Mission South Africa – evaluation report

Evaluation of capacity development within the partnership relations between a Belgian NGO and its partners in the South

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List of abbreviations

ACAT	Africa Co-operative Action Trust
ABVV	Belgian socialist labour union
ALARM	Alliance for land and Agrarian Reform in SA
ANC	African National Congress
BD	Broederlijk Delen
CBO	Community Based Organisation
CD	Capacity development
COSATU	Congress of South African Trade Unions
CSO	Civil Society Organisation
DGOS	Development Directorate for Development Cooperation
ECDPM	European Centre for Development Policy and Management
EPA	Economic Partnership Agreement
EQ	Evaluation Question
FBO	Faith Based Organisations
FOS	Fonds voor Ontwikkelingssamenwerking (FOS)
GARC	Goedgedacht Agricultural Resource Centre
GDP	Gross Domestic Product
GEAR	Growth Employment and Redistribution
HR	Human resource development
HQ	Head quarters
ID	Institutional development
IDP	Integrated Development Plans
ILA	Integrated Livelihoods Approach
ILRIG	International Labour Research and Information Group
IVA	Ieder Voor Allen (Belgian NGO)
JC	Judgement Criteria
M&E	Monitoring & Evaluation

MSC	Most Significant Change
NGO	Non governmental organisation
NNGO	Northern Non Governmental Organisation
OD	Organisational development
OS	Oxfam Solidarity Belgium
RBM	Results Based Management
RDP	Reconstruction and Development Programme
WSM	Wereldsolidariteit
SA	South-Africa
SAP	Sustainable Agriculture Program
SCIP	Sustainable community investment programme
SLA	Sustainable Livelihoods Approach
SWOT	Strengths, Weaknesses, Opportunities, Threads
TCOE	Trust for Community Outreach and Education
TRIAS	Belgian NGO

1 Introduction

This evaluation report of the South Africa mission is part of a broader evaluation exercise on the place of capacity development in NGO partnerships. The evaluation is commissioned by the Office of the Special Evaluator of the Belgian Ministry of Foreign affairs and development cooperation. This report describes and analyses capacity development processes within partnership relations of four Belgian NGOs and their partners in South Africa (ILRIG/FOS in Cape Province, ACAT/Broederlijk Delen in Kwazulu Natal, GARC/Trias in Eastern Cape, and TCOE/Oxfam Solidarity in Cape Province and Limpopo) in the period 1998-2008.

The aim of this thematic evaluation is to gain insight into the way support for capacity development (CD) by Belgian NGOs could be effective within the context of a partnership. The evaluation has two main objectives:
- to evaluate the effects and impact of the Belgian NGO interventions with regard to CD of their partners in the framework of their partnership relations (accountability);
- knowledge building with regard to CD within partnerships (experiences and lessons learnt are documented and shared).

The evaluation consisted out of three phases: (1) a desk phase delivering a methodological note and a report of the desk study, (2) evaluation missions in the South and further data collection in Belgium, delivering 6 country reports and (3) phase of analysis and synthesis, resulting in a final evaluation synthesis report that was presented and discussed in a seminar with the stakeholders in Belgium.

Three day field visits were planned per partner in South Africa with the following objectives:
- mapping the resources/instruments used for CD; mapping the capacity changes at individual, organisational, and institutional level; mapping the changes in outputs and outcomes of the partner organisations;
- appraisal of the partner relation and the interventions regarding CD supported by the Belgian partner;
- analysing the actual practice with regards to CD, using certain models for analysing the partner relationship and the strategies for capacity development, …;
- identification of explanatory factors for the results and analyses of the following evaluation criteria: effectiveness, efficiency, relevance, sustainability and when possible, impact;
- stimulating a reflection on the CD of organisations and the role donors could play. Share the lessons learnt throughout the evaluation with the relevant partners.

During the first day of their visit, the evaluation team focused on the partnership and the output of programmes that are/were financed. By means of individual- and/or group interviews with the partner's staff and a SWOT analysis, the evaluators took a close look at the strengths and weaknesses of the partnership and the outputs of the programme.

The second day, a participatory self-assessment workshop was organised with representatives of the staff. This workshop involved a systematic and critical review of CD processes within the organisation and the external support of these processes. During the morning session, a time-line was completed with the major changes that had occurred over time within the organisation, such as institutional milestones, successes and crises and internal and external factors that had an influence on these changes. The staff were asked to identify about ten critical elements/capacities that their organisation

required to function well. These elements/capacities were subsequently scored by the staff for the period covered by the timeline, each time asking participants to explain why they proposed a certain score. The resulting pattern was analysed in group. The factors relating to the support of CD were discussed in particular.

The third day, the evaluation team focused on the outcome-level through group discussions with beneficiaries, interviews with local capacity builders, interviews with other stakeholders and, if possible, with other donors. The partnerships that were still active (ILRIG/FOS, ACAT/Broederlijk Delen, TCOE/Oxfam Solidarity) were also asked before the arrival of the evaluators, to apply the Most Significant Change (MSC) technique with their beneficiaries, and/or do a survey with their own beneficiary organisations (if this was more appropriate).

The 3-day schedule, described above, was adjusted each time to the specific context and availability of the organisations and their beneficiaries. As a consequence, for example, certain activities from day 3 were taken forward to day 1 for the ACAT visit and the participatory workshop of day 2 was switched with the activities on day 1 for TCOE. And finally, the specific situation of GARC, which ceased to exist in July 2009, made it impossible to do the full 3-day programme in the way it was conceived originally. The evaluation team had great difficulty in getting hold of the former programme team, the board, and other stakeholders. Also within Trias, the knowledge of what had happened in the last few years was limited because this programme was inherited from IVA[1] at the time it was decided to stop financing GARC. But once contacts were established in the field, we had a good representation and participation from the board, the operational manager, and two field workers. The activities were concentrated in two days. One full day workshop with the board and the former programme team, and a second day that focused on the target groups (a field visit) and an interview with an external stakeholder (departmental ministry officer).

However, all these changes did not compromise the overall quality of the data collection process as it was planned for in the evaluation methodology.

The other visits also went well, and the evaluation was professionally prepared by the partner organisations. The evaluation team had to spend some time in the beginning of each visit to clear out hanging issues and explain again the purpose and approach of the partner visits. Once this was cleared, there was a constructive participation in all the evaluation activities. Two partner organisations clearly indicated the relevance of the evaluation methodology for their own work.

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[1] Trias is the result of a merger of three Belgian NGO's (see further in the report).

2 Brief description of the political and social context of the country

Key Facts 2008/2009*

Population, total (millions)	49.3
Population growth (annual %)	1.07
Life expectancy at birth, total (years)	53.5 for Men; 57.2 for Women
GDP (current US$) (million)	276
GDP growth (annual %)	3.1
Inflation, consumer prices (annual %)	11.5
Unemployment, total (% of total work force)	23.6

Source   World Development Indicators 2008 and South Africa Official Statistics (September 2009)

South Africa of 2009 is a vibrant democracy in a developing context. Its socio-political environment has gone through major changes in the past 15 years and is still evolving. South Africa's 1994 transition from Apartheid to constitutional democracy has been a very meaningful political achievement.

Four elections were held since 1994; all were well managed and fair, with the press and the judiciary being free and unrestrained. The African National Congress (ANC) has won landslide victories in each democratic election held. In April 2009, the country held its fourth general elections; the ANC won the elections with a 65.9% majority, and Jacob Zuma was sworn in as President in May 2009. A new cabinet was announced reflective of the ANC-led Tripartite Alliance. This Alliance includes the ANC, the Congress of South African Trade Unions and the South African Communist Party.

South Africa is a country with extremes including income and wealth distribution. Robust economic growth in the post-apartheid period has enabled some decline in poverty. At the same time, inequality increased across race, gender and location. For example, inequality between racial groups as measured by the Gini coefficient rose from 0.64 to 0.69 in the period 1995-2005. Despite a 6% drop over the last six years, the country's unemployment rate remains very high (23.6%); skills levels are low and poor people have limited access to economic opportunities and basic services. Some of the government initiatives to meet these challenges as well as the targets agreed upon in the Millennium Development Goals (MDGs) have had some encouraging results. For example, the pro-poor reorientation of spending has contributed to improved social development indicators in a range of areas, including improved access to services, education and health. However, poverty levels remain very high, and issues such as access to land and the high prevalence of HIV/AIDS (17% of South Africans between the ages of 15 and 49 are living with HIV in 2009) are still major challenges. The government development strategy faces the combined challenges of accelerating growth and sharing its benefits, extending opportunities to all and improving the impact of public service delivery.

The first few years of the post-apartheid era were guided by the government Reconstruction and Development Programme (RDP), which aimed at addressing the injustices of apartheid. However, the programme was not well thought through; the state capacity to meet the objectives of welfare and popular demand and simultaneously create a competitive economy was overestimated. As a result, in 1996 the ANC-led

government's macro-economic strategy changed into the Growth Employment and Redistribution (GEAR), a drastic change in approach with mixed success, and with very limited civil society participation in the design and implementation.

Civil Society Organisations (CSOs) in South Africa are vibrant, diverse and active. They are defined as the institutions and organisations outside of government. This includes trade unions, consumer organisations, the formal and informal welfare sectors, non-governmental organisations (NGOs), community-based organisations and faith- based organisations. In 1997 the government introduced the Non-profit Organisations Act (amended in 2000), which aimed at providing an administrative and regulatory framework within which non-profit organisations can operate.

Prior to 1990, many CSOs have been extensively involved with development initiatives funded mainly through non-governmental and foreign agencies sources. Many were aligned with the ANC, then a banned liberation movement (through the United Democratic Front) and were united in their quest to overthrow the state and replace it with a democratically-elected government. After 1994, CSOs began to change their activities by pursuing citizens' aggregated interests through seeking to place them on government's agenda. Because of a weak opposition in Parliament post 1994, the ANC's former civil society allies have increasingly had to fill some of the void and lobby, oppose and criticise their former (and current) partners. Even those who had not aligned themselves with the ANC, deal now with a legitimate, representative government and these required new forms of engagement.

Civil society is largely perceived by government as an extension of its delivery capacity. CSO's role as an independent mechanism to challenge, contradict and influence policy has been largely overlooked. Some analysts, such as Steven Friedman (2002)[2] have put it more starkly and asserted that CSOs are becoming 'delivery intermediaries between the framers of social policy and those for whom it is intended.' This situation has, in part strengthened selected social movements.

Further, government has pursued an explicit strategy and formulated a public policy, plan and a fiscal framework that are targeting community structures directly. These frameworks envisage to enable the local sphere to support community empowerment including local councils who are subject to validation through regular access to free and fair elections. The planning process of the public sector is driven by Integrated Development Plans (IDPs) that are intended to be based on extensive consultation with communities. The country's medium term planning process plays out in all local government jurisdictions and affords the citizens an opportunity to influence the allocation of public resources to meet community needs. The formal structures of the local government ward committees in which ward councillors consult residents directly on their needs and development plans for the area are supporting government philosophy of direct development. Yet some of these functions and services are also claimed by civil society outside of these formal structures. This may lead to potential tension.

Still, this direct engagement of civil society with the state is seen by many as a form of political pluralism and social participation. This implies social and political tolerance and accommodation of diverse views; identifying interests, different needs and attending to them. In reality the implementation and the development impact of the program supported by these frameworks is lagging behind. Some of the explanations for this lack of impact could be the limited community education and participation in these programs as well as the limited capacity of the councillors involved.

Currently there are three main types of CSOs in South Africa, those that try to fit into programmes initiated by government, those that mobilise to confront government in order to affect change, and those who straddle in both worlds. The first group often comprises of the big and more established organisations that justify and support the actions and ideologies of the government. CSOs that fall into the second category often

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[2] Friedman S, 'Golden Dawn or White Flag? The state, civil society and social policy', Centre for Policy Studies, 2002; 14

play a watchdog role over state actions, spending and legislation. But they also lobby and make demands on the state for various aspects of public benefit. CSOs of the second and third category often oppose to what they see as further entrenchment of poverty and inequality amongst South Africans. They attribute this to the government policy – often its macro-economic policies which are largely based on the tenets of western framework advocating economic and trade liberalisation, limited state intervention in the economy and rationalisation of the public service. The CSOs who assumed the government watchdog role, are forcing the government to remain accountable to the citizens in general and their own membership in particular.

In the last few years, as a result of the socio-political changes in South Africa, the contexts in which the CSOs operate have changed. This has broadened their scope of operation, their engagement with government and their funding models. Many have adjusted their operational models and modes of engagement accordingly. Yet a number of CSOs still tend to confine their demand-making tactics to the limited strategies that were available to progressive organisations during the Apartheid era. Many fail to take full advantage of the additional channels of influence now available and employ them selectively depending on the situation or even employ these methods simultaneously.

From the financial perspective, many international donors felt that the role of CSOs would be limited now that there was a legitimate government in place. They also felt that their funding was better placed in the hands of the new legitimate government, who needed all the assistance it could get and was best placed to channel the money to areas of need. This erosion of funding has limited the time and capacity available to many CSOs, and several had to close in the end of 1990s.

3 Assessment of partnership ILRIG - FOS

ILRIG was founded in 1983 as a labour service organisation dedicated to research, education, training, and production of popular materials in the interests of then advancing unions and workers power. ILRIG has generally focused on international labour, economic and political issues in the context of contributing to solidarity amongst workers across the globe. In more recent years ILRIG's overall focus has shifted to the process of globalisation, with a number of projects linked to contributing to a working class critique of the free market and the exploration of alternatives. ILRIG's constituency has also changed in recent years with its orientation now jointly towards the emerging social movements and the trade unions, with a view to facilitating greater unity between these two initiatives. ILRIG's relations with these formations take various degrees of duration – from continued involvement in research and education activities around globalisation with some of the trade unions to educational activities and research with the emerging movements (for example, through the annual Globalisation School (1 week). FOS has supported ILRIG since 1998 in many of the activities ILRIG developed over the years.

Partnership	ILRIG (partner of FOS)	International Labour Research and Information Group	
Region and country	Cape (South Africa)	Context	Urban
Type partner	Service delivery	Number of paid staff	14 (2009)
Sector	Government and civil society		
Target group	Direct: labour unions and social movements; indirect: workers		
Other donors	8 donors: steel workers' humanity fund, EED, Entraide et Fraternité, RLS, …		
Duration of partnership	1998 – ongoing	Financing/year (source: FOS)	About 70.000 EUR
Percentage of CD in total budget of NGO	10-15%	% in budget partner	2003: 40% 2008: 19%
Objectives of CD	Mainly implicit for CD of ILRIG Explicit for target organisations of ILRIG		
Forms of support	Mostly: partner organises own processes of CD To a lesser degree: linking with other FOS partners and with networks		
Activities with regard to CD	Organisation of exchanges between FOS partners, and field visits by FOS representatives, participation to networks		
Strategy of supporting CD	Route 6: organisation of own CD Route 4: peer-to-peer exchanges Route 3: linking-up with networks, coalitions Route 1: interaction with FOS representatives		

3.1 EQ3: To what extent are policy principles and strategic choices regarding capacity development in partnerships applied to the interventions and cooperation with the partners?

JC-3.1 The partner policy of the NNGOs is based on a professional identification-selection process of partners

The cooperation between FOS and ILRIG started about 10 years ago (1998). ILRIG was linked with FOS through existing contacts between ILRIG and Mensenbroeders (and 11.11.11). FOS also referred to the role of ABVV (the Belgian socialist labour union) and their work with COSATU, which facilitated contacts with ILRIG. Although, the initial selection process and criteria could not be identified, it is clear that ILRIG was seen by FOS as an interesting service provider for FOS's final target group (labour unions).

For the programme period 2003-2007, the cooperation with ILRIG was continued because of the relevance of their work in view of FOS's aims. Additionally, FOS referred to the fact that ILRIG was renewing its focus by looking at alternative models for socio-economic development. For the 2008-2010 programme, the selection process was not documented in detail,[3] but took place through a number of consultative steps:
- FOS determined the key strategies for their 2008-2010 programme;
- in a joint meeting with all the partners in South-Africa, an analysis was done of the various partners in view of those new FOS strategies, looking at relevance, sustainability, efficiency, effectiveness, impact;
- some existing partners/initiatives were not continued (agricultural organisations and regional network on HIV-AIDS prevention in the mining sector) because they did not fit in the strategy;
- the selection of partners was then discussed in the Regional consultation (Regionaal Beraad): annual meeting and later on in the General Consultation: (meeting with all FOS partners every 2 years).

ILRIG also confirmed that FOS is involving its partner in the strategic choices for the programmes (themes, approach, partners), although the final choice is clearly with FOS.

There is no fixed duration or trajectory for the partnership between FOS and ILRIG, and therefore it is unclear how long the partnership might continue. ILRIG is assuming that FOS will continue to fund them because of the good productive working relationships. It are the funding periods of DGOS that determine and are used to review the position of ILRIG, in combination with the annual financial and narrative reporting. Because of the positive appreciation by FOS, the position of ILRIG is not questioned, however, for future programmes the modalities of the cooperation might change (see further). There is no clear exit strategy to anticipate for a departure of FOS at some stage.

FOS does not engage in any systematic analysis of ILRIG's capacity needs in the beginning of funding periods. The actual strengthening of ILRIG as an organisation is only a small part of the cooperation with ILRIG.

JC-3.2 The NNGO contributes to processes of capacity development with the partners in a relevant way

As indicated earlier, ILRIG is seen by FOS mainly as a CD provider, rather than as a receiver of CD. CD in the ILRIG-FOS partnership referred largely to the activities that ILRIG does with its constituencies, and also to the CD role of ILRIG towards other FOS partners in the region. As such, the CD strategies towards ILRIG were rather implicit, and

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3   Only for the selection of new partners, a systematic and detailed analysis of the socio-economic situation is done and documented by FOS since 2008.

CD activities covered only about 5-10% of the budget. The FOS approach towards CD of ILRIG was characterised by the following elements:
- flexible and long-term funding: FOS values the intrinsic value of strong civil society organisations in the South, and therefore provides a rather flexible funding modality (perceived as core-funding by ILRIG);
- hands-off approach: FOS sees its relationship with ILRIG as political and wants to avoid mixing itself with internal issues of ILRIG;
- ILRIG is seen as a strong and mature organisation with sufficient capacity in various domains, and therefore with limited CD needs.

From their side, ILRIG also did not really see the relationship with FOS so much in terms of its potential to capacitate itself. It has been developing its own strategic plans and defining its own CD needs. When it wanted to have some of its CD needs financed by FOS, it requested FOS to do so. So, for example, networking and exchange activities organised by FOS were perceived to be important by ILRIG, but were initially not really seen as CD events.

> **Labour unions as partners or a service provider as partner?**
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> For the recent programme period, there was some discussion about how ILRIG could best be included in the FOS programme. It was decided to continue to fund ILRIG directly and not to go via the labour unions, because (1) it is felt by FOS that its budgets are too small to start up a meaningful direct partnership with a large labour union, like COSATU, and (2) because labour unions in South Africa have a close relationship with political structures in the government, there is a need for organisations like ILRIG to bring in a more critical voice, and (3) because ILRIG is also including new social movements in its work.

FOS is providing what it describes as 'core funding' to ILRIG. This modality was appreciated strongly by ILRIG[4] because most other donors are obliging them to use their funding for pre-determined programme objectives and activities. However, the modality of FOS is not pure core-funding in the sense that the log frames (since 2003) clearly indicate a number objectives and indicators. FOS indicated that it is under pressure of new DGOS regulations to plan and proof results in a more detailed way, and that they might have to stop core-funding in the future. ILRIG was worried about this development.

There was no coordination between the 8 donors of ILRIG with regards to their CD strategies or activities. Contacts with other donors were very much ad-hoc and organised by ILRIG, for example during the general assembly of ILRIG. There was no systematic review of the support of other donors by FOS, and this was attributed to time constraints, and the difficulty of synchronising procedures. Interestingly, ILRIG clearly stated that it does not really want their donors to coordinate their activities. They are worried that this will bring bureaucracy and that will result in 'gate keeping'.[5] So, ILRIG preferred to take the administrative burden of reporting differently to 8 different donors, because it 'prefers the diversity over uniformity'. ILRIG would not accept if one of their donors would start coordinating with their other donors[6] without involving them.

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4 ILRIG describes core funding as precious for an organisation as 'gold dust'.

5 The director refers to the EU initiative to coordinate all NGO support in a single modality, managed by a single agency. According to ILRIG, the result was disastrous, and the funding disappeared in all sorts of intermediary structures.

6 An example of an attempt to coordinate donor activities is ANSA: for the ANSA regional cooperation, there are annual meetings with the donors. FOS sees this as a positive attempt to have more donor coordination. ILRIG is more critical about ANSA and perceives it partly as a solution looking for a problem, one which then still has to be sold to the constituencies. They repeat that all solutions should come from specific demands from the constituencies and should not be supply led.

Generally, ILRIG was positive about the interaction with FOS, and FOS's contribution to its internal development. The perceptions differ on how the CD role of FOS evolved over time. FOS perceived the organisational capacity of ILRIG to be limited for the programme periods 1998-2002, and partly for 2003-2007, because of staff turn-over and the limited formalisation of procedures, … At that stage, the regional FOS representative and people from FOS in Belgium were guiding/advising ILRIG in an informal way. On the other hand, the current ILRIG director felt that the relationship with FOS involved more exchanges about content and the capacity needs, for example on issues around gender and decent work, at this stage than before 2007 when it was perceived to be more of an administrative and financial relationship.

The approach of FOS is somewhere between hands-off (no specific CD objectives, little steering by FOS) and hands-on (linking FOS partners in the region, facilitating the participation to international networks). The majority of the CD strategies of FOS were focused on route 1 (informal interaction by the FOS-regional coordinator, partner meetings), route 4 (South-South exchange), and route 3 (via networks and/or coalitions). These CD strategies (see table 1) can be argued to be relevant and appropriate in the context of ILRIG, but the overall approach can not really be described as systematic, neither is it based on an in-depth analysis of the specific needs of ILRIG and the role the partnership can play to formulate answers to those needs. More details and analysis can be found under JC 5.1 and 5.2.

Table 1   Frequency and type of CD strategies organised in the ILRIG/FOS partnership

	Route 1	Route 2	Route 3	Route 4	Route 5	Route 6
Frequency (from `` to ***)	**	*	**	**	*(*)	**
Type	FOS asks ILRIG to do research about EPA's Participation to FOS activities in Belgium Belgian intern improves publication database management FOS SA en FOS Belgium interact with ILRIG		Conferences, forums, networks	Partner meetings with other FOS partners	Coprogram training on sustainability, and RBM	Own CD-activities: Globalisation school, review & evaluation activities

Important external developments affecting CD in ILRIG in the period 1998-2008 related to:
- the challenge to find funding due to the fact that donor agencies were leaving SA in end of the 1990's;
- the process of labour unions entering into complex relationships with political parties in 1990's, creating dilemma's for union support institutes like ILRIG;
- the decline in traditional labour contracts, more outsourcing and insecure jobs, … and growing importance of informal economy making the labour unions less relevant. At the same time, the engagement of ILRIG with the growing number of new social movements, which was questioning the initial mission of ILRIG.

Although the main focus of this evaluation was on the CD activities towards IRLIG, because of the important role of ILRIG as a CD provider, time was taken to examine the CD activities from ILRIG towards its constituencies (see box).

ILRIG's approach towards capacity development of its target groups

ILRIG's strategies to develop the capacity of its constituencies have grown over the long history of the organisation and seemed to be comprehensive and shared amongst ILRIG's staff (although not documented in any systematic way). Important principles of ILRIG's approach to

- capacitating constituencies by framing their problems in an international perspective through publications & education;
- developing different kind of relationships between long-term constituencies and ad-hoc constituencies;
- responding to specific demands of social movements in real time (no systematic and ongoing follow-up);
- using educational methodologies that are inspired by adult learning theories and that have been tested and fine-tuned over time;
- Avoiding to provide support services (organisational development, ...) that are not within ILRIG's core-business, and avoiding forms of direct funding that might create dependency of social movements (and in this way also avoiding to replace state functions).

Although, ILRIG has built-up a strong reputation and its constituencies were generally positive of it products and outputs, it did not develop any follow-up or M&E system that goes beyond documenting its activities and some output-level data (evaluation of individual workshops, informal feedback, ...). ILRIG did have annual internal evaluation workshops, for which key stakeholders were also invited. These were important learning moments, which also provided insights into the performance. However, this was not complemented with systematic assessments of the CD of the constituencies, or following up on the impact of publications.

JC-3.3 The NNGO has the necessary resources and capacities to support the processes of capacity development

The budgets for CD of ILRIG were limited, but this was not perceived as a problem by FOS or ILRIG. FOS is especially appreciated for their international and Belgian networks, their experiences with the labour movements in different contexts, and around specific issues such as gender. FOS does not have the capacity to support ILRIG in more technical areas, such as research, organisational development, … It is important to mention here that FOS does not have the ambition to become an expert in CD. Their relationship with their partners is described as rather 'political' in nature, and since the partners are already mature organisations (a choice by FOS) and are generally working well, FOS does not want to do complex organisational capacity assessments and develop a lot of activities with regards to CD. One exception is on gender, where they have attracted an expert to support their partners. The evaluation team had the impression that FOS could play a more important and supportive role in support of CD in ILRIG, but this would require a sharper focus in CD strategies, pooling of resources and expertise.

3.2 EQ4: How is the management of the partner relation developed and how are the processes of capacity development followed up?

JC-4.1 Sound management of the partnership relation

The partnership between FOS and ILRIG is well managed and is based on shared values and worldviews (about the rights of workers, globalisation, decent work, ...), equality, and mutual respect. The partnership is one of *visionary patronage* with elements of *mutual governance* (in the typology of Leach[7]). FOS is a *institutional supporter*[8] of ILRIG and provides flexible funds (with characteristics of core-funding).

The partnership documents (including the agreement) provided clear references to the objectives and the added value of the partnership. More recently, the agreement also

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7   Leach distinguishes between 6 organisational types of partnerships, depending on the relationship between the NNGO and the partner: i. Contracting, ii. Dependent franchising, iii. Spin-off NGO's, iv. Visionary patronage, v. Collaborative operations, vi. Mutual governance.

8   Typology of Fowler: institutional supporter: focus on the partner's capacity and efficiency.

contains a section (article 11), where explicit reference is made to the commitment of FOS to strengthen the partner organisation. It refers to support and guidance by FOS staff working for the FOS regional Office in South Africa, in terms of technical and methodological input, formulation of regional strategic objectives, guiding the project cycle/PME systems, representation to other actors, strengthening networks and alliances. The consultation and communication systems are perceived to be adequate, with formal meetings 2 to 3 times per year, and informal communication by both parties on ad-hoc basis. There are no specific conflict resolution procedures, but the regular exchange with the regional office and head office is critical and open to discuss more sensitive issues.

Table 2 describes the agenda-setting and decision making in the partnership. Contrary to the practices of the other partnerships in the sample, FOS is involving their partners in the design of the FOS strategies at country level, and the selection of partners at country level.

Table 2   Agenda-setting and decision making in the partnership

Non-negotiable and fixed by FOS	Determined by ILRIG (reviewed by FOS)	Determined by FOS (reviewed by ILRIG)
Size and period of funding Frequency and format of annual reports (financial and narrative)	Theme, target group, strategy, planning, M&E (example: inclusion of social movements since 2003)	Selection of partners and country strategy at country level Core-funding as modality Partnership policy between FOS and ILRIG

JC-4.2 Sound management of the support to capacity development as part of the partnership relation

CD processes were mainly initiated and steered by ILRIG, but have been open for inputs by FOS through the informal dialogue during the field visits. There was some reciprocity in this relationship, since ILRIG also contributed to FOS discussions, debates and understanding in the North. There was no clear-cut division of tasks and responsibilities in planning CD activities. In most cases, ILRIG formulated proposals for CD activities when they were submitting their annual planning. FOS then checked the feasibility and relevance in view of FOS strategies. Sometimes, FOS proposes certain CD interventions.

The M&E procedures focused mainly on the progress of indicators as required for the DGOS formats, which tend to focus on activities and products. There was limited attention for more process-oriented information. This last part was only discussed during field visits and partner meetings. The administrative load to do M&E for FOS is perceived to be reasonable, although there were fears that it would increase in the future.

JC-4.3 Both partners address 'learning in the organisation'

There was only limited communication or reporting about lessons learnt or other experiences with CD in the partnership. When these issues were discussed, it was more informally during field visits. At a more global level (not specific for ILRIG), FOS took a number of steps in this area in the last few years:
– development of an internal conceptual note about CD (2005);
– evaluations on CD processes in FOS (2003-2007);
– FOS introduced a typology to examine CD processes (organisation capacity, developmental capacity, and networking capacity) in the new planning framework with their partners;
– there are were plans to include the theme in the annual consultations in Brussels in January 2010.

Staff turnover has been rather low for ILRIG and moderate for FOS, and it did not seem to hinder attempts to systematise learning on CD (see table 3).

Table 3   Staff turn-over at ILRIG and FOS in the period 2004-2008

	ILRIG		FOS	
	Nr of staff	Nr of staff leaving	Nr of progr staff (all programmes)	Nr of progr staff leaving
2004	8	1		
2005	8	2	5	1
2006	8	2	5	1
2007	13	1	5	2
2008	13	0	5	1

3.3 EQ5: What changes can be determined regarding the capacity of the partner organisations?

JC-5.1 There are indications for the partners' development of the capacities

There were no specific objectives with regards to CD of ILRIG. Over the period of the partnership, many of the key capacities of the organisation have grown.

Core capacity 1: to commit and engage[9]

ILRIG staff, management and the board were clearly driven by a strong conviction about the structural change they were trying to achieve in society. There was confidence about the role ILRIG could play in civil society. There was also volition and motivation to contribute to improving labour and socio-economic rights of workers and social movements.

Core capacity 2: to carry out technical, service-delivery & logistical tasks

ILRIG delivered also on many of its development objectives, which was witnessed by the wide range of publications, by the number of unions and social movements that continued to approach ILRIG for support, and by the positive references of external stakeholders to the quality of ILRIG outputs. ILRIG also developed the capacity to attract and retain committed and multi-skilled researchers. Some questions were raised about the lack of processes within ILRIG to follow-up on service delivery and ask structured feedback from stakeholders and beneficiaries.

Core capacity 3: to relate and attract resources & support

The capacity to attract resources and support was visible in the diversity of donors (8) that ILRIG has built up in the last few years. The contribution of FOS was still relatively large (25%) and strategically important because it was a flexible funding modality, but the relative size has decreased with the arrival of other donors over time, which is positive. The organisation also demonstrated diverse and appropriate networking strategies, both with the constituencies, as at the national and international level. ILRIG has drawn clear boundaries for the kind of services it wants to support and which not.

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9   The formulation of the 5 core capacities in this report is in tune with those in the overal end report, but differs slightly from the documentary phase. This is because ECDPM made minor changes to the definitions in the final version of its study, which could only be incorporated in the final reports of this evaluation.

This is justified from a coherence and specialisation perspective. On the other hand, it would bring a strong added value, if IRLIG would strengthen its capacity to link the social movements it is currently supporting with other support structures (outside ILRIG) to address other CD needs of the movements. Finally, the administrative load of managing many donor contracts could decrease if it could find ways of making donors agree on certain reporting formats and programme planning processes, without creating a problem around gate keeping or too much centralisation of power on the donor side.

<u>Core capacity 4: to adapt and self-renew</u>

ILRIG showed critical reflection capacities which were leading in a number of cases to changed practices, for example on the inclusion of new social movements and by addressing the challenge to develop and promote alternative development models.

<u>Core capacity 5: to balance coherence and diversity</u>

Finally, both internal and external stakeholders saw consistency between the vision of the organisation, its strategies and activities, and the interaction with the constituencies. ILRIG has been entering into new fields and has made serious changes in the type of groups it works with, but this has not decreased the overall coherence in its work. ILRIG management was quite clear about where it sees the boundaries of its current mandate and did not want to venture into areas that were too far away from its core-business.

It required extensive probing at various stages to identify those activities organised in the FOS-ILRIG partnership that potentially contributed to ILRIG's growth. All in all, CD of ILRIG has not been very central or explicit in the partnership. At the same time, interesting examples of more implicit CD strategies could be identified. In this case, CD was not necessarily a deliberate objective, for example. FOS asking ILRIG to do research in a new area, or linking ILRIG to the international networks of FOS, but these activities resulted in important CD. Table 4 provides an overview of the CD activities in the FOS-ILRIG partnership and an appreciation of their impact.

Table 4 CD strategies with positive contribution and with limited contribution in the ILRIG/FOS partnership

CD strategies with positive contribution	CD strategies with limited contribution
Route 1: FOS asking ILRIG to do a research on EPA's and present results on international forum made ILRIG develop a new core theme and gave confidence to contribute to international debates	Route 5: Coprogram training on financial sustainability and RBM: the topic and approach did not contribute to CD of ILRIG
Route 5: Participation to FOS activities in Belgium and other countries brought new insights and provided international networking opportunities	Route 4: Partner meetings with other FOS partners: these were relevant for networking, but most often not for CD of ILRIG
Route 1: Belgian internship contributed to an improved management of publication database	Route 5: networking opportunities with significant FOS partners in South America was missing
Route 1: Visits of regional coordinator and HQ rep of FOS contributed to some degree to reflection about the strategies and role of ILRIG (critical dialogue, sound board, topics of gender/health)	
Route 1: At a very practical level, FOS funds have made it possible to attract additional research staff which has strengthened the capacity of FOS	

JC-5.2 The results of the partner's capacity development are long-lasting

The processes of CD were initiated by ILRIG and therefore responded to endogenous processes within the organisation. ILRIG has over time also budgeted explicitly for CD

and organised on a regular basis internal evaluation workshop and reflection activities, which included discussions about internal CD. Some of the other donors were also investing in CD processes. ILRIG had a balanced portfolio of donors and was not only dependent on the cooperation with the Belgian NGO. In addition, although the total funding of FOS remained stable in the last few years, the relative weight of it decreased to healthy levels (table 5).

Table 5 Relative weight of the financial contribution of FOS (average of 70 000 eur/year) to ILRIG's total budget (in %)

	2004	2005	2006	2007	2008
FOS's contribution to ILRIG	30	23	24	28	19

There has been no exit-strategy planning for the partnership. Although FOS is explaining this by the fact that the partnership is still ongoing and that there are no plans to stop the cooperation, it does mean that the duration of FOS's engagement is undetermined, which also hinders to bring a long-term focus in CD support of FOS.

3.4 EQ6: To what extent is the partner organisation better able to realise its development objectives (output and outcome level)?

JC-6.1 Changes regarding the partner's outputs as a result of processes of capacity development

Over its long history, ILRIG has never been in very serious institutional or financial problems. Although, there have been periods that funding was decreasing (in the years before 2004) or that major institutional changes took place (breaking its institutional ties with the university, changing its constitution), ILRIG always managed to preserve critical capacity and continued to produce relevant outputs. In this way, ILRIG developed a reputation as an independent, research-oriented think thank for various issues relating to workers, work context and unions, youth, women, and social movements in South Africa, and linking these with regional and global development problems. Since 2003, ILRIG has been growing steadily and the outputs have grown quantitatively and qualitatively, which can be witnessed in various ways.

A large number of the constituency organisations (11 social movements and 4 labour unions) were asked to complete a survey, with a number of closed questions (scoring the quality of the services) and a number of open questions about the impact of those services on their work (see 6.2). The survey was completed by one person for each organisation. A selection of these organisations were also interviewed during the mission.

Figure 1 shows the result of the scoring of the quality of the services of ILRIG (with 1=very low, 5=very high). Respondents were asked to score each time the situation at the start of the cooperation, and secondly the situation in September 2009.

ILRIG was receiving positive scores on most of the criteria. The quality, relevance, participation of constituencies, and impact were all scored positively. The score of 3,5 for the follow-up of the services is the lowest. The scores were slightly higher at the start of the cooperation (start date was different for all organisations) than was the case in September 2009. In the interview two reasons were put forward. Some of the labour union respondents referred to the fact that the inclusion of new social movements has had consequences for the depth of the engagement of ILRIG with the unions. Secondly, there were some remarks about the follow-up of the services from some of the social movements, in the sense they felt that ILRIG was not supporting them sufficiently in the next stage of their development (organisational development, …).
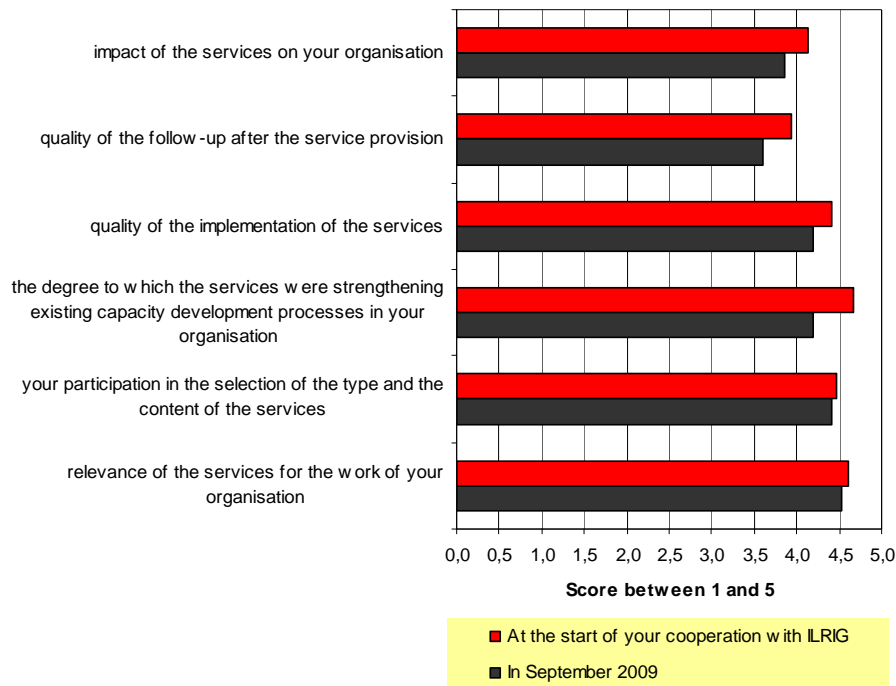
Figure 1 Scoring of the services by ILRIG by 15 constituency organisations (1=very low, 5=very high)

In addition, the following issues can be highlighted with regards to the outputs of ILRIG for the period 1998-2008:
- the number of research areas broadened, including new social movements, EPA, gender issues, …;
- the educational programmes diversified, including the steady growth of the Globalization school;
- the number of publications increased & diversified, with emphasis on relevance & responsiveness;
- new target groups (social movements) were identified and supported;
- there has been a continuous flexibility in responding to partners' needs and engaging in debates that pop-up locally or internationally;
- ILRIG entered into new partnerships in SA, the continent and internationally;
- ILRIG also engaged to some extent in CD of other FOS partners in the region.

The evaluation findings do not allow to make causal claims about the link between the growing output and the improvement of certain capacities. However, it is clear from the survey and the interviews that certain improvements in de outputs were related to certain strategic choices and internal CD processes.

JC-6.2 The support to processes of capacity development has influenced the outcome of the partner organisation – changes on the level of the ultimate Beneficiaries

For this evaluation criterium, only indications of effects and impact can be presented because of the lack of existing impact data, and the complexity of collecting in the course of a 3 day visit. The following elements can be brought forward:
- in the survey and in the interviews several examples were provided of the impact of the research and education on the work of unions & its members, for example:
  - leading to individual growth of leaders, motivation & knowledge;
  - feeding national debates on worker's rights or on social movements;

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- the tools and specific knowledge were useful to improve the effectiveness of the constituency organisations.
- there were examples of the empowerment of social movements (and especially of women organisations) without creating dependency:
  - strengthening their capacity to work with communities, providing rationale;
  - improving the sustainability of the movements;
  - providing confidence and recognition;
  - helping them with linking and networking.

In the case of ILRIG no MSC[10] stories were collected.

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10 Most Significant Change: see methodological section.

4 Assessment of partnership ACAT – Broederlijk Delen (BD)

Africa Co-operative Action Trust (ACAT) KwaZulu-Natal is part of the broader ACAT organization with other branches in the Eastern Cape and Swaziland. ACAT was established in 1979 to help destitute rural people improve their livelihoods and quality of life. It started working with savings clubs based on a model from Zimbabwe. By the end of 1990s, the organization restructured its way of working and brought it in line with the changing views and context. Three specific strategies were developed: Sustainable Agriculture Program (SAP), Entrepreneurial Development Program and the Adult Basic Education and Training Program. Later on their approach was integrated into a Sustainable/Integrated Livelihoods Approach (ILA).[11] Broederlijk Delen supports ACAT since 1995 and the Sustainable Agriculture component since 1999. The purpose of this programme is to use sustainable agriculture as a means to enable disadvantaged small farmers to overcome poverty in a sustainable way, and for them to influence and assist others to do the same. It involves (1) promoting and teaching sustainable agricultural practices, (2) applying specific development principles (equipping the groups, home visits, savings, community volunteers, business skills, ...), and (3) considering the context, needs and problems facing small rural farmers which include past, present and future circumstances. By the end of 2008 the programme claimed to be reaching out to a total of 4 595 farmers divided in 237 farmer groups of 5.

Partnership	ACAT (partner of Broederlijk Delen)	Africa Co-operative Action Trust	
Region and Country	Kwazulu Natal (South Africa)	*Context*	Rural
Type partner	Service delivery	*Number of staff*	34
Sector	Agriculture and animal husbandry		
Target group	Farmers / small entrepreneurs		
Other donors	14-16 donors: Misereor (D); Kerk en Actie (Nl); Youth Development Network (ZA), Kindernothilfe (D), Ford Foundation (USA), Old Mutual (ZA), Anglo American Foundation (ZA), First Rand (ZA), Tear (Nl), Tear Fund (UK), EED (D), Hilfe für Bruder (D), Helwell Trust (UK), ...		
Duration of partnership	1995-ongoing	*Financing/year*	About 90.000 eur
Percentage of CD in total budget of NGO	Small (5 to 10%)	*% in budget partner*	Between 6% and 11%
Objectives of CD	Implicit, stimulating cooperation with local authorities Explicit for CD of ACAT's target groups		

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11 A livelihood comprises the essential capabilities, assets (stores, resources, claims and access) and activities required for living. It is sustainable if it can cope with and recover from stress and shocks, maintain or enhance its capabilities and assets, provide sustainable livelihood opportunities for the next generation; and if it contributes net benefits to other livelihoods at the local and global levels and in the short and long term (Chambers, 2001).

Forms of support	Mostly: partner organises own processes of capacity development;
	To a lesser degree: linking with other BD partners and with networks
Activities with regard to CD	Organisation of exchanges between BD partners; partner meetings;
	Participation to networks; Visits by regional BD coordinator
Strategy of supporting CD	Route 6: organisation of own capacity development
	Route 4: peer-to-peer exchanges, partner meetings
	Route 3: linking-up with networks

4.1 EQ3: To what extent are policy principles and strategic choices regarding capacity development in partnerships applied to the interventions and cooperation with the partners?

JC-3.1 The partner policy of the NNGOs is based on a professional identification-selection process of partners

ACAT is one of the 10 partners of Broederlijk Delen (BD) in the Kwazulu Natal area in South Africa (BD has 8 more partners in the Northern Cape province). BD started the partnership with ACAT in 1995 on its own means and from 1998 with co-financing from DGOS. The conditions of the start of the partnership are not fully clear. BD was referring to contacts facilitated by Diakonia (network of Daikonia Council of Churches which consists of various Christian churches), while ACAT indicated it approached BD itself. At the time, no explicit criteria or procedures were used, and no systematic socio-political analysis was done for the partner selection at that time. Recent funding applications for DGOS contained an analysis of the context of civil society in South Africa, and described in general terms the position of their partners, but this analysis was limited in depth and scope.

In the last two programme periods (2003-2007 and 2008-2010), ACAT was chosen because it shared the same agenda as BD with regards to sustainable rural development and community development. BD perceives ACAT as a mature organisation with a strong intervention strategy and good organisational capacity, and it was labelled as the strongest partner of BD in South Africa. With regards to their technical capacities, ACAT served as a model partner for other partnerships in South-Africa and beyond. As faith-based organisation that does not belong to church structures, ACAT was also fitting well in general BD policies and practices. Although the partnership will end in its current form by 2011 (see further), there were some reflections within BD at the time of the evaluation whether ACAT could become a partner but then at the regional level to train other BD partners and target groups. The decision seemed unresolved. Positive was the strength and experience of ACAT in acting as CD provider for other organisations, but BD also felt that ACAT was not playing its political role sufficiently, therefore limiting its impact at policy level. This was perceived as a missed opportunity, especially because of the new policies under the Zuma government, which is making rural development one of its main strategies (one family one garden). In addition, there were some reservations within BD about the centrality of faith in the discourse and activities of ACAT (see further).

BD did not have fixed policies on the duration of its partnerships.[12] In the preparation phase of new DGOS programme periods, it is generally decided if partners will be

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12 More recently, BD indicated that it will work towards partnerships of 12 years (with some flexibility depending on the specific context.

continued or not. BD decided in the beginning of 2009 that it would be phasing out from South Africa by 2011.[13]

This is an old partnership and in the mid 1990s, CD was not really an issue in the work of BD. There has been an evolution in the way CD needs are been identified and delivered by BD in South Africa (see JC-3.2).

JC-3.2 The NNGO contributes to processes of capacity development with the partners in a relevant way

Before analysing the details of the CD support from BD, two important issues should be pointed out. First, ACAT is mainly seen by BD as a CD provider, rather than in need of being capacitated itself. Secondly, ACAT has been mainly initiating and steering its own CD processes, sometimes influenced and supported by outside donors, but the ownership and control was clearly located within ACAT.

At the same time, ACAT has been benefiting since 1999 from a range of CD activities organised in the framework of the BD partnership. These activities were the result of ongoing consultations and informal exchanges, rather than based on capacity assessments. They were also not framed in a broader or long-term explicit CD strategy. Generally, the approach of BD can be described as hands-off, avoiding any direct steering in what is perceived to be the internal kitchen of its partner. Some of its downstream CD support (on operational issues, such as PCM and financial reporting) has been rather hands-on (through partner meetings, partner exchanges, and training). The hands-off approach contained both supply-driven and more demand-driven interventions. The more explicit CD strategies by BD have been more supply-driven, which translated itself in technical support for the implementation capacity of ACAT (especially before 2008). In that period, the regional BD coordinator organised a number of training programmes on themes that were identified as important by BD HQ, for example on:
− facilitation of large groups: Open Space technology and Appreciative enquiry (both are methods to reflect, organise and plan with large groups of people;
− coping with trauma: CAPACITAR for women groups (this a specific approach to counsel women who have been the victim of traumatic events);
− conflict management in CSO's/NGO's.

More recently, the strategy at the operational level is more demand-driven and is focused on stimulating exchanges between partners and to work with the partners clustered around certain themes (food security, …). The topics for CD should be identified during interactions between BD partners in South Africa or from the region. BD indicates that it is not really a structured process, but more of an informal approach geared towards cooperation:

(1) BD is organising exchange activities between partners: sometimes partners see examples of alternative ways of doing things during those exchanges, and ask for CD support in those areas.

(2) In the framework of the evolution towards a programmatic approach, BD has clustered their partners around certain themes (eg. food security). During the 2008 exchange the BD partners were asked to reflect how they could cooperate or learn from each other. They proposed to exchange staff for 3 or 4 weeks to share good practices with each other.[14] These activities are afterwards followed-up by the BD regional office.

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13 BD is under pressure from the back-donor (DGOS) to reduce the number of countries that it is working in, and with South Africa being a middle-income country the choice seemed obvious.

14 This was planned to take of in 2009 between ACAT and AFRA around the theme of moving from an agenda on landrights to rural development (sustainable agriculture). The AFRA director wanted to move his organisation in the direction of ACAT, but this was later on resisted by his own board and he was dismissed. Therefore, the exchange idea has been postponed. This is an example of how CD can be a very political process with power shifting dimensions.

An example of this can be found in the multi-annual plan 2008-2010, where reference is made to CD exchanges between BD partners in SA within the framework of the '*sustainable community investment programme' (SCIP)*. Although this activity was agreed upon during partner exchanges, it is unclear how much BD was actually driving the idea. ACAT argued that SCIP has not worked for them because it was set up too ambitiously and was perceived to be too complex.

Much less explicit in planning documents or in reports, are the CD activities that evolved from more informal exchanges between BD and ACAT during field visits and so on. Some of these implicit CD activities, that were set-up as technical exchanges (downstream CD support)**,** had an important influence on ACAT's way of work, especially in the period 2003 (workshop on sustainable livelihoods approach-SLA) and 2006 (exchanges with BD partner in Tanzania). The SLA workshop challenged ACAT in developing a more holistic vision on rural development, and the second one (Tanzania exchanges) in bringing in the sustainable agricultural dimension. More recently, BD has also been trying to convince ACAT to develop a stronger political component to its work, but up to now ACAT has indicated it did not have the ambition to venture in this area. All in all, these type of CD activities seemed to be depending on the personality and background of the BD officers, and were not structured or supported at an organisational level.

From the joint analysis of the timeline of ACAT and the development of internal capacity, it became clear that ACAT has used reflection workshops and internal evaluations to renew its approach and way of working (route 6 in table 6). These were internally initiated processes, which brought about new views on the technical aspect of its work, but also strengthened the conviction at the time within ACAT's management that the faith component had to become more central in the every day's work.

In general terms, CD support from BD focused on route 1, for example through regular interactions with BD officials (almost monthly since 2008), but also, interestingly, by using ACAT as a CD provider. These last range of activities triggered ACAT to systematise and document its own approach, and the recognition by BD also gave confidence to share ACAT's approach with the outside world. Route 2 and route 4 were the explicit CD strategy up to 2007, afterwards the focus was mainly on route 4 and especially on exchanges between BD partners. As indicated, some of the most successful CD activities for ACAT were the exchanges with a similar organisation in Tanzania in 2006 (route 4). These were organised in the form of field visits and the expertise of the Tanzanian organisation on sustainable agriculture came at the right time for ACAT. In comparison with other Belgian NGO's in the SA-evaluation, BD has not been using route 3 (CD through connecting partners to networks and coalitions) systematically as a strategy in the case of ACAT, partly because ACAT did not have the ambition to develop a lobby and advocacy component to its work.

Table 6   Frequency and type of CD strategies organised in the BD-ACAT partnership

	Route 1	Route 2	Route 3	Route 4	Route 5	Route 6
Frequency (from `` to ***)	***	**		**		***
Type	Interaction with BD officials in SA & Belgium Using ACAT as CD provider	Training on Open Space method, Training on agricultural topics		Exchanges with field visits Workshop on ILA		Own CD activities by ACAT: review & evaluation activities

Important internal and external factors influencing CD in ACAT were related to the funding environment and the struggle to find funding for the growing ambitions. In addition, ACAT has also been affected by staff turnover. This was perceived to be

especially problematic in those situations where well-trained staff members were leaving quite soon after a long period of staff development was completed. This happened mostly for black senior staff and for extension workers, who in this way could upgrade their salaries and move out the rural areas by moving to government or to international donor agencies.

ACAT has more than 16 donors, but there was no coordination or systematic contacts between them.[15] BD was not really aware what type of activities other donors were funding, and did not harmonise reporting requirements with them. Contacts with other donors are normally limited to those situations when there are serious problems with a given partner, which has not been the case for ACAT. BD indicated being in favour of more harmonisation, but argued that time constraints[16] were not allowing them to do so. At a programme level, there were some attempts to increase coordination between Belgian development actors in South Africa in 2008. They illustrate however the complexity of improving cooperation between bilateral actors and NGO's. Although a seminar was organised to explore harmonisation with a programme of the Belgian bilateral cooperation (DoEA – PLAFU), it became clear that the partners of BD had reservations about the timing and the transparency of potential funding, the exchange was not continued.

> ACAT's approach towards CD of its target groups
>
> ACAT's strategies to develop capacity amongst its beneficiaries were based on the following principles:
>
> People-centred: starting point is identifying the resources that people do have; creating a sharing network between neighbourhoods – sharing & giving to others; changing the mind-set of independence & self sufficiency & self reliance
>
> Faith-based: addressing the underlying socio-cultural root causes by strengthening the spiritual dimensions in people's life
>
> Mentoring at all levels: formal training and follow-up by coaching/mentoring (field visits, and peer support), and focus on leadership development
>
> Resource-based: working with existing resources and building on sustainable practices
>
> Addressing pandemics in society, such as HIV/AIDS
>
> ACAT sets-up small groups of 5 in the farming communities they work with. These groups are then taken through a process of training, mentoring and peer exchange (business development, spiritual training, ...). Community leaders are selected and prepared for a central role in this process.

JC-3.3 The NNGO has the necessary resources and capacities to support the processes of capacity development

Since 2008, the regional office of BD is based very near to ACAT, which makes it possible to follow-up the partnership on a regular basis. The interaction with BD is appreciated by ACAT and there do not seem to be unmet expectations in the CD support from BD. In more general terms, BD felt that it could not put CD more central in its work with ACAT because (1) BD is not a large donor for ACAT which limits its negotiation power and (2)

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15 The stringent funding requirements demanded ACAT to manage 40 separate accounts, which creates serious transactional costs.

16 At the South African level, there are meetings with CIDSE (1x per 3 year!), but CDISE partners are working mostly with church structures, which are less relevant for BD programmes in SA. For the programmes in the Nothern Cape (is not ACAT), there is good cooperation with the Austrian FASTENHOPPER network.

ACAT is already a strong organisation with less needs for CD, and (3) the remaining CD needs might be more complex and more difficult to deliver.

However, it is possible to argue that CD efforts could be coordinated with other donors so that the necessary skills to analyse and support CD processes can be pooled, to address unmet CD needs (see EQ 5). BD does have experience with the coordination with other donors, for example in the context of CIDSE in Cambodia, but this does not seem general practice.

4.2 EQ4: How is the management of the partner relation developed and how are the processes of capacity development followed up?

JC-4.1 Sound management of the partnership relation

BD and ACAT found each other in their shared agenda towards capacitating and empowering rural communities in the South. Over time, the appreciation of both partners has been rather stable and both of them describe the partnership as open, supportive, predictable, and healthy.

Until 2007, partnership agreements with ACAT were mainly financial contracts, stipulating the conditions and modalities of the funding, but with no reference to a shared vision, agenda, objectives or a relationship that transcends the one year funding period. Starting from 2008, a collaboration protocol (1 page) is added, which is a standard template for most BD partners. It refers to a number of joint principles with regards to sustainable development, the actual partnership, and the mutual commitments with regards to the regional work BD does with its partners.

ACAT appreciates the flexibility of BD and the fact that BD has followed ACAT in its various developmental stages. Also the aid modality, which is seen as a type of core-funding is very much appreciated. On the other hand, ACAT was complaining about the stringent financial reporting requirements, and the fact that BD was not allowing ACAT to explore some alternative exit strategies. On the part of BD, the technical expertise and capacities of ACAT were strongly appreciated, together with the sound reporting, and the work ACAT does with other BD partners. More recently, some reservations have been growing within BD over the role of faith in ACAT's approach. In theory and in its development discourse towards its donors, ACAT states that it does not restrict itself to target groups with the same religious conviction, but the central focus on faith in ACAT's approach (as an underpinning principle, during training activities and in the training manuals), does make it difficulty in reality, to work with target groups or partner organisations that have a different religious background or that would be secular.

Agenda-setting and decision making follows the conventional pattern we see in the relationship between many Belgian NGO's and their partners, with BD allowing ACAT to decide on the 'way of working', but BD deciding on budgets, reporting requirements, and programme strategy at the country level (table 8).

Table 7 Decision making and agenda-setting in the ACAT/BD partnership

Non-negotiable and fixed by Broederlijk Delen (BD)	Determined by ACAT (reviewed by BD)
– Frequency & format of annual reports – Allocation, size & period of funding – Strategy of BD country/regional programme[17] – Selection of partners at country level – Partnership policy	– Theme – Target group – Strategy, M&E (the principle of M&E fixed, but flexibility in implementation)

Visits of the regional office of BD were almost monthly since 2008, and quarterly before that time because the regional office was now hosted close to ACAT. Other types of communication were the annual reporting exercises, ad-hoc contacts during training activities, or exchanges, and via email contacts. There are no explicit procedures for conflict resolution, but both partners have not had open conflicts and therefore do not experience the need for this.

JC-4.2 Sound management of the support to capacity development as part of the partnership relation

The management of ACAT was leading most of the strategic work on CD needs and strategies, and was involving donors only when it perceived it to be useful. In combination with the rather hands-off approach of BD, this means that the CD interventions in the BD partnership were rather implicit and only sporadically documented. ACAT was reporting to BD about internal developments in the organisation, but this was ad-hoc and not linked with certain agreed CD objectives of ACAT.

ACAT has a well-developed and operational M&E system[18] that is used to monitor the performance of the extension workers, and follow-up on the activities with the communities. The M&E system is collecting systematic information on the activities and outputs, and some information at the outcome and impact level. Data collection at the impact level is limited to the collection of 'impact stories'.[19] The reporting requirements for BD are perceived as reasonable for the narrative reporting, but rather excessive for financial reporting, obliging ACAT to run a second accounting system next to their own analytical accounting system. It took them at least 1 month per year to fulfil financial reporting requirements. Part of the financial reporting requirements are connected with DGOS requirements, but BD has expanded them significantly.

JC-4.3 Both partners address 'learning in the organisation'

Documenting or exchanging experiences on the CD of partners has not yet been done for the BD programme in SA. BD is starting up a process of reviewing their CD experiences for their programmes in the Great Lakes area for the period 2006-2009 (through financial and institutional audits). With this exercise BD wants to examine what works in which circumstances. ACAT on its side has over time started up a number of reflections and evaluation exercises to critically analyse its way of working, and this involved CD issues.

Staff turn-over levels were complicating ACAT's work, but did not seem to affect significantly the capacity of ACAT to build its technical and methodological expertise. Also within the BD head office, staff turn over in the programme division was reasonable (see

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17 The 2008 agreement with ACAT refers to the fact that BD will involve the partners in the updating of its regional policy, but ACAT could not refer to any activities where this happened.

18 ACAT was asked by BD in 2008 to present their M&E system on a seminar with BD partners, and it was found to be the most advanced.

19 The stories are collected and shared with donors, but there is no guiding methodology applied to learn from them or have them inform future operations (contrary too for example, Most Significant Change).

table 7). On the side of BD it is important to mention that there might be continuity problems at the field level in the near future because of the plan to change all the regional coordinators by 2011 (policy of limiting the contracts to 6 years and many of them started about 4 years ago in 2005).

Table 8 Staff turnover in ACAT and BD for the period 2004-2008

Date	Nr of programme staff of ACAT (in SAP)	Nr of programme staff leaving of ACAT (in SAP)	Nr of programme staff at BD	Nr of programme staff leaving BD
2004	6	2	/	/
2005	6	2	11	0
2006	6	2	11	3
2007	6	2	11	2
2008	7	3	11	1

4.3 EQ5: What changes can be determined regarding the capacity of the partner organisations?

JC-5.1 There are indications for the partners' development of the capacities

There were no explicit objectives for the CD of ACAT. The analysis underneath is the result of a participatory workshop, complemented with interviews and document analysis. The ECDPM framework is used to structure the outcomes of these exercises.

Core capacity 1: to commit and engage

ACAT has grown steadily over time and has shown the volition to implement its strategies, also under difficult conditions when South African funding resources were drying up, or when evaluations were indicating that the approach they had followed did not address the root causes of poverty. As an organisation, confidence has grown over time, visible in the way ACAT is now also mentoring other organisations in its approach. The recognition from outside actors has clearly contributed to this. ACAT's management is stressing continuously the importance of good governance, and there are signs that this has paid off in terms of organisational culture and working attitude of the staff.

Core capacity 2: to carry out technical, service-delivery & logistical tasks

ACAT's management is paying a lot of attention to the efficient organisation of their work. This is confirmed by various stakeholders, and is also visible through internal and external quality control mechanisms (evaluation and audits), and the planning and M&E system in place. A range of tangible outputs have been produced over time, from publications to training and mentoring activities. In doing so, it changed from a one-dimensional approach to a more integrated multi-dimensional approach (ILA), focusing a lot on what is described as the spiritual causes of poverty. It also developed a rather large capacity in extension work. While the outputs are well-documented, the overall impact of the work of ACAT is difficult to assess on the basis of the available information.

Core capacity 3: to relate and attract resources & support

ACAT has also steadily managed to develop productive relationships, both with local communities, local church structures and donors. The group of donors has grown to more

than 15 in 2009. It has built legitimacy and has been able to protect a clear operating space. Although ACAT is linking up and networking with many organisations, it is implementing its programmes mainly on its own means and staff, and does not engage in strategic partnerships with other local organisations in the area. The relationship with local government structures exists, but does not seem to be strategic in the sense that ACAT would be entering in a partnership or that ACAT would be challenging government policies or lobby with its communities for better service provision. ACAT's strong identity and its strong conviction of how causes of poverty should be addressed (with its strong focus on the role of religion), might exclude partnerships with organisations that differ in their views on this topic.

Core capacity 4: to adapt and self-renew

The analysis of the history of ACAT (period 1998-2008) provided several examples of how the programme strategy and approaches had been adjusted (2001: developing a new structure for the programmes; 2003: strengthening the spiritual element in the programmes; 2006-2007: moving towards an Integrated Livelihoods Approach and sustainable agriculture). Changes in ACAT have been regular and extensive, especially on the technical aspects of their work and the spiritual dimensions, less on institutional cooperation with other development partners or on the political dimensions of poverty. So, although ACAT is currently developing strategies to share their best practices and models with the outside world, it is not clear in how far the organisation is trying to enter into structural partnerships with other development actors or rather wants to see its development model replicated through them.

Core capacity 5: to balance coherence and diversity

ACAT sees its mission driven by faith, ethos (biblical and business oriented) and a number of underpinning values. These elements were consistently repeated at various levels in the organisation. At the same time, questions can be raised about the capacity of ACAT in having some of its development objectives also reflected in its internal functioning. For example, target groups were not having any agenda-setting or decision making power at a more strategic level within ACAT. And also the composition of its management level does not really reflect the diversity of the communities it is working with.

The role of the partnership with BD in these changes in capacity is difficult to determine, especially because of the large number of donors of ACAT, and the strong steering by ACAT's management. In general terms, the role of BD in ACAT's development has been limited, although there have been certain influential CD activities, such as:
– route 4: the exchanges with a partner organisation in Tanzania in 2006;
– route 2: technical and methodological training (2003).

Although ACAT is a mature and ambitious NGO, there are certain CD areas that are currently not addressed in the partnership with BD. For some of these areas BD made suggestions to support ACAT, but these were not always accepted (strengthening the lobby capacity, ..). Areas that could require CD support relate to ACAT's new role as CD provider for other service NGO's, ACAT's institutional linkages with government development programmes at the community and regional level, its challenges to measure the broader impact of their work. Finally, there is also a need for a more critical dialogue between ACAT and its funding agencies about the role and position of religion in its development work (see also JC 6.1).

JC-5.2 The results of the partner's capacity development are long-lasting

Important conditions for successful capacity development are the local ownership and the support of management for it. Both of these elements are present in ACAT and the CD activities that are developed are therefore largely answering to endogenous processes of change. ACAT is willing to invest in CD and is using its various funding resources to budget for them. The financial dependency on BD is low and definitely within healthy levels (table 9).

Table 9 Relative weight of the financial contribution of BD (average of 90.000 eur/year) to ACAT's total budget (in %)

	2004	2005	2006	2007	2008
BD's contribution to ACAT's budget	11	9	6	8	11

The exit of BD from South Africa was announced timely (3 years ahead), but the partners disagree on whether enough has been done with regards to the exit-strategy. BD organised a specific activity with its SA partners to discuss their exit, and offered some financial and CD support. BD stated that ACAT was not really interested in this CD support. On the other hand, ACAT argued that donors like BD should be more creative in helping their partners in achieving financial sustainability. Examples were given, such as an *endowment policy*, *building up reserves* (through for example, a vehicle replacement fund, ...). ACAT was also referring to *targeted training* (designing income generating projects, seed capital, …), but BD insisted it was never approached about this last issue and it would have happily supported suggestions in this area. BD is indicating it can not fund some of the types of activities suggested by ACAT, mainly because of restrictions in the funding procedures of the back-donor. At the same time, this is clearly a complex debate that should be discussed at a higher level and which raises ethical questions around what can be expected from donors.

4.4 EQ6: To what extent is the partner organisation better able to realise its development objectives (output and outcome level)?

JC-6.1 Changes regarding the partner's outputs as a result of processes of capacity development

The outputs of ACAT as an organisation increased over time. Some evidence could be found in ACAT's M&E system. Other elements came out of the workshop where the CD history of ACAT was reconstructed, and from of interviews with staff members. The growth of the output was visible through the increase in the number of:
— programmes offered to beneficiaries;
— beneficiaries' groups and number of gardens;
— support groups that were established;
— other national and regional development NGO's, which ACAT is supporting (Partnership Programme and training of BD partners);
— and through the evolution in ACAT's approach with growing coherence and recognition of the complexity (from saving clubs, to G5, SAP, ILA).[20]

About 20 beneficiaries of ACAT were asked to complete a survey[21] scoring the services of ACAT and to answer questions about the impact of ACAT's work (see 6.2). The scores of the beneficiaries indicated an improvement in the appreciation of the services of ACAT, with regards to the impact, follow-up, quality, relevance and strengthening of CD

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20 G5: Groups of 5 community members, SAP: Sustainable Agriculture Programme, ILA: Intregrated Livelihood Approach.

21 It has to be indicated that the survey instrument, which was developed for beneficiary organisations rather than community groups of individual beneficiaries, was not fully adjusted to the context of ACAT. From the responses of the respondents, it appears that some questions were not well understood, or that often 'standard' answers were provided, more or less pointing at the activities that ACAT did with them, rather than explaining what effects and impact they had. The change stories and the group interview during the mission provided additional insights, however the data remains limited and the evaluation team feels that the results should be treated with caution.

processes. The participation of the beneficiaries in the selection of the content in the services is the lowest, but with an average score of 4, still high.
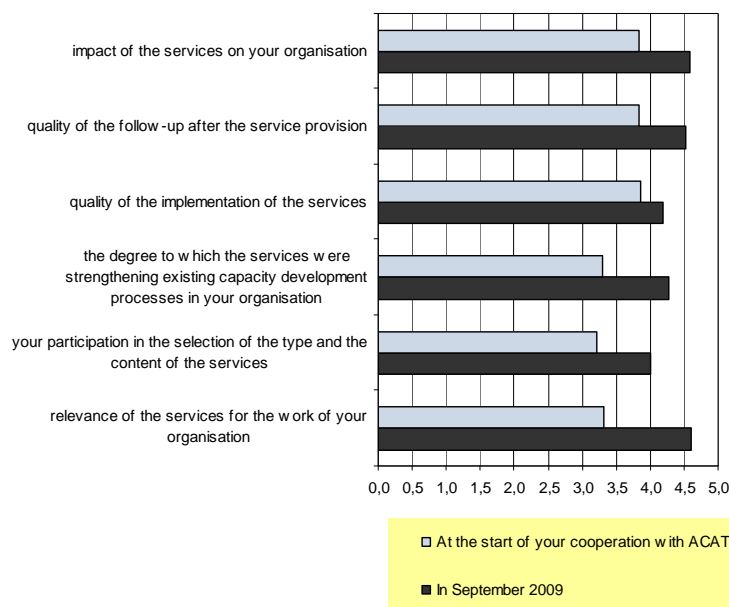
Figure 2 Scoring of the services from ACAT by 20 beneficiaries

ACAT management repeatedly stressed the importance of the religious component in their new approach, and the positive influence this had on the outputs of the organisation. The underlying argument is that structural change in Africa can only be achieved if deeper spiritual problems are addressed. ACAT builds in bible study moments in its training workshops, and integrates chapters on the role of religion in its training manuals. This position touches on some of the complexities of working with faith-based NGO's. There is a growing body of literature[22] pointing at the important developmental role that faith-based organisations (FBO) can have in the South. At the same time, experience learns that this needs careful consideration.[23] Some critical success factors have been identified for partnerships between Western NGO's (that are funded through public money) and FBO's (James, 2009c):
- engaging with FBO's requires a highly developed understanding of the complex world of faith and the position of individual FBO's in this. NNGO's and donors need to become 'faith literate' to avoid treating all FBO's in the same way;
- FBO's need to clarify their faith identity and how it's operationalised in their daily work to ensure coherence in what they believe, say and do.

As indicated before, this central dimension in the work of ACAT can be seen as a strength for those target groups and partner organisations that share the same religious belief. It is less obvious for secular or organisations with other belief systems to engage with ACAT. There are also indications that this issue has become a point of friction in the relationship with BD and with some of the BD partners that attended training at ACAT. The evaluation team has the feeling that the role of religion and faith has not been the topic of an in-depth dialogue between BD and ACAT up to the time of the evaluation, while there was a clear need to do so. In a reaction to the draft report BD indicates that it has only recently realised how strong ACAT is putting forward this religious component

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22 Three publications by Intrac on the topic in 2009 (Handle With Care: Engaging with faith-based organisations in development, 2009; Faith-Based Organisational Development (OD) with Churches in Malawi, Praxis Note 47, 2009; What is Distinctive About FBOs? How European FBOs define and operationalise their faith, Praxis Paper 22, 2009); see also MCDUIE-RA and Rees in Journal of International Development (Volume 22, 2010).
23 As Rick James puts it 'Faith can be a powerful, but flammable fuel for change.' (James, 2009).

in its work, and that it didn't notice this earlier because ACAT tended to minimise this component in its interaction with the donors.

JC-6.2 The support to processes of capacity development has influenced the outcome of the partner organisation – changes on the level of the ultimate Beneficiaries

ACAT has been collecting impact stories over a long period of time, but these are mainly documented and not analysed in a very systematic way. The M&E reports of ACAT refer to improvement with regards to the income generated by beneficiaries (and some indications that their standard of living improved). Also reference is made to the improved social cohesion at community level, improvements with regards to family nutrition, and improved self-confidence.

The evaluation team could not obtain sufficient data to make detailed statements on the role that CD played in achieving a higher impact at beneficiary level.

5 Assessment of partnership GARC – IVA/TRIAS

GARC was founded by Goedgedacht Trust, a South African trust, together with Ieder Voor Allen (IVA, the pre-decessor organisation of Trias) in 1997. At the time of the first presidential elections, church related structures, such as the Goedgedacht Trust were very active in mobilising grass roots in the country. The initial idea was to set up a training centre for development workers, in combination with activities for small farmer communities that were virtually overlooked by most development NGO's and the government. Next to IVA, Broederlijk Delen was participating in those contacts. GARC was set-up as a section 21 organisation, with participation of IVA in the Board of GARC. The main focus of GARC became the technical support, training, and guidance of small groups of farmers. However, it was decided by the founding group to use GARC also to develop the farm of Goedgedacht Trust, with the initial aim of making it profitable to generate income for GARC's activities. The second objective turned out later to be unfeasible and it became the source of several conflicts. In the first years, the Flemish government invested significantly in the farm and the building of a training centre. Although GARC wanted to focus on both coloured and black small farmers, the growing political and racial polarisation in the Cape province made it difficult to do both. GARC stopped functioning in July 2009.

Partnership	GARC (partner of Trias)	Goedgedacht Agricultural Resource Centre	
Region and Country	Western Cape (South Africa)	*Context*	Rural
Type partner	Service delivery organisation	*Number of staff*	Stopped (about 7 in 2007)
Sector	Agriculture and animal husbandry		
Target group	Farmers and previously marginalised communities involved in small farming		
Other donors	Stopped (in past: Department of social services, Dockda, Breadline Africa, Canadian government, NDA)		
Duration of partnership	1997-2007	*Financing/year*	Between 70.000 eur and 100.000 eur
Percentage of CD in total budget of NGO	Unknown	*% in budget partner*	From 43% in 2003 to 67% in 2007
Objectives of CD	Explicit (up to 2003): strengthening organisational capacity, and institutional capacity; and more implicit (2003-2007)		
Forms of support	CD support by Belgian NGO (IVA-up to 2003) Partner organises own processes of CD (2003-2007)		
Activities with regard to CD	Both hands-on and hands-off: OD support and field visits Upstream and downstream		
Strategy of supporting CD	Route 1: personnel support from IVA (up to 2003) Route 2: through external CD providers Route 1: field visits from Belgian IVA/Trias coordinator (after 2003)		

5.1 EQ3: To what extent are policy principles and strategic choices regarding capacity development in partnerships applied to the interventions and cooperation with the partners?

JC-3.1 The partner policy of the NNGOs is based on a professional identification-selection process of partners

The evaluation team did not manage to get a documented account of the actual process of creating GARC and the decision to work through the specific institutional construction with the Goedgedacht Trust. It was however re-constructed through interviews with various stakeholders. The history of the partnership and the involvement of IVA and Trias was described shortly in the introductory chapter.

With the gradual merging of 3 Belgian NGO's (IVA, ACT vzw, and Form vzw) in the period 2000-2003, the GARC partnership was absorbed in the new Trias structures, but in reality it was still followed-up by the former IVA director until 2007. This set-up was chosen for the former IVA projects in SA because TRIAS did not have a regional office in Southern Africa and was not planning to continue the cooperation in SA after 2007.

As indicated in the introduction, there were two main objectives in the partnership. One was about training and mentoring disadvantaged farming communities, the second one involved the improvement of the infrastructure and the farm that GARC could use through a lease agreement. The farm was planned to become an income-generating activity. However, the farm never became profitable, and several unsuccessful attempts were initiated to grow atypical fruit types, such as prunes. Over time, discussions grew between GARC management and the management of Goedgedacht Trust on the use of

the farm and training facilities (that were partly developed with GARC funding), but which remained property of the Goedgedacht Trust.

After some time it also turned out that it was very difficult to mobilise the coloured community on a sustainable basis, and IVA lobbied therefore actively for the creation of a spin-off organisation from GARC.[24] WEKUFU was set-up as a membership-based organisation in 2003, and was supposed to receive training and mentoring on agricultural issues through GARC. WEKUFU was struck by accidents when two of its managers died in subsequent car crashes. The relationship with GARC also deteriorated quickly and WEKUFU became dormant by 2007.

After some time IVA decided to stop the funding of the development of the farm, and with the growing discussions about the use of the facilities, GARC finally decided to move away from the farm and virtually cut the ties with the Goedgedacht Trust. In that process GARC was hardly compensated for all the investments that were done in the farm. In the mean time, IVA (Trias) announced that it would stop its funding by 2007. This decision went hand in hand with a rather sudden stop of the extensive CD support it was providing through Belgian cooperants. Between 2003 and 2007, the interaction was much less intensive and focused mainly on the field trips from the former IVA director. With a large amount of its funding coming from the Belgian NGO, GARC was now under serious pressure to attract additional funding. The Board (including Trias) advised GARC to concentrate on searching local funding. However, the predicted government funding for small-scale farming never really materialised and GARC funding slowly dried up. In addition, new funding coming in was of a different nature. In essence, the Trias funding was flexible and could cover overhead costs. New funding was strictly tied to activities with little or no margins to cover overhead costs (project-based). The fast switch from programme funding to project-based funding was unrealistic and, although many of the stakeholders involved agreed that GARC has built up crucial knowledge and experience with regards sustainable small-scale agriculture, GARC had to stop activities in July 2009.

The duration of the partnership between IVA/TRIAS and GARC was heavily influenced by the merger process of IVA into Trias and the changes in strategy this resulted in. At the start in 1997, there was no duration put forward, but by the time of the merger in 2003, IVA and Trias agreed to continue funding GARC until 2007 because they were positive about the work of GARC and the impact it had on local communities. Support for CD stood central in the pioneering years of GARC. Initial project documents had specific CD objectives and activities.

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24 IVA was inspired by similar moves on the Belgian side with the Boerenbond strengthening its position in the new structures of Trias.

Box: Changing views about service NGO's or member-based organisations as partners

Although the discussions are still ongoing on how far they want to evolve in this, Trias has been slowly moving away from working with service NGO's as main partners towards member-based organisations (farmer groups). The motivation for this policy change is not directly related to fears that service NGO's would risk to become too much financially dependent on them, or that service NGO's would tend to loose the contacts with the final beneficiaries (therefore working too much supply oriented). Trias actually argues that it is often more difficult for member-based organisations than for service NGO's to be very flexible and adjust to changing context because they normally have to stay within their mandate and have to take into account the needs and wishes of their members.[25] The main reason for TRIAS to focus more on farmer organisations is related to its own position in Flanders. TRIAS has strengthened its ties with the Boerenbond and UNIZO, which are member-based organisations themselves, and this process has also had consequences for the selection of partners in the South.

JC-3.2 The NNGO contributes to processes of capacity development with the partners in a relevant way

Two main periods can be distinguished in the CD support towards GARC. In the period 1998-2003, two subsequent Belgian cooperants were advising the GARC manager in various areas and were involved in OD activities, such as developing internal procedures, setting-up organisational structures, and helping out with infrastructure investments. The focus was largely on strengthening the technical and managerial capacities of the very young organisation (route 3). In that period, the support was very hands-on with direct involvement of IVA cooperants for downstream CD support and the presence of an IVA representative in the board resulted in a strong influence at upstream level. Also representatives of the Belgian farmers' movement (Boerenbond) and other organisations provided technical inputs. In those few years, GARC grew significantly and managed to develop a technical niche in which it was recognised for its expertise and appreciated by the target groups.

The influence of the Belgian NGO went quite far, for example when it advised GARC to invest in plum fruit trees, while the management was not convinced that this would work, which was indeed the case.[26] GARC's operations were well managed and transparent, with an annual audit of its accounts and representation of an auditor in the board of GARC. However, as will be discussed later, the organisation was not fully developed and had various institutional problems by the time IVA and Trias decided to announce the exit in 2003.

The decision to stop the partnership in 2003 had two main consequences. Trias decided to not invest significantly in CD support for a partnership that was ending in a few years time. Secondly, the general perception at the side of IVA and Trias was also that GARC was now strong enough to organise its own CD processes and attract new sources of funding. CD support was reduced to a few field visits per year, in combination with some support from local CD providers (route 2), such as RDSP and CAPAGRI. The overall approach was more hands-off for and focused much less on operational issues of GARC (downstream). However, Trias retained its seat in the board for some more time and continued to intervene directly (through interactions in the board) or indirectly (by passing on its vote in the board to the representative of the Goedgedacht Trust) on several strategic issues, including the split from the Goedgedacht Trust, the creation of WEKUFU, …

Table 10 summarises the frequency of routes 1 to 6 and the type of activities that were set-up.

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25 For example, when you want to commercialise certain aspects of your activities, farmer organisations can not negotiate the prices of the farmer produce too much downwards because then there members will complain.

26 This information comes from the GARC programme team during the CD workshop, but could not be verified with the IVA representative.

Table 10 Frequency and type of CD strategies organised in the GARC/Trias partnership

	Route 1	Route 2	Route 3	Route 4	Route 5	Route 6
Frequency (from `` to ***)	*** (<2003)	**		*		*
Type	HRD and OD support from IVA cooperants in period 1998-2003 Follow-up visits from former IVA director in period 2003-2007	GARC was cooperating with several local CD providers to support them for technical and managerial issues		Some partner exchanges took place in the period 1998-2003		GARC initiated a number of internal reflection and evaluation processes over the period 1998-2007

Trias/IVA was the main donor for GARC throughout its existence (see also EQ 5). However, GARC obtained project-based funding from local governments and occasionally from other sources. There was harmonisation between Trias/IVA and other funders since some local ministry officers were sitting in the board of GARC.

The historical CD timeline gave insights into the unfolding crisis within GARC. It seems to be a combination of external factors and structural internal problems that caused GARC to stop. An important external factor influencing CD in GARC was related to the changing policies of the South African government towards small-scale farming. Disadvantaged groups that got access to land, were hardly supported through the provision of services (training, mentoring) or facilities. GARC could bring in significant expertise in this area and anticipated that local funding would increase. GARC did receive local funding initially on a project-basis, but this was later reduced and channelled through small groups of new consultants, which were coming up with unrealistic commercial farming-oriented development plans (for example with very ambitious commercial farming plans, which require many inputs and export networks, and so on).

Important internal factors influencing CD related to the difficult institutional set-up of GARC (1) its unclear relationship with the Goedgedacht Trust, (2) the creation of a new organisation (WEKUFU), which was perceived as a threat by the GARC management, (3) the role of the board of directors, and the double agenda of the Trust, (4) and the lack of real involvement of the farmer groups.

JC-3.3 The NNGO has the necessary resources and capacities to support the processes of capacity development

Trias has build-up extensive expertise in supporting service NGO's that provide services to farmer groups. The GARC programme, which they inherited from IVA, is however not reflecting their current way of working (multi-stakeholder, strong focus on farmer movements, …) and is therefore not really representative. The evaluation team has the impression that Trias, after 2003, did not really tap into its own sources of expertise and networks to strengthen GARC so that it could stand on its own feet.

By advising GARC to focus their funding strategies on local funding sources, a significant risk was taken and potential sources through international donors were under-exploited.

5.2 EQ4: How is the management of the partner relation developed and how are the processes of capacity development followed up?

JC-4.1 Sound management of the partnership relation

The partnership with GARC evolved of one of close and intensive cooperation in the pioneering phase to one with growing frustration and confusion from the side of the GARC management about the changes in strategy that Trias and its own board initiated (decision not to compensate GARC for its investments in Goedgedacht Farm, the creation of WEKUFU, …).

Trias has a well developed policy on the management of partnerships, including a complete toolbox on how partnerships can be developed, nurtured, planned and followed-up. This is good practice that is also relevant for other Belgian NGO's. It is clear that this approach was largely developed after the start of the GARC partnership and was not fully applied because of the phasing-out of the cooperation by 2003. However, the partner agreements are quite extensive and detailed, including an indication of the objectives, milestones, and (rather general) indications of CD objectives.

The communication between IVA/Trias and GARC was regular and open, especially in the first period with the presence of cooperants. There were no specific guidelines for conflict resolution.

Table 11 displays which topics in the partnership could be decided by the GARC management and which were fixed by IVA/Trias. The situation is similar to the other partnerships in South Africa, with the difference that, through its hands-on approach in the first phase (1998-2003), and its involvement in the board of GARC throughout the period (1998-2006), IVA/Trias clearly influenced a number of strategic decisions of GARC with regards to the theme, target groups and strategies.

Table 11 Agenda-setting and decision making in the partnership

Non-negotiable and fixed by Trias	Determined largely by GARC (but with influence and review by Trias)
Frequency & format of annual reports	Theme
Allocation, size & period of funding	Target group
Strategy of Trias for the country/regional programme	Strategy, M&E (the principle of M&E fixed, but flexibility in implementation)
Selection of partners at country level	
Partnership policy	

JC-4.2 Sound management of the support to capacity development as part of the partnership relation

The sharing of tasks and responsibilities with CD has evolved over time, in line with the changing approach that Trias/IVA followed towards GARC. In the first phase, IVA was involved in the needs analysis, the design, implementation and follow-up of CD activities. This was not in a coordination function, but as advisor to the director of GARC. However, with the IVA cooperant also sitting in the board, his real position was more influential. Later on, advice and inputs happened mainly through the field visits and the presence in the board.

The evaluation team concludes that there existed a critical dialogue between the partners on the more operational and technical part of the CD agenda, but that it was more difficult to address more sensitive and strategic issues (upstream with regards to the

institutional set-up of GARC) and the consequences for CD. Although, it is difficult to re-construct the dynamics in the board of directors for the period 2001-2007, the team also has the impression that Trias/IVA was not very sure on how to go about the tensions that evolved between the GARC management and the Goedgedacht Trust and ended up not objecting to decisions pushed trough by the Trust.[27]

The M&E systems of GARC were pretty well developed, especially to follow-up inputs and outputs of the organisations. Trias did an internal screening of the M&E systems of its partners in Southern Africa in 2006, which indicated that GARC was using various methods to follow-up its activities, and also the follow-up of the management its own resources (finances, personnel, …). Much less happened at impact level, and GARC was giving itself 2/10 with regards to the quality of follow-up at the level of the beneficiaries. Attempts to sensitise board members on M&E failed, for example, when an info session was organised on the log frame in 2006, none of the board members turned up.

Again, it is important here to indicate that the partnership with GARC is probably not very representative for the state of M&E in the Trias partnerships. The last few years, the R&D unit of Trias has invested significant resources in improving M&E procedures and processes. This includes the development of indicators at various levels, the refinement of organisational capacity assessment tools.[28]

JC-4.3 Both partners address 'learning in the organisation'

Through its R&D unit and the involvement of the field offices, Trias has also invested significantly in improving knowledge management and organisational learning. This is visible through the policy documents that are available, the supporting toolboxes, and the evolution in the way of working (eg. the multi-actor approach, partnerships with private actors, and so on). Also in the area of CD support, learning processes have been documented.

A concern that comes forward from the evaluation of GARC is the fact that CD support is approached by IVA/Trias mainly from a technical and managerial perspective, and that less considerations are given to the political dimensions and for example the power shifting aspects of CD work. This gives the false impression that strengthening organisations is somehow a straightforward thing which is, in essence, similar to constructing something. This might be one of the explanations why all the CD work with GARC was insufficient in view of the fundamental institutional and political problems the organisation was facing.

GARC itself displayed less capacity of learning about its own CD processes than TCOE, ILRIG and ACAT. This was also indicated in the internal evaluation that Trias did in May 2006, where the knowledge management activities and the support of the management of GARC to systematise learning experiences were judged as being rather weak.

Starting from 2004, GARC was also confronted with serious staff turnover (see table 12).

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27 It is important to mention here that the representative of the Trust had a large majority of the votes in the board because (1) the trust had more than one vote, (2) he also cumulated the votes of some of the other stakeholders that were linked with the Trust, including that of IVA/Trias at some stage, and (3) because of structural absence of some board members.

28 Trias is using a 'Profiling tool' since 2008, which includes instruments for OCA, CD support and follow-up. This tool was developed by Agriterra and is used in the AGRICORD network. It is specifically designed for CD with member-based farmers groups. It is not yet widely introduced in Trias, but there are concrete plans to do so. The tool was already used by IVA and is since 2008 introduced in Trias; In addition, Trias developed a toolbox for CD support.

Table 12 Total number of staff and staff leaving in the period 2004-2009 (GARC)

Date	Nr of programme staff	Nr of programme staff leaving
2004	26	5
2005	24	15
2006	9	2
2007	7	0
2008	7	2
2009	5	1

5.3 EQ5: What changes can be determined regarding the capacity of the partner organisations?

JC-5.1 There are indications for the partners' development of the capacities

As indicated, the CD history workshop provided a detailed overview of the strengths and weaknesses of GARC over the last few years. A number of elements have been introduced in previous evaluation questions. We focus here on the main points.

Core capacity 1: the Southern organisation is capable to commit and act

Until the end of its existence GARC had recognition from most of outside stakeholders and had a good reputation for its technical and organisational expertise. At the same time, internal governance problems with the board of directors and the problems with the institutional set-up were such that it undermined most of the capacity GARC developed in this area. This appeared clearly from the in-depth analysis of the organisational history (participatory workshop, September 2009).

Core capacity 2: to carry out technical, service-delivery & logistical tasks

Outside stakeholders and M&E reports refer to a number of positive development results which were achieved by GARC.

Core capacity 3: to relate and attract resources & support

This has been a critical area in the last few years of GARC's existence. GARC was good in networking and liaising with South-African actors and its beneficiaries. It also managed to attract project-based funding for a period of time. This networking capacity was not replicated at the international level, both at management level and in GARC's board. Therefore, it did not manage to tap into international donor funding that could replace TRIAS funding.

Core capacity 4: to adapt and self-renew

GARC managed to adapt technical components of its programme (building on experiences with sustainable agriculture and food gardens), but was less successful to adjust to the changing institutional environment.

Core capacity 5: to balance coherence and diversity

This capacity became a problem because of governance problems.

TRIAS/IVA contributed to several of the technical and organisational capacities of GARC, especially in the period 1998-2003 with the presence of cooperants (route 1) and several inputs by outside CD providers (route 2). At the same time, TRIAS/IVA did not pay enough attention to the institutional foundations of GARC, and also didn't actively open

up their international networks and contacts to GARC to try to replace their funding with that of an other international donor. It also did not sufficiently capacitate the GARC management and the new board of directors (after the split from the Goedgedacht Trust) to explore international funding scenario's.

JC-5.2 The results of the partner's capacity development are long-lasting

As can be derived from the previous analysis, the results of GARC's CD were not long-lasting. Some of the explanations for this were provided above.

5.4 EQ6: To what extent is the partner organisation better able to realise its development objectives (output and outcome level)?

Existing M&E procedures or evaluations did not provide sufficient detail to make statements about the output and outcomes of GARC's activities. GARC was rating itself a 2/10 for impact measurement systems.

The fact that the organisation stopped existing in July 2009, the organisational difficulty of establishing contacts with the external stakeholders and beneficiaries, and the fact that activities had been winding down seriously since end of 2007, made it rather impossible to collect outcome and impact level data. From the few interviews we did with beneficiaries (a group of new farmers which had benefited in the past from GARC's work), the evaluation team heard a rather mixed story. There were clear frustrations of the lack of involvement of farmers in the management of GARC's programme, the perceived double role the Trust was playing, and the lack of follow-up on services that GARC provided. The local government department official who was interviewed was very positive about the technical capacity of GARC on the other hand, especially with regards to the town gardens and the sustainable agriculture expertise that GARC developed over time.

6 Assessment of partnership TCOE – Oxfam Solidarity

The Trust for Community Outreach and Education (TCOE) is a national collective of six South African NGOs, operational in the Eastern Cape province, Western Cape province, and the Northern province. TCOE works through those six member-based organisations to facilitate the building of independent people's organisations and leadership in 250 rural and peri-urban villages in the Western and Eastern Cape and Limpopo Provinces. It has a central office in Cape Town with a staff complement of about 10. In the villages, Community Development Committees and Forums are the main vehicles through which the rural poor with whom TCOE work, are supported. TCOE also targets and builds farmers' associations and women's groups so that they can access, utilise and manage land for food security and livelihoods. In recent years TCOE has hosted a number of public events such as the Peoples Tribunal on Landlessness, speak-outs on Local Government and service delivery, and several community leadership conferences that provided space for rural people from different organisations to share ideas and voice their concerns. Oxfam Solidarity has supported TCOE since 2001.

Partnership	TCOE (partner of Oxfam Solidarity)		Trust for Community Outreach and Education	
Region and Country	Western Cape, Eastern Cape, Limpopo (South Africa)		*Context*	Rural
Type partner	Service delivery		*Number of staff*	10 (2009)
Sector	Government and civil society; Agriculture and animal husbandry			
Target group	Local farming communities and social movements			
Other donors	22 donors: Action Aid, Belgian Embassy, Bread for the World, Dept. of Agriculture, Charles Stewart Mott Foundation, Community Technology Development Trust, DKA, EED, ICCO, Rosa Luxemburg Foundation, SODI, Southern Africa Trust, Stiftung Umverteilen, Trans Nation			
Duration of partnership	2001 – ongoing	*Financing/year*		About 20.000 eur
Percentage of CD in total budget of NGO	Unknown (about 5 to 10%)	*% in budget partner*		About 5%
Objectives of CD	Implicit (CD largely focused on constituencies of TCOE), since 2008 focus on strengthening gender work			
Forms of support	Mostly: partner organises own processes of CD Participation to international networks			
Activities with regard to CD	Organisation of exchanges between Oxfam Solidarity partners Participation to networks			
Strategy of supporting CD	Route 6: organisation of own capacity development Route 4: peer-to-peer exchanges Route 3: linking-up with networks			

6.1 EQ3: To what extent are policy principles and strategic choices regarding capacity development in partnerships applied to the interventions and cooperation with the partners?

JC-3.1 The partner policy of the NNGOs is based on a professional identification-selection process of partners

TCOE was founded in 1983, and Oxfam Solidarity (OS) started working with TCOE in 2001. The initial selection process could not be re-constructed because it dated back from before the start of the current programme officer of OS and no additional documentation was provided to the evaluation team. Currently, OS has developed a list of about 32 criteria to select its partners, but they are mainly used for the selection of new partners.

The various financing periods seemed to have acted as reference points to decide on future collaboration. Descriptions of the arguments to work with TCOE can be found in the various funding applications for DGOS. In general terms, TCOE is perceived to be a very successful or 'model' partner for OS. Important arguments to fund TCOE relate to the shared principles and vision (supporting and organising local farming organisations, following a rights –based approach).

For new partners, OS currently places more emphasis on analysing and documenting the socio-economic environment and civil society in the region.[29] This did not happen at the time for TCOE, however, the strategy paper in support of the 2008-2013 funding period, included a SWOT-analysis of OS supporting various types of CSO's (networks, NGO's, CBO's) in SA, and the paper strategically describes the specific role and added value of TCOE in civil society.

In initial discussions, a time frame of 10 years was put forward for the cooperation between TCOE and OS. However, this intentional declaration on the side of OS was not documented or translated into more operational guidelines, for example describing some kind of a long-term trajectory. OS has not yet set itself a certain target on how long it will continue in SA and with TCOE. In general terms, OS has tried to announce exits about 1,5 years beforehand. With the growing influence of OS International in the work of OS Belgium, new strategic lines from OS International might have consequences for the choice of partners and the presence in certain countries.

The overall OS funding is limited to about 20.000 eur/year and covers about 5% of TCOE's budget. Until very recently (2008-2010 period), there were no explicit CD objectives in the partnership between TCOE and OS. However, TCOE has been going through many organisational changes and has adjusted its way of working on several occasions. For some of these processes, it used, amongst other sources, funding from the OS partnership.

JC-3.2 The NNGO contributes to processes of capacity development with the partners in a relevant way

TCOE is first and foremost seen by OS as a CD provider for the final target groups it wants to reach. Supporting CD processes within their direct partners, has only become an organisation-wide strategy for OS since the 2008-2010 programme. Before that time, there were large differences between the various country programmes of OS in the

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29 For example, for a new programme in SA on 'gender-based violence', OS did a number of field missions (the programme officer from HQ, together with the regional coordinator) to talk with various actors in the region.

extent that CD was programmed as an explicit objective.[30] In SA, until 2008-2009, CD was not an issue in the partnerships with OS partners and CD strategies were implicit (except for some training on PCM and RBM). Funding for TCOE was fully linked to achieving certain programme objectives that were agreed upon. However, the funding modalities were flexible enough to fund certain CD activities, if TCOE wished to do so.

All evidence collected points at the fact that TCOE is a mature, reflective and self-critical organisation, which is continuously questioning its own role in the development of SA. CD processes were largely determined and coordinated by TCOE's management. The absence of a structural CD component in the partnership with OS can be explained by the fact that TCOE was perceived as a strong partner, which in the view of OS had less critical CD needs than other partners. In addition, OS contributed only about 5% of TCOE's funding,[31] and could therefore not use its financial weight in the partnership to influence CD in TCOE, if it would want to do so in the first place. Finally, OS indicated that their regional office in Mozambique is too far away to contribute more significantly to CD processes in TCOE.

For the 2008-2010 period, OS fixed the CD themes for all its partnerships (limited to gender and organisation learning). In the case of South Africa, there were some timing problems within OS in the run-up of the preparation of the 2008-2010 programme and, therefore, the participation of the partners in the final selection of CD topics was limited. The fact that the topic of CD was fixed by OS, did not result in problems in the interaction with TCOE because it happened to have an interest in introducing a stronger gender focus in its work. The supply-driven approach by OS with regards to the new CD activities (gender) was rather an exception in the history of the partnership with TCOE. In most cases, OS followed a hands-off approach in its interaction and most change processes within TCOE were coordinated fully internally (see EQ 3.2 and EQ 5).

Table 13 provides an overview of the frequency and the type of activities that took place in the framework of the OS partnership. The information is organised according to the 6 routes that have been identified in the documentary phase of the evaluation.

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30 In the Cambodia country report, an example can be found of an OS programme (C-CAWDU), where CD support was an important dimension of the partnership.

31 The small amount of funding does not mean that OS could not have played a more important role in support of CD in TCOE, but in that case it would have needed to follow a more strategic approach.

Table 13 Frequency and type of CD strategies organised in the TCOE/Oxfam Solidarity partnership

	Route 1	Route 2	Route 3	Route 4	Route 5	Route 6
Frequency (from `` to ***)	**	*	**	**	*	***
Type	Interaction with OS representatives from SA or from HQ Workshop arranged by Oxfam on volunteering in the North, and workshop on fair trade		Participation to conferences, fora, networks	Exchanges with other OS partners to Mozambique, Namibia, Zimbabwe		Own CD processes: Action research, organising challenging tasks, review & evaluation exercises

From the table, the following findings can be put forward:
- the low frequency of activities in most routes shows that the number of CV strategies (both explicit or implicit) geared towards TCOE were limited, and focused mainly on route 3 by supporting the participation of TCOE to international networks/coalitions (eg ALARM) or conferences (World Social Forum), and partly via route 1 and route 4. These route 3 activities were not set-up explicitly as CD activities and therefore also not perceived by OS or TCOE in that way;
- on the other hand, TCOE has been very active in steering its own CD processes (route 6) through various type of activities, such as action research with the target groups, organising challenging nation-wide campaigns (eg. land tribunal), and organising regular review and evaluation exercises.

The historical CD timeline that was constructed in the participatory workshop during the evaluation mission provided a detailed overview of the wide range of internal and external factors influencing CD processes in TCOE, which are summarised in table 14. In the time frame of only about 10 years an impressive amount of organisational changes were successfully managed by the organisation, and most often the organisation seemed to come out stronger from the new areas it had ventured into (see also EQ 5).

Table 14 Factors influencing CD in TCOE (from historical CD timeline during workshop, September 2009)

Factors influencing CD in TCOE	
Internal factors	*External factors*
Changes in TCOE leadership: changing unproductive funding strategies and reversing decline in staff numbers: required new capacity to attract funding	Change in national politics from RDP[32] to GEAR[33], and the consequence of neo-liberal elements in the policies for TCOE's constituencies, and the new capacity needs to address them
Decision to raise public profile and enter the public sphere and become more critical about national policy, at the same time mobilising at national level: required new competencies in PR, communication and networking	Continuous changes of national policies on land-reform: TCOE is feeding and influencing the political debate, and needs to adapt strategies to be up to date with the policies
Decision to support the transformation of community committee's of landless people into movements: required new capacity to mobilise and empower landless people	Linking-up with international and regional landless NGO's: strengthened international networking capacity and provided recognition
Decision to decentralise TCOE fully and turn the organisation in a membership-based entity, that can act as a legitimate voice of the landless: required capacity to adapt and self renew, while maintaining coherence	

As indicated earlier on, from the viewpoint of OS, CD in the partnership is perceived as one where TCOE acts as an intermediary towards its final target groups. TCOE has developed a comprehensive and multi-dimensional intervention strategy toward its constituencies, which included:
- action research activities with the beneficiaries of ACAT;
- strongly participatory and decentralised decision-making processes for the design and implementation of CD activities;
- mentoring leadership capacities in the local, regional and national movements it was supporting.

TCOE has been supporting the creation of farmer movements at various levels, and has the ambition to facilitate the development of a national farmers' movement, with the original structure of TCOE slowly decentralising into a supportive unit of this new movement. This move should contribute to addressing the representation gap, where typically NGO's are speaking on behalf of landless and new farmer groups, but are often not allowing them to be democratically represented in the NGO structures.

The harmonisation of OS activities with those of other funding agencies was weak. OS was not aware of what other funding agencies were doing with regard to CD with TCOE. One of the 22 funding agencies is the Belgian Embassy. It is positive that the direct funding of activities of South African NGO's through the bilateral channel has been set-up in such a way that it strengthens other Belgian NGO funding. However, it is a missed opportunity that there is no attempt for harmonisation. OS partly attributes this to the lack of time, which is a consequence of the large amount of partners that have to be followed-up by individual programme officers within OS.

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[32] Reconstruction and Development Programme (RDP) is a South African socio-economic policy framework implemented by the African National Congress (ANC) government of Nelson Mandela in 1994. Five essential "pillars" constitute the framework of the Reconstruction and Development Programme (RDP) introduced by the new Government. These policies were developed within the framework comprising the five pillars, which constitute the foundation of the Government's anti-poverty and inequality programme. These were: macroeconomic stability, meeting basic needs, providing social safety nets, human resource development and job creation. (http://www.dfa.gov.za/foreign/Multilateral/inter/csd.htm)

[33] The Government of South Africa demonstrated its commitment to open markets, privatisation and a favourable investment climate with its introduction of the Growth, Employment and Redistribution (GEAR) strategy - the neoliberal economic strategy to cover 1996-2000. (Wikipedia)

More in general, the evaluation team could not find any systematic coordination between the funding agencies of TCOE, with regards to CD activities, beyond the occasional informal contacts during evaluation missions or other field missions. In the absence of this, TCOE is trying to coordinate the inputs of their partners (22) by asking different partners to fund different components of their work. This is a complex task since many of the partners have different planning cycles, different funding conditions and modalities.

JC-3.3 The NNGO has the necessary resources and capacities to support the processes of capacity development

With the small budget that OS provides in absolute terms and the rather small contribution this constitutes for TCOE, the question arises if more should and could be done with regards to supporting CD. This is not an easy question to answer. TCOE is a strong partner organisation with a clear vision and ideas about its own CD needs. It manages to pool its resources in such a way that it can organise its own CD processes. At the same time, it is confronted with real but complex CD challenges because of its evolving role in South African civil society (see EQ 5). Although the funding from OS was relatively small, it was significant for TCOE.[34] For example, TCOE benefited from the access to the international networks and structures that OS brought. If OS would want to play a more serious role in supporting CD in TCOE, it would have to dedicate a substantial part of its budgets to CD, and would need to be able to bring or broker some for the specific CD expertise that TCOE requires, going beyond the rather coincidental lucky strike with support for CD on gender issues. At this stage, the expertise to support CD processes seems to be distributed unevenly within OS. It has a number of programmes that are advanced in this area, but also many that are only starting recently in paying more attention to CD.[35] It would probably also have to increase its presence in the field, something which is not obvious with the large number of partners it is currently managing. The fact that donor harmonisation of CD support is missing, also makes it more difficult for a small player to contribute meaningfully to CD efforts towards TCOE.

6.2 EQ4: How is the management of the partner relation developed and how are the processes of capacity development followed up?

JC-4.1 Sound management of the partnership relation

The partnership between TCOE and OS is based on a shared development agenda. TCOE acknowledged the long tradition of OS support to CSO's in Africa, and recognised the role OS played during the Apartheid years. All in all, OS is perceived to be a rather flexible and easy-going donor. Important underpinning principles and values of the partnership that are mentioned by TCOE were:
- the frank and open dialogue;
- the fact that OS has allowed TCOE to evolve over time and that it 'has taken the journey together with us';
- the 'humbleness' in the partnership.

The partnership agreement is a rather standard document that refers in very general terms to the common vision and aims of both partners, and to the obligation of TCOE to participate to awareness raising activities of OS in the North. Other clauses deal with financial and management issues. There is a long lists of annexes, which also referred to the logical framework and multi-annual plans, which describe the added value of the

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34 With its total portfolio of 22 funders, TCOE has the rather exceptional structural advantage to be an CSO with a sustainable financial base, that can easily survive the withdrawal of one or more funders.

35 OS has been organising staff development activities on CD in 2008 (training by MDF) and in 2009 (training by Context).

partnership, vision, contains objectives, milestones. There was no specific reference to CD objectives in the agreement.

More operational strengths of the partnership identified by TCOE are (1) the fact that the funding is multi-annual, (2) the involvement in the Belgian awareness raising programmes of OS and the workshops on specific topics, such as fair trade, and finally, (3) the exposure to OS's international networks and other partners. Agenda-setting and decision making follows the same pattern as is the case for ACAT/BD.

TCOE appreciates the fact that OS is not meddling in the affairs of TCOE, in the sense of pushing through their own agenda's, or approaches (see table 15). Other agenda setting and decision making processes followed the same pattern as for the other SA-partnerships.

TCOE explicitly questioned the fact that the partners of OS were not asked to participate in the strategy development of OS in the region. It also found the organisational set-up of OS and the decision making processes not very transparent: In addition, it questioned the participation of European NGO's like OS to international development meetings, such as WTO, EU treaties and so on. There is a feeling that European NGO's tend to speak for civil society in the South, while they are not really mandated to do so.

Table 15 Agenda-setting and decision making in partnership

Non-negotiable and fixed by OS	Determined largely by TCOE (reviewed by OS)
Frequency & format of annual reports	Theme
Allocation, size & period of funding	target group
Strategy of OS for the country/regional programme	strategy, M&E (the principle of M&E fixed, but flexibility in implementation)
Selection of partners at country level	
Partnership policy	

Communication between TCOE and OS followed a conventional pattern with a combination of 2 to 3 field trips by the programme officer in HQ and the regional office, complemented with regular email contacts. There are no special guidelines/instructions for conflict resolution. This has not caused any problems since there have not been any conflicts in the partnership, but it was mentioned as a point of attention by TCOE.

JC-4.2 Sound management of the support to capacity development as part of the partnership relation

With the rather limited CD activities with regards to CD in the partnership, and the strong coordinating role of TCOE in this area, there were not too much tasks and responsibilities to share with regards to CD.

M&E reporting requirements have recently been increased from 2x/year to 4x/year to fulfil the new RBM requirements for OS. TCOE was complaining about the burden of M&E reporting for OS, which were also not harmonised with those of other donors. This is especially disturbing in view of the limited budget OS is providing. TCOE has tried a few times to encourage donors to agree on common formats but to no avail (similar complaints were raised by the partner C-CAWDU of OS in Cambodia).

Although OS has developed a strategy since 2008 to follow-up the capacity of partners,[36] the evaluation team could not find any references in TCOE's reporting or communication

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36 In that new framework, the following capacities are looked at: the core-business of the partner, the institutional capacity (governance/gender/learning), the capacity to do advocacy, lobbying, campaigns, the capacity to network, the capacity to mainstream the management of risks in the policies and strategies.

to this new framework. Internationally, there was some coherence and harmonisation with regards to M&E between the various country offices of OS on the topics of gender and violence, but this does not directly help partners of OS with different donors.

JC-4.3 Both partners address 'learning in the organisation'

Since 2008, OS has started to work with internal working groups, called SCO groups (Strategic Change objective groups). These groups are deciding on the focus of evaluations. There were ideas to also work thematically on CD but this has not yet materialised at the time of the evaluation. In addition, it organised a number of training sessions for HQ staff in 2008-2009 (see earlier on). Otherwise, no examples could be found of documented practices or strategies with regards to CD.

On the side of TCOE, certain experiences with CD were documented, such as the Action Research process which was translated in a manual and a publication with the results. A factor that might hinder TCOE knowledge management in the future, is the problem of finding staff for senior positions. For example, the position of deputy director could not be filled up to now because TCOE could not offer the conditions that applicants ask. Also, staff turnover has been significant for some financial positions in the organisation and TCOE's contact person for the OS partnership has changed regularly (no detailed staff numbers were obtained).

6.3 EQ5: What changes can be determined regarding the capacity of the partner organisations?

JC-5.1 There are indications for the partners' development of the capacities

The analysis underneath is the result of a participatory workshop, complemented with interviews and document analysis. The ECDPM framework is used to structure the outcomes of these exercises.

Core capacity 1: to commit and engage

TCOE is able to plan its actions systematically, take decisions and act on these decisions collectively. While implementing these actions, it has changed its way of working several times when it found it was not effective or it was not addressing some of the root causes. TCOE is a well-established and credible organisation, which has obtained a broad operating space in civil society in SA, with a clear mandate to act on issues regarding land, food sovereignty, … TCOE is evolving towards a more decentralised structure and has been successful up to now in managing this in a sustainable way. Through this it has the capacity to act at the micro- and meso level, but at the same time also to mobilise these structures to act on the national level.

Core capacity 2: to carry out technical, service-delivery & logistical tasks

TCOE has developed the necessary capacities to build local leadership; to develop informed alternatives for current policies through participation in public spaces, participatory action research; and to organise diverse plural communities towards a common agenda. It has invested in CD processes of its own staff (action research, lobby and advocacy, …) and of its constituencies (building local leadership) to achieve this. It has also changed organisational processes and structures to make this possible (decentralisation of TCOE). In addition, TCOE has been able to secure the necessary funding resources to continue into existing areas of operation and venture into new fields. Signs of structural impact of those capacities can be most easily found at the national level and the meso-level (new organisations, stronger structures in support of the rural poor). TCOE faced some capacity challenges to support farmer groups on more technical and agricultural issues. The M&E systems of TCOE are less developed at the micro/community level, and therefore little documentation is available of structural impact at this level.

Core capacity 3: to relate and attract resources & support

TCOE is capable of relating with various types of stakeholders and target groups. Networking and coalition building with like minded local and international NGO's is a central component of the work of TCOE. The same is valid for its relationships with its constituencies, the rural poor. TCOE has also developed sustainable relationships with a large group of funding agencies (22) that support the organisation for longer periods of time.

Core capacity 4: to adapt and self-renew

As indicated earlier on, TCOE is a self-critical and reflective organisation that has adjusted its way of working several times in the course of its organisational history.[37] It uses several processes, such as evaluations, reflection meetings, various types of research to review its practices. The box below provides an overview of a number of activities that are used within TCOE for organisational learning.

Core capacity 5: to balance coherence and diversity

TCOE is clearly driven by a number of underpinning values and principles, which it translated into a social, a political and more technical agenda. Interviews with the board members, the management and individual staff members strengthened the image that there is consistency between ambition, vision, strategy and operations. The leadership of TCOE played an important role in this. Concerns have been raised by outside stakeholders that it would be very difficult to replace them if this would be needed.

Box: Overview of CD activities* that worked well and that didn't work for TCOE	
(1) on basis of workshop Sept 2009 (2)* *Only some of these listed activities were funded by OS*	
What worked for CD in TCOE?	***What didn't work for CD in TCOE?***
Organising national & public events, which requires pooling of energies in the organisation and brings in an outward focus: eg Land Tribunal, Land Summit	Systematising the sharing of learning through informal discussions: difficult to theorise it properly
Exchange visits to other organisations and share experiences: Mozambique, India, Zimbabwe, Namibia	Bridging academic insights for practical application in TCOE's work
International fora & events: World Social Forum, …	Doing self-study: difficult to force it. Also no culture of reading
When preparing for policy alternatives: collecting international case studies, pooling in-house expertise, discussing with field	Systematising organisational learning through staff learning groups: momentum disappeared
Participatory Action Research (PAR): helps to understand the problems of target group, identify alternative solutions, challenges	Field people do not manage to write case studies for organisational learning
Internal action reflection process to review actions: facilitated externally with a lot of preparations beforehand	Learning about how to create behaviour change amongst constituencies
Strategic planning & review process (quarterly) with the strategic management team	
Regional meetings with TCOE and affiliates: opportunity for learning and reflection and creates a shared meaning of the problems	

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37 TCOE was extremely conscious and open about its strengths and weaknesses during the historical capacity timeline workshop, and could indicate clearly why it had changed its approach at a given moment of time, and what it saw as its main capacity challenges for the future.

The writing process when developing a Newsletter for the community (including community contributions)

Interaction with academics to enrich discussions for debates & use of evidence

Workshop arranged by Oxfam on volunteering deepened understanding of the relationships and dynamics in the North

Undocumented theorising about problems during informal discussions. These are sometimes captured and formalised in annual reports

Exchanges with donor representatives, research institutes

JC-5.2 The results of the partner's capacity development are long-lasting

CD processes in TCOE can be considered as sustainable. As is the case for ACAT, the ownership of CD was completely with TCOE. The management was driving the agenda for organisational change and investing in various CD activities, and was seeking external assistance when needed. The dependence on individual donors was very low. There is no exit-strategy for the partnership.

6.4 EQ6: To what extent is the partner organisation better able to realise its development objectives (output and outcome level)?

JC-6.1 Changes regarding the partner's outputs as a result of processes of capacity development

TCOE has also grown steadily in terms of outputs, and in a number of cases a link could be established between CD processes that were steered by TCOE and changes in the outputs. Examples of changes in the outputs are:
- establishing structural links with regional and international landless NGO's;
- setting up national events, such as the Land Summit (government changing its willing buyer/willing seller policy as a consequence of this);
- central role in set-up of the national ALARM group that was very visible in campaigns on land issues;
- piloting a large-scale Participatory Action Research with poor farming communities;
- changing its approach from food security to food sovereignty;
- re-inventing the long term future of TCOE through decentralisation and setting-up a national farmers movement.

About 13 representatives of constituency organisations responded to the evaluation survey.[38] Also the constituencies of TCOE are positive about the services they receive. The quality of the services has been rather stable, with slight improvements over time.

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38 As is the case for ACAT, some methodological reservations have to be made concerning the use of the survey instrument used in the evaluation for the type of groups that TCOE works with. However, the groups that TCOE works with tend to be more formalised than the groups of ACAT, and the survey should therefore have slightly more reliable answers.
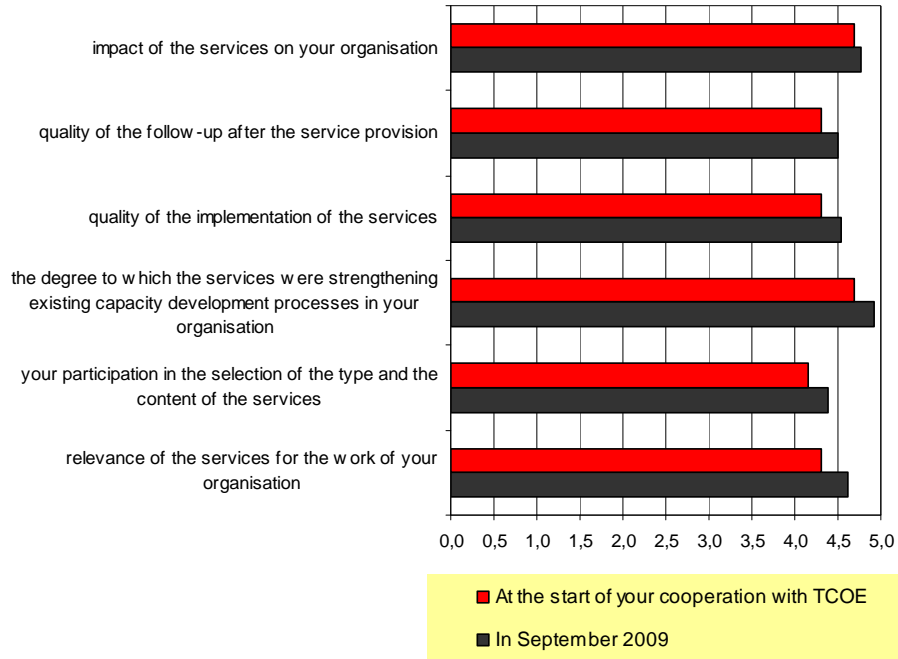
Figure 3 Scoring of the services from TCOE by representatives of 13 constituency
organisations

JC-6.2 The support to processes of capacity development has influenced the outcome of the partner organisation – changes on the level of the ultimate Beneficiaries

Several activities targeted at the national level, such as the campaigns, mobilisation events, and national policy review processes of TCOE have been creating tangible effects. These have been documented and are visible through changes in national policies, government's responses to critical reviews by TCOE, national media coverage, and so on. Also at the meso level, TCOE has managed to strengthen farmer organisations and other social movements through leadership development, supporting their mobilising capacity, and so on. The results of the strengthening of the agricultural capacities of the farmer organisations are less documented and there seems less capacity within TCOE to support this kind of processes.

7 Conclusions

7.1 Strong civil society actors, playing an important role in South Africa, but with complex and evolving CD needs

Three out of four partners of the Belgian NGO's in South Africa (TCOE, ILRIG, ACAT) could be described as strong and confident CSO's, recognised and respected by many for their activities on the ground. All of them were playing essential but complementary roles to government or private sector organisations. ILRIG and TCOE fulfil an important watchdog function towards the South African government and other actors to ensure bottom-up demands for accountability. In addition, ILRIG tries to empower emerging social movements, and supports workers and informal workers and their unions to claim their labour rights in a rather hostile socio-economic environment. TCOE supports the rural poor to organise themselves into member-based movements at the local, regional and national level to claim land rights and to demand support from the government to improve agricultural practices. ACAT is filling in gaps left by the government in improving rural livelihoods by providing extension work in rural areas, supporting micro-entrepreneurship, and supporting local communities to set-up small support groups.

Although these CSO's had diverse sources of income, strong networks and growing outputs, they have been facing specific capacity challenges over the last few years. They can be expected to face serious challenges in the coming years, especially related to the changing environments they were operating in and the organisational transformations they were involved in. ILRIG has expanded its constituencies from traditional labour unions to new social movements, and still needs to strengthen its capacity to support these loosely-connected and unstable structures. TCOE is re-constructing itself into a light version of its existing structure and move some of its operational capacity in support of new national movements for the rural poor in South Africa. This complex decentralisation process requires lots of new capacities and support in organisational change. ACAT has a development model based on a sustainable livelihoods approach, underpinned with spiritual elements, that it feels is working, and wants to guide other NGO's in SA and the region in implementing the model. It is trying to develop the capacity to scale-up its activities, and will have to reflect about the transferability of the spiritual component of its work.

The evaluation finds again that the underlying CD processes are rather unpredictable, non-linear, and often resulting in shifting of power relations.

7.2 CD of the partners was generally more of a side-issue, but with clear differences in the way it was set-up

When comparing the CD approach in the partnerships with TCOE, ILRIG and ACAT, it is possible to conclude that supporting CD processes within the partners was only a minor component financially and in the time dedicated to it, compared to the activities set-up for the final target groups. The partner organisations were largely seen as CD providers to those groups. The evaluation concludes that the Belgian NGO's were also reluctant to engage more deeply with the capacity needs of these strong partners, partly attributed to an insecurity whether they would be able to provide answers for the complex CD needs of their partners.

Although CD was more of a side issue in 3 cases, there were clearly differences in how CD was set-up an organised. In the two normative partnerships[39] (TCOE/OS and ILRIG/FOS) the underlying CD agenda was driven by a shared analysis of the structural and political causes of poverty. Oxfam Solidarity (OS) and FOS support CD processes in their partners in view of the intrinsic value of having strong CSO actors that can play a watchdog and advocacy role. Their approach to CD was rather implicit and was not translated into specific tools. The CD was generally set-up more as an exchange of knowledge between organisations, than as a knowledge transfer from CD providers and the partner. FOS and Oxfam could benefit from their clear identity and specialisation and brought their respective networks into the partnership in support of CD. On the other hand, the CD strategies were not well documented, therefore partly depending on individual insights of programme staff and not strongly supported at the organisational level. The rather implicit character also made it difficult to test the underlying principles and theories of change.

The relationship between ACAT and Broederlijk Delen (BD) was more instrumental in the way CD was set-up in support of reaching the final beneficiaries, with less focus on the political dimensions of development, and no integration in international networks of social movements. At the same time, the CD approach by BD was also rather implicit, and also focused on partner exchanges and partner meetings, but did not make use of specific approaches or tools to guide CD processes.

This was different for the partnership between GARC and Trias (previously IVA), in which significant resources were invested in CD support up to 2003. In that period, CD was approached as something that required technical and management hands-on support from IVA staff. An explicit instrumentation was developed to implement and follow-up CD processes. This approach had the advantage of being able to show concrete and tangible results of CD. However, the rather technical approach did not take sufficiently into account the political dimensions of organisational change and overlooked the institutional problems at the basis of the crisis of GARC.

7.3 Non-conventional CD activities contributing to the strengthening of partners

The evaluation report referred to examples of successful CD activities, such as partner exchanges and technical training, and the conditions under which this was the case. In addition to this, a number of interesting unintentional CD activities were documented that contributed significantly to the growth of a partner in a certain area: (1) Both BD and FOS were asking their respective partners to guide or train other weaker partners in the country. These questions raised self-confidence and triggered ILRIG and TCOE to document their own approach in view of sharing it with others. It also opened up opportunities share their practices with the outside world. (2) Oxfam and FOS were asking their partners to share their expertise at international fora. ILRIG was asked to do research on EPA's and present this on a conference. This was a new area to ILRIG, but the necessary capacity was acquired and the topic became a corner stone in the work of the organisation. TCOE was also invited by OS on several occasions to share its findings and insights in Belgium and on international meetings. (3) TCOE was setting-up a participatory action-research process together with its target groups to raise understanding on the structural causes of their situation and to explore ways of raising awareness and put pressure at government level. TCOE developed the capacity to do this kind of research and increased their insights and expertise at the same time.

On the other hand, a number of less successful activities were identified, such as partner meetings that did not have a clear focus or did not bring together partners that are too different to bring added value. There were also some training activities that were too

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[39] Normative partnerships are defined in the evaluation as those where capacity development is a goal on itself, with the aim of achieving strong CSO actors. Supporting CD processes is seen as having an intrinsic value, rather than just only a means to reach out to the beneficiaries.

much donor driven, or too much set-up as a one-off activity (with no learning trajectory before the training and no follow-up activities). In general, there was little diversity in the approaches used and they were seldom part of a wider strategy.

7.4 Three balanced partnerships, but effectiveness of CD support limited by lack of donor harmonisation

The partnerships with TCOE, ILRIG and ACAT were balanced and both partners were clearly positive about the relationship and described the openness and flexibility of it. The partner organisations were taken seriously and ownership was clearly in their hands. FOS was also actively trying to involve its partner in the policy- and strategy development of FOS in the region. All in all, the 3 partnerships had the necessary ingredients to develop over time a more strategic dialogue on CD.

With the multitude of funding agencies for each of the three partners, it is clear that an intensified attention for CD by the NNGO's can only be useful if donor harmonisation is increased, both in the design of the joint programmes and monitoring and evaluation. Improved donor harmonisation should avoid the typical pitfalls of an increased donor driven agenda or gate keeping, which are real risks when funding agencies of a partner organisation coordinate their actions.

7.5 A number of good practices offer opportunities that can be shared with other partnerships

In the evaluation of the four partnerships a number of good practices were documented:
- *partnership policy of Trias:* Trias has developed an extensive policy and toolkit on partnerships, how they can be designed, planned, nurtured, and followed-up;
- *2008-2013 strategy paper Southern Africa programme Oxfam Solidarity*: This paper provided a strategic overview of the programme of Oxfam Solidarity, a SWOT analysis of the pros and cons working together with various types of CSO's in the region, and a clear positioning of the partners in the broader socio-economic environment;
- *involvement of partners in country strategy development (FOS)*: FOS is systematically involving its partners in the development of its country and regional strategies. This is strongly appreciated by its partner and creates a more balanced and transparent relationship;
- *partner exchanges and meetings by Broederlijk Delen (BD)*: BD is actively exploring participatory methodologies to optimise the partner meetings it is organising in South Africa. There is a lot of attention to making sure that partners can get an added value from the meetings. However, the diversity of partners in SA, does not make it easy to achieve this;
- *CD strategies from some partner organisations*: Belgian NGO's could also study the CD strategies from their partners to inspire their own programmes. The participatory action research by TCOE, which was described earlier on, could an interesting approach to CD. Also the mentoring and coaching activities from ACAT could be of wider use in the partnerships.

8 Annexes

1. Planning of the mission (including list of people interviewed)
2. List of documents consulted

Annex 1 / Agenda Evaluation Mission: South Africa (5-21 September 2009)

	ACTIVITY	ATTENDEES (representatives)
6 September 2009	– Morning: arrival Huib Huyse (international consultant) and Leah Livni (Local consultant) – Afternoon: Preparation meetings between consultants	
7 September: ILRIG, Cape Town		
Morning	– Introduction of the evaluation team – Going through agenda – ILRIG presents the partnership and the programmes financed by the Belgian NGO – Discuss vision about partnership	– Leonard Gentle – Director ILRIG
Afternoon	– Interview ILRIG staff member: outputs and outcomes ILRIG – Interview external stakeholders: Labour Research Service	– Shawn Hattingh - Researcher Educator head of trade and investment project – Salim Patel - Director, Labour Research Service (LRS)
8 September: ILRIG, Cape Town		
Morning	– Drawing a historical timeline: identifying milestones of the organisations – Putting the milestones on the timeline – Assessment of the organisation: scoring key capacities (day 1) for the milestones identified above: 1st individually, then shared on flipchart	– Shawn Hattingh – Researcher Educator head of trade and investment project – Judy Kennedy - Researcher Educator head of youth project – Anna Davies van Es – Researcher Educator building women Leadership project – Nandi Mgijima – Researcher Educator Building women Activism – Mthetho Xali – Researcher Educator, New forms of organising in the workplace project

	ACTIVITY	ATTENDEES (representatives)
Afternoon	– Interview Director ILRIG: Influence of cap dev activities in general/FOS – Interview external stakeholders: WWMP – Interview beneficiaries: OPSF	– Leonard Gentle – Director ILRIG – Erna Curry (Radio production coordinator), Workers' World Media Production – Barry Wuganaale – Ogoni People's Solidarity Forum
9 September: ILRIG, Cape Town & departure to Durban		
Morning	– Interview Director ILRIG: SWOT FOS relationship and CD of ILRIG's constituencies – External stakeholders: COSATU – Beneficiaries, Women Activists	– Leonard Gentle – Director ILRIG – Mike Louw – COSATU (Education & Training) – Jean Buekes – Woman leader & activist – Rachmat Abrahams – Woman leader & activist – Noncedo Bulana– Woman leader & activist – Kim van Dyk – Woman leader & activist
Afternoon	– Board of Directors	– Linda Coopers
15:30	– Departure for Capetown airport to leave at 5.30 to Durban)	

	ACTIVITY	ATTENDEES (representatives)		
10 September 2009: ACAT, Kwazulu Natal				
Morning	– Introduction of the evaluation team – Going through agenda – Director explains ACAT	– Gerald Dedekind - Director and ex-officio Board member; – Gugu Ngema - ILA Programme Field Manager and SAP Leader;		
	– Interviews beneficiaries: Departure for Mathondwane area, Ward 17	– Mr B T Mthembu – Nana Zwane – Busi Ndebele – Mr Buthelezi – Mrs Buthelezi – Mathumalo Mazibuko – Mrs Ndumo – Makhosazane – Nokuthula Zwane – Neli Ngwenya – Mr Mthembu	– Thandekile Khumalo – Sebenzile Mazibuko – Busisiwe Jiyane – Eunice Khumalo – Maggie Mabaso – Agnes Dlamini – Z N Dladla – S M Khumalo – P T Dlamini – N Duma	– Thakasile Khumalo – Neli Mbatha – Fikelephi Zondo – Makhosazane Njokwe – Senamile Mdlolo – Thembi Mokoena – Lungile Maphalala – Muriel Dladla – Fikile Mtshali – Zinto Zondo

	ACTIVITY	ATTENDEES (representatives)
Afternoon	− External stakeholders − Beneficiaries	− Nana Xaba, Provincial Department of agriculture, Extension officer − Thoko Zulu, (TAMCC) Thukela Amajuba Mzinyathi Christian Church. Extension Officer food security − Thulani Terence Mbongwa, Economic Development & Tourism - District Manager − Nomaswazi Shezi– Businesswoman Dressmaker, a member of the G5 a previous beneficiary of ACAT programme
11 September 2009: ACAT, Kwazulu Natal		
Morning	− Analysis of partnership: **Workshop:** − Drawing a historical CD timeline: identifying milestones of the organisations − Putting the milestones on the timeline − Assessment of the organisation: scoring key capacities (day 1) for the milestones identified above: 1st individually, then shared on flipchart	− Gerald Dedekind - Director and ex-officio Board member; − Workshop − Gerald Dedekind - Director and ex-officio Board member; − Gugu Ngema - ILA Programme Field Manager and SAP Leader; − Elmon Ndlela - SAP Co-ordinator and Extension Officer; − Sihle Ndlela - ILA Extension Officer and ABET Co-ordinator; − Jabu Nyanisa - ILA Extension Officer; − Rick Phipson - ABET Leader/Education and Training Advisor.

	ACTIVITY	ATTENDEES (representatives)
Afternoon	– Analysis results Most Significant Change data collection – Interview director ACAT: CD of ACAT towards its beneficiaries	– Gugu Ngema - ILA Programme Field Manager and SAP Leader; – Elmon Ndlela - SAP Co-ordinator and Extension Officer; – Sihle Ndlela - ILA Extension Officer and ABET Co-ordinator; – Jabu Nyanisa - ILA Extension Officer; – Gerald Dedekind - Director and ex-officio Board member;
12 September 2009: ACAT, Kwazulu Natal & departure to Durban		
Morning	– De-briefing ACAT	– Gerald Dedekind - Director and ex-officio Board member; – Rick Phipson - ABET Leader/Education and Training Advisor.
Afternoon	– Return to Durban	
13 September 2009: From Durban to Cape Town		
	– Departure for Durban airport – Arrival Cape Town – Reporting and preparation partner visits 3 and 4	
14 September 2009: Cape Town, FOS and GARC		
Morning	– Debriefing FOS	– Leonard Gentle – Director ILRIG – Jolanda Jansen – FOS Country representative
Afternoon	– Preparation for GARC visit on Tuesday	

	ACTIVITY	ATTENDEES (representatives)
15 September 2009: GARC, Malmsbury		
Morning	**Workshop:** – Drawing a historical CD timeline: identifying milestones of the organisations – Putting the milestones on the timeline	– Rosaline Abels (trainer for schools gardens, herb expert small scale farmer, 2003-2009), – Zakhele Sibulali (trainer, 2003-2009), – Gazelle Mcdougall (2004 General Manager), – Johan Dreyer (Farmer, Board member 2003, – Cecil Wilton (Community agri 2001 ex chair, Secretary of Board), – Claude Bekaardt (2007 Agri research council, small scale farmers & community dev Board chairperson), – Adriaan Conradie (WC Dept of agri 2001 small scale farmers – priority - Board member), – Martin van Wyk (Municipality Agri Development Board member)
Afternoon	**Workshop continued** – Assessment of the organisation: scoring key capacities (day 1) for the milestones identified above: 1st individually, then shared on flipchart – Assessment of the partnership	Same
16 September: GARC & departure to Cape Town & TCOE		
Morning	– Interview external stakeholder – Beneficiaries, Small farmers – Liliefontein farm	– Marguerite Holtzhausen, Swartland Municipality – 2 small farmers
Afternoon	– Preparatory meeting TCOE	

	ACTIVITY	ATTENDEES (representatives)
17 September 2009: TCOE, Cape Town		
Morning	– TCOE presents the partnership and the programmes financed by the Belgian NGO – Discuss vision about partnership + SWOT **Workshop:** – Drawing a historical CD timeline: identifying milestones of the organisations	– Mercia Andrews, director – Workshop – TCOE staff
Afternoon	**Workshop continued** – Putting the milestones on the timeline – Assessment of the organisation: scoring key capacities (day 1) for the milestones identified above: 1st individually, then shared on flipchart	
18 September 2009: TCOE, Cape Town		
Morning	– Interview board member – Interview external stakeholder	– UCT – Interview Mrs. Fatima Shabodien, Women on Farms
Afternoon	– Interviews external stakeholders – Interviews Board members – TCOE-management: discussing emerging issues	External stakeholders – Ms. Ouraisha, programme coordinator Austrian DKA and Swiss FESTENOPFER Members of the board – Prof Lungi Ntsebeza, chairperson TCOE board, started Khalisa, did important – Interview Mrs. N. Moletsane, Board Secretary TCOE – Interview Mr. Vumile Lwana, Mayor, Trustee of Board of TCOE, former employee of TCOE – Mr. Bongo, Trustee, Board of TCOE – TCOE: Pinky Mncube

	ACTIVITY	ATTENDEES (representatives)
19 September 2009: TCOE, Robertson & return to Cape Town		
Morning	– Field trip to TCOE's constituencies in Robertson: focus group and field visit	– beneficiaries
Afternoon	– Field trip continued	
20 September 2009: Report writing		
Morning	– Report writing	
Afternoon	– Evening: departure of Huib Huyse	

Annex 2 / List of documents consulted

ILRIG

- Korte geschiedenis van de discussies en besluiten betreffende organisatieversterking en tegenmachtopbouw binnen FOS
- Werkdocument m.b.t. machtsverwerving en organisatieversterking FOS
- Verslag studiedag capaciteitsopbouw 2004
- Verslag vorming organisatieversterking 2005
- Vorming organisatieversterking HIVA 2005
- 5 year narrative report to FOS
- Annual report 2007
- Annual report 2008
- Annex 5 mining annual report 2007
- FOS annual report ILRIG 2008

ACAT

- ACAT evaluation final report 2006
- ACAT SAP Annual Report 2005
- ACAT contract 2007
- ACAT protocal 2007
- ACAT Annual report 2006
- Contract ACAT 2008
- Contract ACAT 2006
- Ext ACAT narr bijlage 1
- Ext 1ACAT narr
- Kom08 PO8 Zuid Afrika
- Action Plan ACAT 2007
- SAP Annual Report 2008
- Contract ACAT 2005
- Manuals and text books ACAT
- ACAT communication files 2000-2009

GARC

- Annual programme Zuid Afrika 2007
- Agreement GARC 2007
- Rapport Trias deel II partners GARC
- LEO approach Trias 2007
- PPP overview beleidstekst 2007
- Strategienota 2006
- Final note task force Profiling approach
- Overview toolkit PPP

TCOE

- Technical file TCOE 2008-2010
- Annual programme TCOE 2003
- Programme South Africa 2008-2013
- Annual report TCOE 2003
- Annual report TCOE 2004
- Annual report TCOE 2005
- Annual report TCOE 2006
- Annual report TCOE 2007
- Standard AoC and requirements TCOE