour Department continue. It has been suggested that since the T

is difficult to find, it should be given the wider interpretation of 'training in all settings'.

One of the most central influences on the particular form of ABET in use at present is the National Qualifications Framework (NQF). In relation to ABET and the NQF the following points need to be made: .

- ▶ The NQF and its emphasis on outcomes-based learning has led to a de-emphasis on content. The curriculum development process has been driven by outcomes and standards with very few materials being produced. Bhola (1996) aptly notes that the curriculum development process has been slow and stymied by the routine writing of generic outcomes, developing perfect formulations of finely calibrated standards, writing assessment tools to fit the NQF to assure portability and career paths. In the absence of curriculum materials to teach, outcomes and the relatively easy availability of tests from the IEB board, teaching has become captive to the Independent Examinations Board (IEB) test. The latter has become both the curriculum and the text.
- ▶ The ladder processes (from ABET levels 1-4) is slow and difficult process and may or may not lead to job opportunities. There is a need for ABET to provide skills and knowledge that are more immediate and not related to certification and assessment.
- Much energy is expended on consultative processes to ensure the widest consensus. In ABET, the concept of stakeholder forums as mechanisms for participative decision making is good example of South Africa's politics of transformation. However in a number of instances, these processes are neither effective nor efficient.
- Finally - monitoring and evaluation systems in order to assess the impact of their work are increasingly being put in place by NGOs and donors. How to assess impact, through measuring cost effectiveness, accountability, sustainability and calibre of information is under constant review. The use of various forms of indicators is also being explored. What is the best manner to evaluate quantitative and qualitative impact of programmes is also under consideration. The evaluation of WUS projects in October 1996 by Khulisa Management Services is one approach to evaluation. Clearly this issue will be given substantive attention in fieldwork component of this study.

The above discussion is not an exhaustive list of all the concerns in ABET, but attempts to highlight some of the major points of debate. WUS-SA activities have been referred to in an impressionistic manner. The details of WUS activities are contained in the following sections.

2. WUS-SA

Brief history:

The World University Service International (WUS-I) is an international NGO focused on education, development and human rights. In the 1980s, Swedish and Swiss development agencies channelled funds to South African NGOs opposing apartheid and redressing educational and social inequality through WUS-I. Funded mainly by government development agencies and non-governmental organisations in various countries, WUS-I programmes focus broadly on: educational assistance for refugees, returnees, and victims of discrimination, human rights in the education sector, women and education, academic cooperation, the university and education for all. The South African NGOs supported by Swedish and Swiss development agencies in the 1980s were diverse in their objectives, ranging from adult basic education to rural development and the media.

As a result of a quickly changing political and social environment, the WUS-SA office opened in Cape Town in 1990 to administer and monitor the South African-based projects supported by WUS-I. In 1992, WUS-SA became an independent national agency with the primary responsibility for receiving development funds from donors (not through WUS-I), and distributing the funds to recipient organisations, known as *project partners*, whose programmes are understood to contribute to the general objectives of WUS-SA. According to its own literature, WUS-SA works unlike other international WUS offices and affiliates by working with other NGOs and community based-organisations rather than with university-affiliated organisations.

WUS-SA Vision

“WUS-SA has a vision of a sub-continent free of all kinds of oppression, where fundamental rights are observed and education is equally accessible to all people irrespective of their race, ethnicity, gender, age, religion, socio-economic and political background.”

WUS-SA Mission Statement

“WUS-SA will strive for the upliftment of marginalised women and men in South Africa by strengthening civil society through educational programmes that combat illiteracy and racism, which stimulate popular participation and self-reliance, promote human rights and gender equality, and enhance human resource development” (WUS-SA Annual Report 1995/96).

WUS-SA is one of the main NGOs in the field of adult education in South Africa. In 1996, WUS-SA identified its continuing priorities as

- Education, training and development, especially adult basic education mainly in poor and marginalised communities.

- Eliminating negative discrimination, by deliberately focusing on capacity building, on mainstreaming gender and empowering women.

WUS-SA Staff

WUS-SA is governed by a Board of Trustees consisting of 9 South Africans with a background in education and development such as teachers and community-based educators. Board members serve for a term of a minimum of three years.

As of 31 August 1996, the current staff in the organisation were:

Director (Mathokoza Nhlapo), Deputy Director (Vuyisile Msweli), Programme Manager (Lindikhaya Sipoyo), SAIP (South African Internal Programme) Senior Programme Officer (Claudine Souchon), three SAIP Programme Officers (Papo McCarthy, Fatima Shabodien and Noziphiwo Ntongana), WGDG (Women Gender and Development Programme) Senior Programme Officer (Nomboniso Gasa), WGDG Programme Officer (Nomfundo Mayosi), WGDG Contract Programme Officer (Vainola Makan), Accountant (Noni Ndema), Personal Assistant to the Director (Mercia Kuhn), Office Assistant (Margaret Sishuba), and Co-ordinator of Isabelo Samakhosikazi (Phumeza Qeqe).

There were changes in staff reported in December 1996. These included: the position of Senior Programme Officer SAIP no longer exists (Claudine Souchon left the organisation); Senior Programme Officer WGDG no longer exists; and a second WGDG Programme Officer was established and filled by Dorothy Ntone.

Policy and Practices

The organisational activities of WUS-SA are historically divided into the following areas.

- Fundraising for adult basic education and training and making grants to projects that provide ABET for marginalised people, youth development programmes, organisations promoting alternative education policies, particularly directed at ending sexism and racism, and health. This is known as the South African Internal Programme or SAIP.
- The South African Returnees Programme (1991-1993), a programme to assist returning exiles and ex-political prisoners in finding employment.
- The Skills Training and Enablement Programme (STEP), a project set up to respond to needs identified but unmet in the South African Returnees Programme.
- The Health Exchange Programme (HEP), a programme developed during 1993-94 to assist the staff and institutional capacity of those health projects funded through the South African Internal Programme.
- Creating women and gender development programmes (WGDG) for adult basic education project partners and other communities. The SAIP and the WGDG had

operated independently prior to 1995, after which WUS-SA began to integrate the activities of the SAIP and the WGDG.

- Supporting and building its adult education project partners through monitoring, reporting to funders, capacity building and organisational development.
- Organisational development for its own organisation and staff.
- Publications produced by WUS-SA to aid in policy development and advocacy, networking within the NGO sector, and cooperation and exchange of ideas.
- In 1995, a new economic empowerment programme known as Isabelo Samakhosikazi was established for women entrepreneurs in disadvantaged communities in the Western Cape.
- Convening a policy forum for a wide range of ABET stakeholders annually (from 1995).

SAIP - South African Internal Programme

Constituting the largest part of the annual WUS-SA budget, the South African Internal Programme is that part of the organisation through which WUS-SA distributes funding to organisations and projects that are involved with literacy and post-literacy work, adult education, health education, the provision of bursaries, educational policy making, career guidance, and the promotion of rural development and economic self-reliance.

In its 1993-94 annual report, WUS-SA identified the following criteria which project partners must meet to receive funding through the SAIP:

- Commitment to transforming South Africa into a non-sexist, non-racist and democratic society;
- Ability to pursue this commitment through the provision of education and training for historically disadvantaged communities, particularly women, the urban poor, young people and rural communities;
- Commitment and capacity to empower their service users;
- Capacity to deliver the services they plan to provide.

Projects which satisfy the WUS-SA criteria are asked to complete applications, participate in an internal screening process, and are then recommended to the WUS-SA Board for acceptance. Projects funded through the SAIP are funded on a two-year cycle. In 1995, SIDA and WUS-SA agreed to consider potential projects before the end of a funding cycle, which are awarded funding through special (off-year) applications to SIDA for surplus money.

In 1993-94, WUS-SA dispensed funds to 68 projects through the SAIP. These projects ranged from small rural literacy projects to large urban-based organisations which were involved in education policy work in South Africa. Of the 68 projects, 26 were literacy projects, 10 were characterised as "other adult" projects, 9 as policy work, 7 health projects, 6 were bursaries, and 10 "other". The WUS-SA 1993-94 annual report notes that a number of the projects span two or more categories, with

some of the health projects involved in education and training, and the bursary projects complementing their work with programmes of career guidance or on-going learner support. The project partners of the 1993-94 funding year were located throughout the nine provinces, but concentrated mostly in Gauteng, the Western Cape and Kwazulu-Natal. Rural projects accounted for less than 50% of the total and were targeted at year's end for expansion in the following funding cycle along with a wider distribution of projects throughout the provinces.

Twenty-one of the 68 total projects funded in 1993-94 did not continue after the elections of April 1994. According to WUS-SA, a period of uncertainty followed the elections, resulting in funders withdrawing grants suddenly, and both funders and NGOs looking toward the government (the RDP in particular), for future partnerships. Some projects closed down when plans and funding did not come forth from the government, and others because they were unable to meet their contractual obligations or no longer met the criteria set by SIDA and WUS-SA for funding. Project partners were asked to make the paradigm shift from resistance politics towards reconstruction and development. The new paradigm focussed on innovative solutions to development issues, replicability on a wide scale and cost effectiveness.

The most significant activities for the SAIP in this period were voter education, facilitating the establishment of the National Literacy Cooperation, and innovative work in affirmative action through its training programmes for young women. A dual evaluation and monitoring process of selected project partners by SIDA of WUS-SA as part of a broader evaluation of Swedish educational aid to South Africa took place in 1993-94.

In 1994-95, WUS-SA dispensed funds to a total of 58 projects, consisting of 45 existing project partners and 13 new partners. The SAIP remained the largest expenditure of the WUS-SA budget, accounting for 93% of the total budget during 1994-95 (Annual Report 1994-95, p. 6). To adapt to the changing circumstances of national transition and reflect the changing emphases of WUS-SA, the following criteria were used to select new projects for funding:

- National significance and impact, e.g. work in the areas of policy, materials, and training;
- Rural outreach programmes;
- Affirmative action focus or programmes relating in particular to race and gender discrepancies;
- Activities which other funders were reluctant to support but which were important for achieving WUS-SA's mission;
- Additional funds requested to enhance the impact a project was already making;
- Projects which fulfilled their contractual obligations.

About 74% of the total projects served by the SAIP were classified as literacy projects. This reflected WUS-SA's growing emphasis on the centrality of adult basic education

and training in a changing South Africa. In the middle of 1995, after a complete review of funding applications, WUS-SA projected the funding of 31 new projects for the 1995-96 funding year, funds for 13 of which had already been allocated through the SAIP. Proposals for funds for the remaining new recipients were submitted to SIDA.

In 1995-96, WUS-SA articulated the goals of the SAIP as “to secure funding for our project partners; to support them through human resource development (capacity building); to upgrade information and administration systems within WUS-SA and between the organisation and its partners; and to increase the organisation’s participation and influence in the education sector (Annual Report, 1995/96)”. The SAIP raised funds for approximately 70 project partners in line with their proposed capacity for the year. According to their annual report 1995/96, rural based projects constituted less than 50% of the total project funding allocated that year. WUS-SA acknowledged that it needed to be more proactive in allowing rural projects access to funding (see Appendix 3 for rural-urban comparison and provincial breakdown). Adult based education remained the priority for new funding.

In November 1995, WUS-SA decided to explicitly link the activities of adult basic education and training projects funded by WUS-SA to issues of development. The SAIP and WUS-SA more generally, emphasised lifelong learning as central to the national agenda because of the role literacy plays in ensuring a participatory democracy. This would affect the way in which WUS-SA monitored its project partners and selected projects for new funding. WUS-SA also noted that in this period fewer partners were faced with closure as most of them had made the paradigm shift from the traditional way of operating to working with planned objectives and goals. WUS-SA projects which actively link ABE and development are CALUSA, BERLIN and Operation Upgrade.

The period from August 1996 to December 1996 saw significant changes at the level of government initiatives on adult basic education and training. The Department of Education launched the Ituteng Campaign and the evaluation of the NLC’s Thousand Learner Unit, aimed to increase the provision of ABET at the first two levels. There was also progress around submissions to the Interim Guidelines for adult basic education and training curriculum which involved practitioners from throughout the country. Many of WUS-SA project partners were involved in these efforts.

WUS-SA’s urban based partners were actively involved in assisting government in the implementation of RDP related programmes in education. According to WUS-SA, the capacity of these organisations to sustain themselves (and not suffer closures as in the past), had improved. Some of these organisations such as COUNT and SACHED (ASECA project) were also engaged in work around the NQF.

Rural projects, however, were still suffering from an inability to diversify their funding bases. The evolution in WUS-SA’s conceptual framework in linking adult basic education and training directly to development had helped rural-based project partners

whose communities directly benefit from such activity. In response to this situation, WUS-SA planned to commit future capacity-building efforts to address the specific needs of rural-based partners, including issues such as fundraising, NGO management, and evaluation/assessment mechanisms and procedures.

An important development in 1996 was the restructuring of the SAIP at a staff level. The main aim of this move was to allow project officers to engage in more field work and to create more specialised project officers. These changes improved communication and information flow about projects.

SARP - South African Returnees Program

The South African Returnees Program was formed in 1991 to address the educational and employment concerns of returning exiles and ex-political prisoners. The programme functioned as a placement organisation, matching the skills of the returnees with the needs of a host organisation that might be anything from an NGO, a union, to political and media organisations. WUS-SA granted funds to the host organisations to cover the participants' salaries for a specified time period (minimum one year for each beneficiary). If an individual did not have the skills to match the needs of the organisation, additional funds were granted to cover the necessary training which also would contribute to future employment opportunities for those SARP participants.

The programme served 365 returnees and many of these individuals succeeded in finding permanent employment as a direct result of the programme. The programme ended in June 1993. Details regarding why the program was terminated were not available in the documentation.

Skills Training and Enablement Programme (STEP)

Women in the Northern Cape, the former Transkei, and the Free State, three areas especially neglected under SARP and other repatriation activities, were the primary participants in STEP, an administrative, technical and vocational skills training program launched in 1993. The target group also included those exiles who did not qualify for post secondary school formal education and who had not accessed other training programmes. Through their experience with SARP, WUS-SA staff identified specific needs of semi-skilled and under-skilled returnees which were not satisfied by the scope of SARP. In response, STEP was established with the Student Services Centre (SSC), a project partner of WUS-SA, and in association with the Community Centres for Development (CCD) and political organisations, to aid in substantive career guidance and counselling work with the goal of helping returned exiles find placement within an educational institution or a workplace. The programme aimed to facilitate returnees' transition in South Africa. In the 1993-94 funding year, the programme assisted 87 returnees and was scheduled to run through the end of 1995. As of 1995, the continuation of STEP was contingent on discussions with funders about the programme's potential and capacity to adapt to new circumstances in the political environment. There is no mention of STEP as a formal programme within

WUS-SA in its annual report of 1995-96 and no details as to if and why the program was terminated.

Health Exchange Program (HEP)

In 1993-94, the SAIP funded a training programme for the health project partners of WUS-SA. This training programme, the Health Exchange Programme (HEP), convened training workshops, provided networking opportunities for WUS-SA project partners involved in health care work, identified skill building courses and placements to enhance skills and knowledge, and encouraged project partners to mobilise around national and provincial policy decisions. According to its annual report 1993-94, a co-ordinating committee was set up to oversee HEP, comprised of representatives from WUS-SA, its health project partners, and other primary health care organisations. HEP activities included a two-day workshop to identify training needs, discussions around the new dispensation in South Africa, and a plan to organise a study tour of health projects in other African countries. There is no mention of the HEP in the WUS-SA annual report for 1994-95, and if/why the program was terminated.

Women, Gender and Development Programme (WGDP)

Established in 1992, the Women, Gender and Development Programme (WGDP) is perhaps the second most important programme supported by WUS-SA, highlighting the importance of building gender sensitivity and gender awareness policies and practices within the NGO sector, and emphasising the need to address the specific needs of women who are severely marginalised in society. The objectives of the WGDP were articulated by WUS-SA in its Annual Report 1993-94 as the following:

- To provide a forum for organisations concerned with women and gender to develop a common agenda and to identify issues around which to lobby and advocate;
- To work out inter-connected approaches toward redressing race, class and gender imbalances within organisations;
- To share methodologies and tools for gender analysis and gender planning in organisations;
- To relate gender issues to the specific cultural context of programme beneficiaries;
- To facilitate the empowerment of women and especially black women, within national and organisational development programmes and policies.

In 1993, WUS-SA had appointed one full-time coordinator to run the WGDP programme. The programme concentrated on needs assessments of project partners involving: the development of affirmative action policies, the integration of gender issues into programme planning, the development of a resource manual for gender awareness trainers, and the organisation of a gender planning training workshop for a variety of NGOs, political organisations, trade unions, and WUS-SA project partners. By the end of the 1993-94 funding year the gender training manual had not been

completed but had been carried over into the next funding year to complete with the cooperation of other experienced trainers.

For the 1994-95 funding year, WUS-SA projected the need for increased attention to the area of affirmative action and leadership training with the aim of improving gender sensitivity in project planning and implementation. As a result, the WGDP was targeted for expansion within WUS-SA. WUS-SA staff recognised the need for a broad strategy aimed at transforming gender practices in the work of its project partners: "many of the project partners supported by WUS-SA are run by black people for black people. Unfortunately most of them are unfamiliar with the issues related to the advancement of women in South Africa" (Annual report, 1994-95). Although WUS-SA apparently states quite clearly in its contract that they wish to "see visible indications of women's advancement in the projects," (Annual Report, 1994-95), a more institutionalised approach seemed necessary to ensure that progress toward gender equality was integrated into the projects supported as an organisation.

WUS-SA staff began targeting the leadership of the organisations whose projects they supported. They facilitated training workshops to encourage policy development and resource allocation which addressed the specific concerns of women living in a sexist society. WUS-SA chose the organisational leadership for this training because of their role as decision makers and the potential impact their practices as people in authority had in their work places and on collective planning and decision making. The Gender Education and Training Network (GETNET) and WUS-SA hosted a series of 5 workshops to identify specific issues that enhanced and interfered with the development of gender sensitive programmes. Project partners were also encouraged to develop practices in their organisations that would begin to visibly address power imbalances in NGOs.

The training initiated by WUS-SA for project partners were only seen as one step toward raising awareness and changing sexist perceptions. The WGDP highlighted issues of race, class, socio-economic conditions and culture as circumstances which could impede as well as advance the struggle for gender equality, and which would influence the further development of WUS-SA methodology and content of the training sessions.

Another component of the WGDP strategy was to identify individual trainers who qualified for and were interested in pursuing basic gender awareness and gender analysis training to improve their own training work. The training session for trainers was projected to take place in 1995-96.

A high rate of staff turnover was experienced in 1994-95 and affected the WGDP in the following funding year. WUS-SA responded by restructuring the organisation and linking the work of the WGDP directly to that of the SAIP. The linking of the activities of these two programme areas enabled the WGDP to more effectively influence the work of their project partners. Gender equality became a more explicit condition of the contracts between WUS-SA and its project partners, and served as a

mechanism to monitor the policy making of its project partners in a more comprehensive way (by including more of the staff and making gender equality one of many conditions for funding and successful evaluation instead of a secondary effect of project work). In addition, two full-time staff members were hired to improve consistency and integration between the WGDG and the SAIP.

Training remained the central activity of the WGDG throughout, although the overall objectives of the WGDG's training programme were modified slightly. The modified objectives reflected the needs of its project partners and identified the central goals of the WGDG more explicitly. They are as follows:

- To look at - and beyond - the leadership's experience of sex and gender in order to reframe women's role in society;
- To examine the impact of personal attitudes/ assumptions/ perspectives on sex and gender on organisational structures, policies and practices;
- To develop an understanding of the mechanisms of sexism and how they manifest themselves in institutional structures, systems, policies and practices;
- To develop strategies that challenge personal and political sexist behaviour, and to develop policies and practices within organisations and society;
- To develop monitoring and evaluation mechanisms that will measure change and outcomes.

Two training exercises geared to fulfill the modified objectives were completed in the 1995-96 funding year. Seventy percent of project partners were targeted by one of the completed training sessions intended for leadership of project partners. However, according to WUS-SA, many directors of their project partners still did not consider gender to be a priority and did not attend. Therefore, the training workshop reached about 50 of the 100 directors, co-ordinators, and managers targeted among the project partners.

In July of 1996, WUS-SA succeeded in convening a training workshop for trainers as planned, which included approximately 18 trainees from different geographical regions and different backgrounds. Individuals from rural backgrounds constituted almost 50% of the participant list, reflecting WUS-SA's continued emphasis on working with rural-based organisations and individuals. A follow-up to the "training of trainers" (TOT) course took place in October 1996. This training was meant to have more in-depth gender content than the previous workshop. Thirteen people attended this follow-up workshop. A "training of facilitators" session took place at the end of October/ beginning of November. Details for this session were not available. Other activities for the year included presentations to school pupils on National Women's Day and to UCT students about the Beijing conference on women. WUS-SA also published a special edition of their newsletter WUS News about the Beijing conference.

In December 1996, WUS-SA revealed their commitment to working beyond a localised approach to social change. Together with GETNET, they co-hosted a

southern African regional seminar to look at the national and international instruments such as CEDAW (the Convention for the Elimination of all Discrimination Against Women), National Machinery and the post-Beijing Platform for Action, and evaluate how these could be used by women in Africa to advance the struggle for gender equality. This seminar was also intended to be a networking opportunity for Southern African organisations invested in integrating gender issues into their project planning and implementation. No update reports on this seminar were among the documentation.

For the 1997-98 funding year, the WGDG planned to complete a draft edition of a glossary booklet on concepts, issues and terms used in gender training by March 1997; resume its "training for trainers"; convene a policy formulation workshop targeted at policy makers of all WUS-SA project partners; conduct educational seminars on topics such as women and the constitution, the impact of the new national machinery on the women's movement, and women in rural government and adult education; and visit project partners to assess the impact of WGDG work on the participating organisations.

SIDA requested an analysis of the activities of the WGDG based on the production of teaching/learning materials for ABET. However, this information was not immediately obvious in the documentation and will have to be addressed in the field work component. Field workers will also have to determine what was accomplished as a result of WUS-SA's projected plans for the 1997-98 funding year, and what the general impact of the activities of the WGDG has been on the organisation itself. Have the activities of the WGDG impacted on policy development and program implementation of project partners in a real way? How is this success measured? This will require some survey work of project partners. However, in the documentation, it is clear that WUS-SA is aware of the need for continued rigorous activity in the area of gender-sensitivity among their project partners.

Isabelo Samakhosikazi

Isabelo Samakhosikazi is an economic empowerment programme serving women in disadvantaged communities in the Western Cape. It is meant to be a two-year pilot programme where WUS-SA works in conjunction with the Gugulethu RDP Forum to offer fellowships for training and support to 30 female entrepreneurs in the Western Cape. The goals of this programme are:

- To support women in spaza or informal trade through education and training;
- To increase local employment, family income and profit maximisation;
- To strengthen local business women in making informed decisions and effective management of their own business;
- To improve the participation and role of businesswomen in resource management, thereby improving their family incomes;

- To improve local capability and encourage entrepreneurship development through education, training, communication, technological transfer and exchange programmes;
- To document the process of development as an historical event, and a programme which can be replicated in other communities.

As of December 1996, Isabelo Samakhosikazi had contracted Triple Trust Organisation, a NGO which trains unemployed people to start their own businesses, to convene a training for participants of Isabelo Samakhosikazi. Classes were to take place at Sivuyile Technical College. The programme had also established a partnership with Lulamile Xate of Xate & Associates, a consulting firm, to provide support and expertise in key business areas for Isabelo Samakhosikazi participants.

WUS-SA presents Isabelo Samakhosikazi as an innovative effort to link WUS-SA more directly to communities. The organisation also hopes it could be a possible model to replicate in the future by other organisations and communities. The programme is housed within the WGDP but coordinated by an independent staff member, Phumeza Qeqe.

Publications by WUS-SA

WUS-SA publications include:

- *International Conference on Academic Freedom*, A Conference Report
- *Women, Gender and Development Programme*, A Report on the Gender Planning and Training Workshop
- *Self Reliance in the 1990s: Implications for Education Non-Governmental Organisations*, A Policy Forum Report

The first WUS-SA newsletter, WUS News, was printed in June 1995. Funded by Liberty Life and the Mott Foundation, the purpose of the newsletter is to expand communication between project partners and with WUS-SA. It is also seen as a tool to mobilise support for the mainstreaming of adult basic education and training. WUS-SA initially planned to produce four issues of WUS News per year but by year's end has decided that only two issues per year would be possible.

WUS-SA's capacity building programme and its impact on project partners

WUS-SA organises and coordinates programmes of capacity building and organisational development, also known as human resource development. In light of the reconstruction and development process in South Africa, such efforts guarantee a central role for WUS-SA within civil society and within the NGO sector more specifically. WUS-SA articulates its emphasis on capacity building as a way to move the organisation beyond that of a funding intermediary to an organisation of leadership and innovation. By improving the capacities of project partners, WUS-SA hopes to enable project partners to function cost effectively; to meet the needs of local

communities in an empowering manner; and to continue to address racism, sexism and other obstacles to democratic planning and implementation.

WUS-SA does not identify capacity building solely as skills training for staff to improve technical/administrative competence. A more comprehensive approach to capacity building is stressed. This entails the identification and analysis of cultural, attitudinal, environmental, and structural conditions which affect the potential for an organisation to function effectively and to transform those conditions which prevent it from doing so. Capacity building is also defined as building the capacity of the communities served by the partner organisations, not just the individual staff members or the organisations themselves.

A synthesis of the stated objectives of the WUS-SA capacity building programme is as follows:

- To enhance the institutional capacities of WUS-SA projects partners through education and training programmes;
- To encourage sharing of skills and experiences between projects;
- To encourage project partners to truly build the capacities of the communities they serve.

In 1993-94, WUS-SA established the capacity building fund, a programme undertaken to provide rural and marginalised communities and organisations with the possibility of one-time grants for the enhancement of their capacity and organisational development. Another initiative provided selected South African NGO staff with the opportunity to attend British institutions of further education to upgrade their skills. Sixty percent of the placements awarded were reserved for women; all applicants had to be black and working for development NGOs. Under this programme WUS-SA also conducted a needs assessment and skills audit of its project partners in order to identify which projects needed most assistance in building capacity, and which organisations could provide assistance and guidance to such organisations. Skills training workshops, affirmative action initiatives, and policy discussions and programmes of action were among other activities aimed to improve the internal workings of project partners.

The capacity building programme developed significantly during 1994-95. Leadership and management courses were offered to project directors and literacy programme co-ordinators during the year. Over a 6 month period, OLIVE, a Durban based NGO, facilitated a four-module course on learning organisation, reflection and tools for leadership, organisational phases and models, project planning, and financial management for project partners. According to WUS-SA, these sessions were relatively successful.

While capacity building was not identified as a separate programme in 1995-96, much more attention was paid to human resource development in the general activities of WUS-SA. A more focused strategy was employed in which capacity building was integrated into work with project partners through the activities of the SAIP and the

WGDP. The Khulisa evaluation of WUS-SA projects in 1996 reflected this approach, as did the priorities for 1996-97 which emphasised development of small rural based projects. Capacity building activities included governance of NGOs, financial management, planning and administration, sustainability plans, fundraising strategies and tutor and fieldwork development. (SIDA, SDC, & WUS-SA Report, 5 Dec 1996)

WUS-SA has also noted the ongoing tension between investing in skills training and quality service delivery (the development of capacity of its project partners), and of the need for WUS-SA itself to continue improving its own capacity. In terms of its internal capacity building work, WUS-SA has addressed this largely through organizational development. Specific activities include technical training and development of planning and evaluation skills so that better management information systems can be put into place. WUS-UK will fund organisational capacity training in South Africa in 1996-97 in the following areas: increased implementation of improved administrative and management systems; internal human resource management and development systems; and improved working relations with clients, donors and government.

3. Relevance of WUS-SA: Objectives, Achievements, Relationship to Changing Political Environment

From the annual reports and the development of new programmes, it is obvious that the role of WUS-SA as an NGO has evolved through its five years of independent existence. The organisation's roles as a conduit, fund-raiser, capacity builder, and an advocate of racial justice and gender equality have had to be constantly reassessed to meet the changing needs of a country in transition. This can be seen in the annual reports and WUS-SA documentation where gradually more emphasis has been placed on its capacity building programme, its Women, Gender and Development Programme which aims to enhance the development of human resources, its networking potential within the NGO sector, and on the organisation's recognition of the centrality of Adult Basic Education and Training in the reconstruction and development of South Africa.

WUS-SA's evolution has been remarkably attuned to changes in the political environment. Established under the pressures of working in apartheid South Africa, the transition to a democratic society presented WUS-SA with many challenges. In the first stages of national transition, WUS-SA played a small but important role in the transition process through their work on voter education and their contribution to policy debates and documents in ABET. The organisation was actively involved in debates and discussions about the future of the education NGO sector and its own role within this sector. WUS-SA's objectives for building a non-racist and non-sexist society which is educated and skilled could not have been more in line with the government's stated goals as articulated in the RDP.

Later in the transition process, with the creation of the government of national unity, WUS-SA was able to monitor developments and crises in the NGO sector through its work with various projects and organisations. Many NGOs were plagued with

uncertainty while waiting for guidance or direction from the government in the area of adult education in 1993-94. Some of these NGOs closed down because the anticipated funds from the government never arrived, and they had difficulty in diversifying their funding base. Fortunately, WUS-SA was the recipient of constant support from SIDA and avoided going into such crisis. WUS-SA astutely realized that the ABET sector was quite segmented and under-resourced in terms of funding, skills, and expertise, and that adult education was in danger of being pushed to the margins of the national reconstruction agenda. In response, WUS-SA devoted time and funds to providing networking opportunities and human resource development for project partners, as well as devising mechanisms (such as policy forums on ABET and Development) to mobilise pressure and support in the policy arena. These developments are well documented in the newsletters, annual reports, funding proposals submitted to SIDA, and in documents from WUS-SA's policy forum reports. A particular problem that WUS continues to face is that a number of WUS-project partners are dependent on other funders besides WUS. The withdrawal of funds by other funders has led important and viable WUS-SA project partners to close down.

WUS-SA's role within the NGO sector has been especially important during the most recent years of transition. Many funding organisations have withdrawn support from the NGO sector in favour of bilateral agreements with government or the private sector. WUS-SA has maintained its support for rural-based and community based organisations in the knowledge that government policy, although moving forward, will experience a long evolution while learning is still happening through these previously funded and pre-existing projects and organisations. Organisations which had been doing excellent work but which were unable to access government resources sometimes had to cease operations or retrench people, jeopardising quality work at a time when building literacy and progressive learning strategies was most important in the road toward a truly participatory democracy.

In its 1994-95 annual report, WUS-SA clearly links its educational goals to the development of South Africa as a nation:

"WUS is committed to a people driven development process and has always highlighted the need for a strong literacy campaign that will indeed provide people with the knowledge, skills and attitudes to facilitate their participation... If people cannot read and write... it is unlikely that they will be able to participate in national development issues adequately. They may be able to verbally articulate their experiences and wish lists and engage in some analysis of the objective social realities in which they find themselves, but they will lack the value of others' perspectives, knowledge and insights as well as tools for analysis of their social and economic condition. The highly literate world in which we live by definition excludes people who have an oral tradition.

Our commitment to continue with what we do best, i.e. support and sustain small rural projects and those that contribute towards progressive lifelong national education

policies, is directly influenced by the political and economic environment in which we currently function.”

WUS-SA’s objectives for progressive learning in the form of non-sexist curriculum materials, training workshops for trainers, facilitators, and project leaders, its support for small rural-based projects, human resource development for NGOs located in the education sector, and its engagement in current policy debates demonstrate an unceasing support for the educational goals articulated in the RDP. The work of WUS-SA stands out next to government’s slow pace of delivery. Until now the government has only released draft guidelines in ABET policy and R50 million for Community Resource Centres (CRCs). Educational reforms currently being discussed seem to focus more on formal education, not on adult basic education and training or learning beyond formal schooling. The Interim Constitution guarantees access to all for basic adult education beyond formal schooling and ABET has been declared as one of the RDP’s Presidential Projects, but adequate funds and implementation plans have not been forthcoming. Furthermore, the impact of the closure of the RDP office on ABET is yet to be measured.

This is not to say, however, that WUS-SA has not experienced its share of service delivery problems. These include dispensing funds in a timely matter, staff turnover (in relation to the WGDP), unreasonable workloads affecting proposed plans, and poor implementation of evaluative mechanisms (project partners are only visited twice a year - an improvement over the past), which affects relationships between WUS-SA and the project partners. More importantly, it is not always apparent that the project partners funded by WUS-SA are making a radical impact on the communities they serve. An evaluation of 25 WUS-SA project partners was conducted by Khulisa Management Services in October 1996. The evaluation assessed various aspects of the funded projects, including financial and information systems, internal monitoring and evaluation mechanisms, and the relationships between WUS-SA and the partners. While WUS-SA’s support for smaller rural-based projects and other alternative projects is important, a major challenge remains the need to establish appropriate and workable monitoring and evaluation systems for project partners.

The findings of the Khulisa evaluation raised a number of challenges for the ABET sector, and in particular the need for project partners to make a meaningful paradigm shift, in terms of accountability, sustainability and programme development. It also called for projects to balance the needs of programme development and implementation

Nevertheless, WUS-SA does seem conscious and attentive to the gaps in delivery it experiences as an organisation. It has conscientiously expanded its gender-centred activities; it has focused more of its training efforts over the years to meet the needs of rural-based projects; it has convened workshops and conferences to encourage debates around policy issues; it has conducted research on the impact of government policies of marginalised sectors of society; and it has committed itself to internal monitoring

and evaluation through staff training and assessment processes. Given its diverse role within the NGO sector, these are certainly achievements in themselves.

4. Impact of WUS-SA's Policy Forum

One of the most meaningful activities of WUS-SA has been to organize a policy forum annually. It provides a mechanism for project partners to exchange information, ideas and concerns common to the ABET sector. WUS also uses the forum to gauge whether its own programmes are relevant to the sector. The forum brings together a range of actors in government, NGOs and donors. The first forum in October 1995 held under the theme of 'adult basic Education for democracy, reconstruction and development', focussed on two major themes. Firstly that literacy had to be linked to development because it is part of the development process. In this regard it would have to be addressed by all sectors and line functions in national, provincial and local government structures. Secondly, adult education has to shift from the margins to the centre of the education sector without institutionalising and formalising it completely. Informal adult education has to be maintained to make it possible for the most marginalised and unorganised groups to have access to it. Wide ranging contributions at the forum reflected on policy developments, global trends, funding trends and a future vision.

The 1996 policy forum entitled 'Effective Implementation of Adult Basic Education in a changing South Africa, implications for resource providers, policy makers and practitioners', addressed similar areas to that of 1995. These included linking ABE and development, locating ABED within the National Qualifications Framework, the Interim Guidelines, and funding trends. This 1996 conference dealt in a more concrete and strategic way with the range of problems facing the ABET sector, including survival and sustainability. A task team was elected to address the major resolutions of the conference. These included finding ways of translating the enormous amount of policy support into implementation. One strategy was to find a professional lobbyist who would drive the major initiatives in ABET in 1997-98. This would include continuing with representation to the Truth and Reconciliation Committee, working with the Departments of Education and Department of Labour to get agreement on a ABET/D Bill for Parliament, and undertaking an audit of implementation of the Thousand Learner units and the Ituteng Campaign.

The need to engage actively in debates around ABET, and to plan for ABET within a common framework with government and NGOs cannot be emphasised enough. The WUS policy forum makes a vital contribution in this regard.

5. Internal Working Methods - Applications, Assessments, Monitoring, Accounting and Reporting Procedures

As mentioned in the brief history section, WUS-SA requires its project partners to follow a standard procedure for application for funding. Project applicants first provide basic information regarding its history, aims and objectives, and details about

the target group and area of focus of the project to be funded in the form of a letter of application. If the project fits the WUS-SA criteria, WUS-SA then sends the format back to the project applicant. A formal and completed application is then sent to WUS-SA for consideration through a process of a minimum of three screening meetings. Potential projects are prepared for board screening. WUS-SA Board of Trustees screen project proposals every two years in January/February. All proposals to be considered that year must be received in the required format by 31 October of the previous year. After the Board has screened project proposals, applications are sent to SIDA in April/May for consideration. In August of that year, projects are notified of their status. Funds are allocated from SIDA to WUS and onto the project partners in two installments per year.

The following are WUS-SA's criteria for internal screening:

- The project must be primarily an ABET implementing organisation;
- The project must be involved in national policy development and innovation for ABET;
- The project must demonstrate commitment to gender-sensitivity/awareness in planning and implementation;
- The project must have a clear structure of accountability and mechanism to measure impact;
- Projects should be rural-based or located in low socio-economic urban areas (informal settlements or townships) and should have ABET and women as their priority;
- The projects must be committed to strengthening literacy teaching core by ensuring fair remuneration for teachers, human resource and organisational development;
- Projects which are involved in developing ABET materials and curricula, committed to training of trainers, and to initiating and co-ordinating ABET delivery on a national, provincial and local level will be funded.

Clearly there is a commitment on the part of WUS-SA to implement stringent information and evaluation systems. It is emphasised throughout in annual reports, WUS-SA newsletters, reports to SIDA, and in training workshops with project partners. A minimum of two field visits per year per project are carried out by a programme officer and a finance person from WUS-SA. A standard format is used to assess progress and difficulties in the WUS-SA funded project. Full reports from these visits are maintained on computer at the WUS-SA office. Report notes include staff information, questions of accountability and information management systems, details of literacy classes, project delivery assessments, networking inquiries, recommendations for WUS-SA, and observer comments. As part of their contractual obligation, partners must also submit interim reports and financial reports six months after the first funding allocation, and an annual report plus audited financial statements at year end. These are used to monitor the impact of project work.

WUS-SA meets with SIDA in quarterly meetings. For these meetings, WUS-SA prepares narrative reports, financial reports, and updates on project partners' status

and impact, as well as new requests for funding or other kinds of cooperation. The field visit reports and project updates are used as the basis for these submissions to SIDA.

WUS-SA has also commissioned detailed evaluations of select project partners. The Khulisa evaluation, conducted in 1996, is another example of WUS-SA's commitment to maintaining an ongoing system of project assessment. The evaluation highlighted the difficulty of both undertaking evaluation and establishing evaluation strategies for projects if proper information systems were not in place. The Khulisa evaluation pointed to the need for projects to have adequate documents to show evidence of demand, impact and more systematised method of data collection.

6. Future Role of Partners in Education

It is difficult to evaluate the exact role which WUS-SA-funded projects will play in the future of South African education. However, it is quite clear from WUS-SA's evaluations that many of the projects funded by WUS-SA do play a central role in ABET work, including organisations such as the National Literacy Cooperation. Rural-based projects also serve a marginalised sector of society which government funds do not promise to serve adequately. According to WUS-SA initiated assessments, many of the organisations funded by WUS-SA will continue to develop innovative materials in the area of ABET and promise to stay involved in national policy debates. With WUS-SA's commitment to the human resource development and organisational sustainability of project partners, and WUS-SA's close involvement in national policy development, project partners will should survive major changes in the NGO sector, changes which are sure to come as government policy unfolds.

7. WUS-SA As An NGO and Funder - Short/Long Term Perspective in Relation to Govt. Policy, Need for External Funding, and Possibilities to Get Funding From Sources Other Than SIDA

Short Term/Long Term Potential of WUS-SA:

WUS-SA's role as an NGO and funder in South Africa has been for the most part successful. In the short-term, WUS-SA funds a number of rural projects that might otherwise not receive funds or expertise were it not for WUS-SA's commitment to support such projects. In light of government work, WUS-SA has been crucial in maintaining education projects and facilitating human resource development. At present, it is unclear what the government will do to advance the cause of ABET, beyond the Interim Guidelines and Ituteng Campaign, how much money they will dispense, what kinds of structures they will establish, and most importantly, what the government's relationship to existing NGOs and smaller education projects will be. The government is clearly committed to the broad goals of ABET, but this has not been translated into concrete plans for state infrastructure or adequate funding for organisations involved in policy making and implementation. WUS-SA's funding of such projects therefore is crucial in the short to medium term. In the long term if NLC

begins to define its role as a social movement for adult literacy and adult basic education for development, then WUS and SIDA would have to consider their possible ongoing commitment.

In addition, according to a study conducted by the Southern Africa Labour and Development Research Unit (SALDRU) at the University of Cape Town in 1995, 80% Black South Africans and 40% whites could not read or compute at a standard 5 level. There was also a clear link between household income and literacy. If these facts were valid for June 1995, how likely is it that government policy will change these figures dramatically in the next five years? South Africa retains the reputation of having one of the highest disparities of income distribution in the world. Black empowerment will not change this disparity, although it might give the middle class a different face. Therefore, a commitment to adult education and training and the work of WUS-SA and its project partners are not likely to become less important in the coming years.

In the long term as well, WUS-SA will most likely continue to play a central role in ABET development. WUS-SA clearly has a stake in policy making and decision making and is active in this regard. It is highly unlikely that any government policies in the area of ABET will make the work which WUS-SA supports irrelevant. Democratic transition is an ongoing process. When so many South Africans cannot read or write, all efforts at literacy and skill building, government sponsored or independently run, can be seen as efforts to deepen democracy. While the rights guaranteed by the interim Constitution should protect illiterate South Africans, the reality of fiscal constraint, the macro-economic approach of growth before distribution (GEAR), and the prioritising of formal basic education by the Ministry of Education, suggest that adult education will continue to be at the bottom of the agenda. A participatory democracy can only be guaranteed by *numerous* and *continuous* efforts in the area of adult education and training.

It is not clear from government activity so far that it will commit funds to supporting alternative and small rural-based literacy or other education efforts to the point of making these projects self-sustaining. Quite the contrary, given the immense pressures to deliver services, it is more likely that the government will depend on organisations like WUS-SA and its project partners for skills, research, expertise, funds, and innovation in the field of adult education in the years to come. If WUS-SA is able to stay attuned to changes in government policy and inclinations, to changes in communities and their responses and needs in light of government policy changes, WUS-SA could remain a leader and facilitator of progressive education work.

Funding Base of WUS-SA:

SIDA has provided WUS-SA with 70-90% of the funding allocated through SAIP in the past 4 years. In light of WUS-SA's acknowledgment of the funding difficulties of their project partners, this seems a bit worrying. Between 1994 and 1995, WUS-SA clearly made efforts to diversify their funding base, obtaining promises for funding from the Swiss Development Corporation, the Mott Foundation, the Kellogg

Corporation, Liberty Life and others. While the majority of the funds dispensed to project partners is still provided mainly by SIDA, the SDC is emerging as important funding sources and has contributed significantly to widening the WUS funding base. The SDC will provide considerable funding to the SAIP in 1996-97. (See Appendix 4 for Donor Profile, December 1996) Both SIDA and the SDC have made a commitment to fund WUS-SA until 1999; WUS-SA however needs to diversify their funding base further.

The private sector has been approached with the aim of building a partnership between ABET, government, business, and the unions. However, although the private sector will probably commit itself to limited ABET programmes, a structure to implement funding support in a holistic way has not been established. WUS-SA will have to identify individual companies, corporations, and individuals who are committed to the same goals as WUS-SA on a project by project basis until such a partnership has been concretised. In the meantime, SIDA's funding for WUS-SA should probably be maintained at the same level, with special emphasis and support given to efforts to access other funding sources. Financial support from within the country, and the difficulty in getting this support needs greater exploration.

Summary:

The organisation of programmes within WUS-SA is divided into various conceptual areas including fundraising (SAIP), facilitation of programmes encouraging gender equality, support for educational programmes in the area of health, employment, and basic literacy, and capacity building of project partners and organisational staff. The SAIP receives more than 70% of WUS-SA funds each funding cycle, reflecting the emphasis on WUS-SA as a funder, capacity builder, and key supporter of adult basic education and training. Each area has undergone transition to adapt to the changing needs of the communities and organisations served by WUS-SA.

For the most part, WUS-SA has been able to stay ahead of national events, paying close attention to developments in government policy and within the NGO sector. The stated objectives of WUS-SA as a funder and promoter of important educational work have remained consistent in reflecting a commitment to lifelong learning and to the reconstruction and development of South Africa. In the present and future - WUS-SA will have to review its relationship to institutional change, internally as an organization, in terms of the activities of its project partners, and to broader developments in the state and NGO sectors. It will also have to assess its capacity building activities, how its monitoring and evaluation systems are working, and whether it is moving towards long term sustainability - financial and otherwise. (See Appendix 5 and 6 for possible fieldwork areas and survey of major challenges for WUS-SA)

Gaps in the information about WUS-SA's evolution and impact clearly exist. Some of them are more important than others in terms of the goals of this evaluation. The field workers will have to decide which are less important and which need to be addressed by actual field work. Clearly the field work component of the evaluation will also

attempt to measure in greater depth the real impact of WUS-SA as a responsible and accountable funder, as a facilitator of progressive learning, and as an advocate of gender equality. The gaps and questions which came about as a result of the desk study are:

- Accurate and clear statistics regarding the breakdown of the dispensation of funds in terms of rural/urban and province distribution for 1994-95;
- Details regarding the results of the South African Returnees Program (SARP) and its termination;
- Details regarding the fate of the Skills Training and Enablement Programme (STEP);
- Details regarding the fate of the Health Exchange Programme - pointing to questions about the relationship of the WUS-SA health project partners - where did they go? where are they located in terms of the objectives of WUS-SA?
- Updates on certain activities within the WGDP such as the regional seminar between Southern African organisations working on gender issues and the training of facilitators session;
- Information regarding the production of gender-sensitive curriculum and other learning materials for ABET which reflect WUS-SA's objectives and those of the WGDP;
- Documentation which reveals the impact of the activities of the WGDP on the project partners in terms of the development of policies that aim to break down power/ gender imbalances in NGOs and work to dismantle mechanisms which prevent gender sensitive policy making and programme implementation among the partner organisations;
- What kind of reports are submitted to WUS-SA by project partners? How do partners monitor their own successes? How do they keep track of who they are serving? Which reports are passed on to SIDA? This could give structure to impact assessments of WUS-SA's capacity building programme;
- Information which addresses the relationship between capacity building and the WGDP- they both entail training as a method to build organisational capacity and gender sensitivity. Did the integration of the WGDP and SAIP activities extend into the integration of capacity building efforts with gender-focused trainings?
- Sample documents such as applications, assessment reports, monitoring guidelines, and documentation from accounting and reporting procedures supplied through WUS-SA or SIDA would be useful to present an accurate picture of WUS-SA's internal procedures;
- Any other information that would enable an accurate assessment of the impact of WUS-SA's work on its project partners in terms of policy making, capacity building, definition of progressive objectives, and other kinds of support;
- Information about prospects for funding sources other than SIDA.

Hopefully, this report can provide an informational basis from which the second part of the evaluation can proceed.

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APPENDIX 1: CEPD Implementation Plan

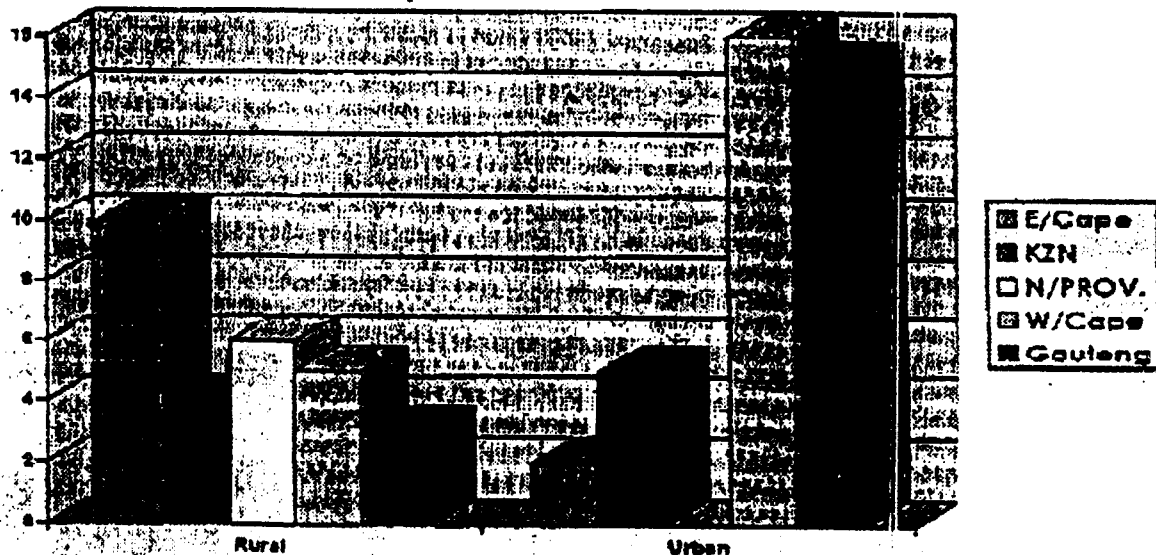
- The major task during the first year was to be systematic planning, including the setting up of a comprehensive information base for the identification of intervention areas and for detailed planning. This needed to happen at both national and provincial levels and planning and provision needed to be closely integrated with that of the Reconstruction and Development Programme.
- Though it was foreseen that there would be considerable constraints on any immediate mass delivery (the plan envisaged reaching 3 million learners in the first five years), priority groupings for provision should be identified and all available resources mobilized. A number of well planned and strategic pilot programmes should be undertaken (including in the SANDF and the SA Correctional Service).
- Guidelines for ABE teacher training should be drawn up and the provision of such training at a variety of levels enhanced and galvanised.
- Partnerships should be entered into between the State and NGOs and the private sector to improve the quality of services.
- As far as a system or bureaucracy is concerned, the plan argued that a national Department of Adult Basic and Continuing Education should be constructed out of the existing Department Education and training (DET). This should be done speedily, though with modesty. It was important that existing provision through the DET and the ex-"homeland" education departments should not be allowed to collapse but should be improved.
- A national ABE Council would be set up representing a wide variety of stakeholders and there would be provincial and local analogues.
- There would be a national curriculum which would stress generic competencies/outcomes and funds would be provided for materials development. Resource centres/libraries would be established in under resourced areas. An integrated qualifications framework would help ensure quality assurance, as would considerable human resources development.
- Some legislation to implement aspects of the plan would be necessary.
- The financing of all this was expected to come partly from the education budget and partly from the Reconstruction and Development budget. The draft budget for the first year (94/95) was R132 million.

APPENDIX 2: Draft Policy for Adult Basic Education and Training Department of Education, March 1997

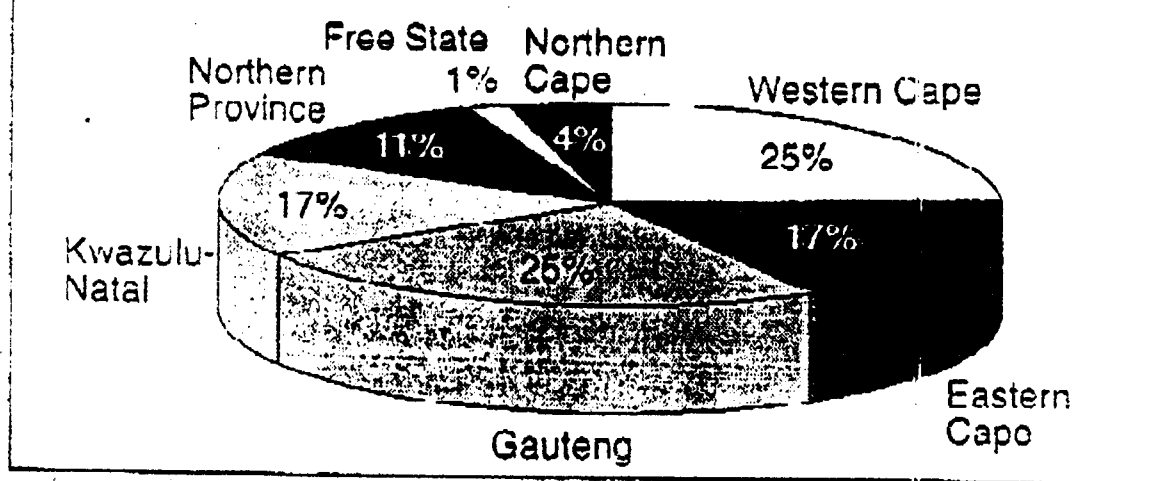
1. This is a policy document for adult basic education and training (ABET) in South Africa by the Ministry of Education.
2. The document is presented in a systemic format to consider all aspects of a fully functioning ABET system.
3. The document locates ABET within the Reconstruction and Development Programme, the new Constitution, the National Education Policy Act (1996), the South African Qualification Act (1996) and is a further development of the interim guidelines of A National Adult Basic Education and Training Framework: Interim Guidelines (1995).
4. The vision, principles, aims and objectives for ABET are informed by the ideological underpinnings of the above and further informs all aspects of policy with regard to organisational and institutional arrangements, curriculum, training and evaluation.
5. Thus, regarding ABET policies and programmes, the necessity of their interface with the nation's development policies and the educational policy of lifelong learning has been emphasised.
6. Regarding organisational development and institution building, it has been made clear that organisational arrangements must be democratic, include civil society institutions, be based on people-driven approaches to planning and implementation and yet should not fragment national purpose. The necessity of local community level, community based institutions for delivery has been brought to the fore.
7. The ABET curriculum is related to the needs of all the people of South Africa: men, women and youth, employed and unemployed workers in both urban and rural areas. The curriculum content must therefore deal with both development and democracy, with economic skills and the national spirit of reconstruction and nation building. National standards based on nationally agreed learning outcomes should inform the development of learning programmes. Literacy and numeracy are central to the delivery of the learning areas.
8. Regarding Learning and Support materials (LASM), the point is made that they are vital tools that inform learning. All values, principles, aims and objectives, ultimately have to be embodied and embedded in instructional materials. The use of the term "Learning and Support Materials", signals a move away from the primacy of the subject and level based textbook, towards the idea of a range of materials that can meet the learning outcomes required.

9. With regard to the learning and teaching encounter or the instructional delivery component, it is recommended that instructional packages should be mediated by educators to relate them to the individual needs of learners. Learners should be allowed to share their own experiences as they construct new knowledge for themselves. The necessity of using enrichment materials particularly those that contribute to national reconciliation and development is pointed out.
10. Training of ABET practitioners, and orientation of planners, policy makers, administrators and legislators is shown to be an absolute necessity. As structures and infrastructures for certifiable training of ABET personnel are established, adhoc arrangements within the ABET system should be developed to build and improve existing capacity. Multiplier training models should be used whenever possible.
11. An ABET system can, however, never be self-sufficient in meeting all the planning, curriculum, training, evaluation and research needs of the system. Therefore, the systems of technical and professional support must be organised to draw upon the resources of the nation's universities, research centres, training institutions and information and data banks.
12. Mobilisation, it is pointed out must be part of all planning. Mobilisation should include the mobilisation of both the state structures and the formations of civil society. Educators as well as learners should be mobilised. The mobilising potential of implementation - as training courses are offered, and evaluations are conducted and field visits are made - should be continuously put to use.
13. Finally, evaluation should be essentially internal and continuous. that is, never disassociated from the process of implementation, so as to provided educational feedback for all concerned. External evaluations wherever necessary, should be built on a stream of information developed as part of continuous internal record keeping and evaluation. Both descriptive and evaluative information should be stored for retrieval to assist decision making. Both quantitative and qualitative approaches should be used, in order to join numbers with meaningful narratives to assess different aspects of the overall ABET system, as well as to measure the impact of ABET on the lives of learners in their families, communities and workplaces and on the nation as a whole.

ALLOCATION TO PROJECT PARTNERS Rural/Urban Comparison



Allocation Percentage



Appendix 4: Donor profile for WUS-SA December 1996

Donor's Profile 55/96				
13-Aug-96				
Date funds received		Purpose for the funding		Banker
26-Feb-96		Women, Gender & Development		FNB, Athlone
22-Jan-96		SAIP: Education		Std. Bank, Athlone
1-Apr-96		SAIP: Education		Std. Bank, Athlone
20-Jun-96		SAIP: Education		Std. Bank, Athlone
4-Aug-96		Gugulethu RDP Forum Women in Business		FNB, Athlone
Total Funds Received			13,561,014.53	
Interest Received: Call Account as at 18 Aug 1996				
	Amount			
Interest Received	95,000.00			
Total Interest Received	95,000.00			

Appendix 5: Possible areas for Fieldwork

1. Institutional change and WUS, For WUS as an organisation, its project partners to the state, and the NGO sector.
2. Sustainability of WUS projects into the long term, with a reduction of financial dependence. Is this possible.
3. How can SIDA assist WUS-SA in fulfilling its overall vision; how can WUS-SA assist its project partners to fulfill its vision.
4. Is WUS satisfied with its focus - a critical appraisal of its project partners in ABET, women, youth, alternative education.
5. Capacity building and organization development; how successful has this been.
6. Monitoring and evaluation systems - are they working.
7. How does one measure cost effectiveness of projects; is there a danger of being bound to technical measurement and loosing sight of more qualitative aspects.
8. Where does WUS-SA see its itself in the future of South Africa.
9. What are the expectations of SIDA from WUS-SA.
10. What does WUS - see as its most successful/least successful areas of its work
11. Does WUS-SA feels it is developing a specialisation in some areas of its work, e.g. gender, ABET.
12. WUS-SA as an advocate and lobbyist for ABET - how does it see this role.

(These are very, very preliminary ideas)

Appendix 6: Summary of WUS-SA's Strengths and Challenges

Strengths

- able to make paradigms shift
- marginalised group focus
- emphasis on monitoring and evaluation, and new systems to implement this
- capacity building strategies both internally and for project partners
- will not 'carry' projects that are not working
- pro-active leadership
- attune to policy developments, and actively building ABET sector

Challenges

- uncertainty about SIDA's long term funding
- supporting project partners who are not able to maintain financial support from other funders
- need to proactively give content to partnership with government - particularly for funding
- making sure as an organisation it is able to continue to change and support staff members, and become more professional
- providing a genuinely empowering environment for itself and project partners
- establishing representative and accountable governance structures
- working with the new way of doing things, e.g. the tendering system and assisting the projects to access funds
- trying to give maximum support to those project partners who are doing good delivery work but lack e.g. technical skills. Balancing this with the highly professional projects
- applying affirmative action in a meaningful way
- How to meaningfully measure impact of project partners work on communities.

Recent Sida Evaluations

- 97/9 Sida Support to Dissemination Division at Instituto Nacional de Biodiversidad, INBio, Costa Rica. Bjorn Hansson
Department for Natural Resources and the Environment
- 97/10 Swedens Support to Mayibuye Centre, University of Western Cape, South Africa. Inger A Heldal, Jenny Hoffmann
Department for Democracy and Social Development
- 97/11 Sida's Support to the Centre for Science and Environment, SCE, India. Leif E Christoffersen, Nigel Cross, Rajeshwar Dayal
Department for Natural Resources and the Environment
- 97/12 HESAWA, Health through Sanitation and Water. Sida-supported Programme in Tanzania. Jo Smet, Kathleen Shordt, Pauline Ikumi, Patrick Nginya.
Department for Natural Resources and the Environment
- 97/13 The Advancement of Librarianship in the Third World (ALP). A Core Programme of the International Federation of Library Associations and Institutions (IFLA). Leo Kenny
Department for Democracy and Social Development
- 97/14 Natural Science Research in Zimbabwe. An Evaluation of SAREC support for research capacity building. Erik W Thulstrup, Daniel Jagner, Peter N Campbell.
Department for Research Cooperation, SAREC
- 97/15 Sida Support to Dinageca in Mozambique. Sue Nichols, Clarissa Fourie, Margarita Mejias
Department for Natural Resources and the Environment
- 97/16 Swedish Support to the Education Sector in Sri Lanka. Ulf Metzger, Tuija Stenbäck, Kusum Athukorala
Department for Democracy and Social Development
- 97/17 PAHAL Project, Rajasthan, India. Participatory Approach to Human and Land Resource Development. P Bharati, M E S Flint, M K Shah, T F Shaxson
Department for Natural Resources and the Environment
- 97/18 AMS and Amu Technical Assistance Projects in the Russian Federation 1994-1996. AMS-the Swedish Labour Market Board, Amu - the Swedish State owned vocational training institute. Susanne Oxenstierna, Gunnar Pihlgren
Department for Central and Eastern Europe
- 97/19 Mapping for Economic Development. Sida-supported satellite imagery and computerized cadastral support systems in the Philipines. Karlis Goppers
Department for Infrastructure and Economic Cooperation
- 97/20 AMS and Amu Technical Assistance projects in Poland 1994-1995. AMS - the Swedish Labour Market Board, Amu - the Swedish State owned vocational training institute. Susanne Oxenstierna, Irene Lundberg, Henrik Huitfeldt
Department for Central and Eastern Europe
- 97/21 Unicef's Child Rights Programmes in Latin America. Benno Glauser, Eva Lithman, Riccardo Lucchini
Department for Latin America
- 97/22 TANDEM Project with the FOLK DEVELOPMENT COLLEGES in Tanzania, 1990 - 1996. Alan Rogers, Alan Chadwick and K Leni Oglesby
Department for Democracy and Social Development
- 97/23 Development Cooperation between Guinea-Bissau and Sweden. Macroeconomic development, structural reform and project performance. Stefan Sjölund
Department for Africa
- 97/24 Swedish Support to Tanzania's Power Section. Elon Dahlström, Melinda Cuellar, Hans Peterson

Department for Infrastructure and Economic Cooperation

- 97/25 Swedish Contribution to the Konkan Railway Construction Project in India. Karlis Goppers
Department for Infrastructure and Economic Cooperation
- 97/26 Servicio Universitario Mundial (WUS) en América Latina. Programa de becas para
refugiados. Lennart Peck, Carlos M Vilas
Department for Latin America
- 97/27 The Swedish Committee for Afghanistan. A joint EC - Sida evaluation of the health and
education sector programmes. Jean Pierre Luxen, Kajsa Pehrsson, Kjell Öström
Department for Cooperation with Non-Governmental Organisations and Humanitarian
Assistance
- 97/28 Swedish Support for Gender Equality in Chile. Mary Ellsberg, Anki Sundelin
Department for Latin America
- 97/29 Programa de Cooperación Sueca para Apoyo a la Igualdad de Género en Chile. Mary
Ellsberg, Anki Sundelin
Department for Latin America
- 97/30 Programas do Ensino Superior Apoiados pela Asdi em Mocambique, 1991-1996. Roy A Carr-
Hill, Roger H Flavell, Alan Bishop, Richard Gunstone, Adalberto Alberto, John Shotten
Department for Democracy and Social Development
- 97/31 Diakonia dentro del Área de Derechos Humanos y Democracia en América del Sur. Juan-
Enrique Bazán, Roberto Cúellar, Sara Martinez Bergström
Department for Latin America
- 97/32 Diakonias arbete för mänskliga rättigheter och demokrati i Sydamerika. Juan-Enrique Bazán,
Roberto Cúellar, Sara Martinez Bergström
Department for Latin America
- 97/33 Estatísticas Educacionais e Informatização no Ministério da Educação de Moçambique.
Alicia Månsson, Richard Noonan
Department for Democracy and Social Development
- 97/34 Swedish Support to the Energy Sector in Eritrea. Ralph Kårhammar
Department for Infrastructure and Economic Cooperation
- 97/35 Swedish Labour Market Projects in Latvia 1994 -1996. Susanne Oxenstierna, Henrik Huitfeldt
Department for Central and Eastern Europe
- 97/36 Swedish Support to Social Sciences Research Centres in Central America. Rubin Tansini,
Alberto Nagle
Department for Research Cooperation, SAREC
- 97/37 Energy, Environment and Development Programme of the Stockholm Environment Institute.
Daniel M Kammen
Department for Research Cooperation, SAREC
- 97/38 Biotechnology Research Projects: Tree Tissue Culture and Proteins/Enzymes as Biosensors.
ndra K Vasil, Howard H Weetall
Department for Research Cooperation, SAREC

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1997-03-10

TERMS OF REFERENCE

Evaluation of the Sida Support to the World University Service South Africa

1. Background

World University Service South Africa, WUS-SA, was established in 1992 as an independent National Committee of the World University Service and it was registered as a South African non-governmental organisation. The World University Service, of which WUS-SA is still a member, is a worldwide network of some 40 national committees.

Since 1993 WUS-SA has received development funds directly from international and national donors and in turn channelled these funds to 60-70 NGOs working mainly in adult basic education and training, ABET. WUS-SA also assists its project partners in capacity building in order to ensure sustainability of organisations and projects supported.

WUS-SA's main objective as set out in its Annual Report for 1994/95 is *"to strive for the upliftment of marginalised women and men in South Africa by strengthening civil society through educational programmes that combat illiteracy, racism and ethnicity, stimulate popular participation and selfreliance, promote human rights and gender equality and enhance human resource development"*.

Sida has been the largest donor contributing approximately 90% of WUS-SA's annual budgets; the project partners receive 75% and the remaining 15% are used for WUS-SA's own programmes and administration. Since 1993/94, the total Sida support will have amounted to MSEK 89,5 when the current two year agreement between Sida and WUS-SA expires in August, 1997.

Sida's support has been concentrated to education projects and has been utilized for adult education and literacy, training of adult educators, development of curricula and teaching and learning materials, capacity building, and gender activities.

WUS-SA is continuously discussing its future role with regard to the changing environment and climate for NGOs in South Africa. In this context it has carried out an evaluation of its cooperation with 25 project partners. The evaluation report is dated September, 1996. The evaluators were impressed with the majority of project partners and many of the partners have started to implement the recommendations of the evaluation.

2. Reasons for the Evaluation

The current agreement between Sida and WUS-SA expires on August 31, 1997. Sida and WUS-SA have agreed that an evaluation should be made towards the end of the agreement period. One reason for this is that 30% of the Swedish support to the education sector in South Africa during 1995/96 was channelled through WUS-SA. It would therefore be established how this contributes to reaching the objectives for the Swedish and South African cooperation in the field of education. Another reason is to look at WUS-SA's ability to adapt itself to the changing environment for NGOs in South Africa. In this context it is necessary for Sida to assess the need for possible continued support with regard to content and size, whether to keep the financial support on approximately the same level as now, decrease it or phase it out over a period in time.

3. Scope and Focus of the Evaluation

The evaluation should focus on the development of WUS-SA as a South African NGO, its objectives, working methods, organisational development, efficiency, strengths and weaknesses. Further, the evaluation should focus on the development during the period 1993-1996. Of particular interest is the impact of projects in the field of ABET, development of curricula and teaching/learning materials, capacity building for project partners, gender activities, and the annual policy forum.

The following aspects should be addressed by the evaluation:

- Short description of the ABET sector in which WUS-SA and its project partners work to serve as a reference background;
- Short description of the development of WUS-SA, policy and practices;
- Analysis of the relevance of the objectives of WUS-SA and its project partners in relation to South Africa's government policy for education specifically ABET, the target groups and Sida's policy for support to education;
- Analysis of achievements against objectives as stated in agreements, project documents and other relevant documentation;
- Analysis of cost effectiveness of the support given in terms of inputs and outputs;
- Assessment of WUS-SA's gender programme and its impact on the project partners' activities and programmes including curriculum development and teaching/learning materials;

- Assessment of WUS-SA's capacity building programme and its impact on project partners;
- Assessment of the impact of WUS-SA's annual policy fora on the project partners and ABET policy development;
- Analysis of WUS-SA's performance with regard to capacity and organisational structure to administer the Swedish support, applications, assessment, monitoring, accounting and reporting procedures;
- Assessment of the future role and sustainability of the organisations that are receiving support from WUS-SA particularly in the field of adult basic education;
- Assessment of WUS-SAs role as an NGO and funder in a short and longer term perspective, its relation to government policy, its need for external funding and possibilities to raise funding other than from Sida;
- Recommendations to Sida regarding future cooperation and support to WUS-SA.

4. Methods

it is proposed that the evaluation be carried out in two phases. The first phase should encompass a desk study, a financial audit and a performance audit. The desk study should be based on the evaluation commissioned by WUS-SA and on other documentation available at WUS-SA and/or Sida such as annual reports, project documents and project reports and other relevant documentation.

During the second phase additional information that may be required by the evaluators should be collected and interviews should be made with the WUS-SA board members and staff, staff members responsible for the cooperation with WUS-SA at the Swedish Embassy in Pretoria and the Education Division at Sida.

With regard to WUS-SA's impact on policy development and actor in ABET as well as engagement in actual delivery of ABET, interviews could also be made with staff from the National Department of Education and departments of education in provinces concerned.

During the second phase a few projects should also be selected for further analysis. Visits should be made to these projects, their activities studied and staff interviewed.

5. The Evaluation Team

The consultants should be well qualified in education and development. Between them they should have experience of adult education and literacy programmes and gender competence. The

consultants should have previous experience of carrying out evaluation studies and experience of evaluations including cost effectiveness analysis and financial management.

It is proposed that the first phase of the evaluation be carried out by South African consultants, one experienced researcher/evaluator and one recognised auditing firm. Besides English, it would be an advantage if one of the consultants has knowledge of one of the other major South African languages. During the second phase a Swedish consultant should join the South African evaluators.

The consultants shall liaise with the Education Division of Sida and the Embassy of Sweden in Pretoria. The Director of WUS-SA represents WUS-SA and will be responsible for giving the consultants access to all available information.

6. Timing

The first phase of the evaluation should start as soon as possible and not later than the beginning of March. It should be ready not later than April 7. The second phase could start by mid-April and should be completed May 15, 1997, in order to facilitate negotiations of a possible new agreement between Sida and WUS-SA.

It is estimated that 8-10 personnel weeks may be required for the evaluation, i.e. 3 weeks for the desk study, 2 weeks for the financial audit and performance audit and 4-5 weeks for the second phase including report writing.

7. Reporting

The reports shall be written in English.

Inception Report

The evaluators shall submit a brief inception report (work plan) explaining how they intend to complete the assignment. The report shall be submitted to Sida before commencing the field work, to allow Sida to comment on the report and agree on how the consultants shall pursue the assignment.

Draft Report

The consultants shall compile a written report summarizing their findings and recommendations. The report should include an analysis of the findings.

The report must have an executive summary and the main text should not be longer than 30-40 pages. All other information should be included in the appendices.

A separate executive summary, prepared for a wider audience, should also be prepared by the consultants for inclusion in Sida

Evaluation Newsletter, in accordance with the attached information sheet.

The draft report shall be ready by May 15, 1997 and presented to Sida and WUS-SA in five copies each. The two parties will comment on the report before it is finalised.

Final Report

The final report should be submitted not later than June 15, 1997. The final report and executive summary shall be submitted both in paper copy (A4) in five copies to Sida-Stockholm and on a disc (WP 6.1 for MS Dos or a compatible programme). The report should be of such technical quality as is required for printing and distribution within Sida.



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